

# City of Oakland, Human Services Department

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## CalGRIP Final Local Evaluation Report

Prepared by:

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This report was developed by Resource Development Associates under contract with the City of Oakland Administrator's Office.

## **About Resource Development Associates**

Resource Development Associates (RDA) is a consulting firm based in Oakland, California, that serves government and nonprofit organizations throughout California as well as other states. Our mission is to strengthen public and non-profit efforts to promote social and economic justice for vulnerable populations. RDA supports its clients through an integrated approach to planning, grant-writing, organizational development, and evaluation.



## Summary of Findings

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- Process Evaluation
  - Goal 1: Build a tightly coordinated regional network of law enforcement partners focused on gangs and individuals actively engaging in gun violence.
    - Finding 1. Oakland Unite (OU) and Ceasefire partners improved their data collection processes and increased data sharing to better identify groups and individuals actively engaging in gun violence.
    - Finding 2. Ceasefire partners established new practices to strengthen their partnership.
    - Finding 3. Ceasefire partners improved coordination among community members, faith partners and law enforcement to deliver stronger, more coordinated messaging to identified individuals and increase their chances of engaging in services.
  - Goal 2: Improve outcomes for young men at highest risk of violence.
    - Finding 4. Ceasefire partners established ongoing partnership activities to better coordinate efforts that improve outcomes for young men at highest risk of violence.
    - Finding 5. Ceasefire partners established and implemented data collection practices to evaluate progress towards improving outcomes for participants.
    - Finding 6. Oakland Unite has provided direct services that improved outcomes for program participants.
    - Finding 7. Engaging faith community mentors for OU participants was a challenge.
  - Goal 3: Increase community engagement in Oakland Ceasefire within communities most affected by violence.
    - Finding 8. Ceasefire developed and implemented program resources and trainings for partners and community members to increase engagement with communities most affected by violence.
    - Finding 9. Ceasefire partners increased engagement with communities most affected by violence.
    - Finding 10. Service providers and law enforcement partners operate independent of each other in order for service providers to maintain the trust of OU participants.
- Outcome Evaluation
  - Goal 1: Build a tightly coordinated regional network of law enforcement partners focused on gangs and individuals actively engaging in gun violence.



- Finding 11. As a result of improved coordination and partnership discussed in the Process Evaluation section, Ceasefire reached its goals to reduce gun violence.
- Goal 2: Improve outcomes for young men at highest risk of violence.
  - Finding 12. Oakland Unite decreased the likelihood of violent arrests for life coaching participants.
  - Finding 13. Oakland Unite supported participants in reaching education and employment milestones.
- Goal 3: Increase community engagement in Oakland Ceasefire within communities most affected by violence.
  - Finding 14. As discussed in the Process Evaluation section, Ceasefire has made strides towards increasing community engagement within communities most affected by violence.
  - Finding 15. Ceasefire partners have engaged high risk individuals through call-in and custom notifications, and have connected many individuals to Oakland Unite Life Coaching.
  - Finding 16. Clients often enroll in services before they receive a call-in or custom notification, which reflects the increased engagement and the success of Oakland Unite street outreach and life coaching strategies.



# Final Local Evaluation Report

## Project Description

The City of Oakland has allocated its CalGRIP funds to support implementation and operations of the Oakland Ceasefire (Ceasefire) strategy within the Oakland Unite (OU) network of violence prevention programs and services. Ceasefire is a data-driven violence-reduction strategy grounded in a coordinated partnership between law enforcement, social services, and community partners. The theory upon which Ceasefire is grounded posits that the majority of shootings and homicides involve only a small subset of individuals and gang members that are actively involved in criminal activity at any point in time. Oakland’s Police Department data reflect that of the approximately 53 groups/gangs in Oakland with a history of criminal activity, only 4-7 are actively involved in violence at any one time. The Ceasefire collaboration—between community members and faith partners, law enforcement agencies, and Oakland Unite, a unit in the City of Oakland’s Human Services Department—aims to reduce gun-related violence by targeting only the most active individuals and/or groups at the highest risk of gun violence. The overarching vision of Ceasefire is to sustain a significant, citywide reduction in gun-related violence, and Ceasefire partners have articulated three goals to achieve this vision:

**Table 1: Oakland Ceasefire Project Goals**

<b>Goal 1</b>	Build a tightly coordinated regional network of law enforcement partners focused on gangs and individuals actively engaging in gun violence.
<b>Goal 2</b>	Improve outcomes for young men at highest risk of violence.
<b>Goal 3</b>	Increase community engagement in Ceasefire within communities most affected by violence.

Oakland’s Ceasefire model is based on the nationally-recognized, evidence-based Boston Ceasefire strategy for reducing group and gang violence. The Boston Ceasefire model began in 1996, after the observation that a small group of individuals contributed to a large portion of the city’s gun-related violence. Through identification of those individuals most likely to be involved in gun-related violence and subsequent direct communication with them, the Boston model sent the message to gangs and groups that the larger community, including law enforcement and community-based partners, would no longer tolerate gun violence. The Ceasefire model strives to engage identified individuals in social services such as case management, employment opportunities, and housing assistance to support them in addressing their holistic needs and, therefore, reduce their risk of involvement in gun-related violence.

CalGRIP funding supports Oakland Unite’s life coaching services, in which highest-risk clients receive mentoring, support, and linkages to services including problem solving, opportunities for employment, housing assistance, mental health services, case management, document retrieval, legal assistance, financial incentives, and other life supports as needed. Life coaching, together with street outreach,





comprise a major part of OU’s theory of change to improve outcomes for young men at highest-risk of gun violence. Like Ceasefire, OU’s programs target the City’s highest-risk community members and neighborhoods, focusing on interrupting violence as it occurs and preventing future violence.

CalGRIP funding for Oakland’s violence prevention strategies supports all of the Ceasefire goals. The following Table 2 lists activities funded through CalGRIP intended to support the achievement of the Oakland Ceasefire goals.

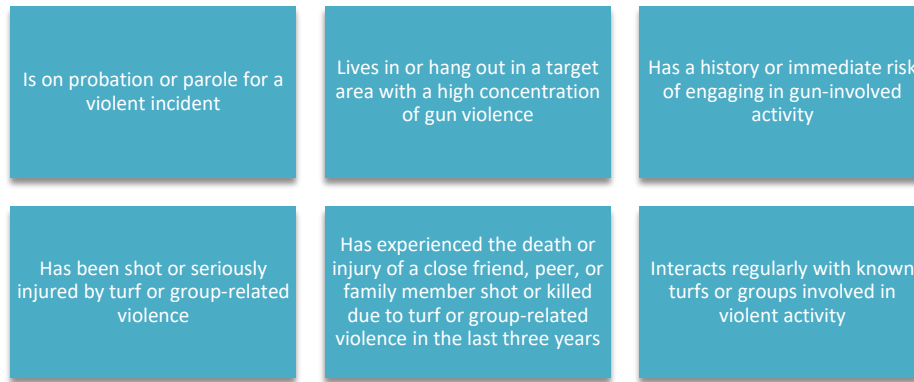
**Table 2: CalGRIP-funded Activities Supporting Ceasefire Goals**

	Ceasefire Goal	Cal-GRIP Funded Activities
1	Build a tightly coordinated regional network of law enforcement partners focused on gangs and individuals actively engaging in gun violence.	Increase coordination, data collection, analysis and program evaluation efforts.
2	Improve outcomes for young men at highest risk of violence.	Increase the level of intensive life coaching support provided to highest-risk individuals identified by law enforcement and street outreach. Increase positive and pro-social mentor matches.
3	Increase community engagement in Ceasefire within communities most affected by violence.	Train Ceasefire partners in evidence-based practices such as Motivational Interviewing, Cognitive Behavioral Therapy, and Family Crisis Counseling. Increase infrastructure support for faith-based partners to sustain their community engagement efforts.

### Target Population

Ceasefire, street outreach, and life coaching—target participants within Oakland who are the most at-risk of either perpetrating or being the victims of gun violence. Individuals referred to OU’s life coaching services experience at least four of the following risk factors.

**Figure 1: OU’s Target Participants Have Four of Six Risk Factors**



## Description of Project Interventions

CalGRIP grant funds have supported the portfolio of Oakland Unite programs and services, including intensive case management/life coaching, mentoring, professional develop for life coaches and training for faith partners and the Oakland Police Department (OPD), and coordination support. In addition to the following CalGRIP-supported interventions, OU provides connections to reentry and employment programs, including job readiness training, transitional employment placements, subsidized housing and connections to full-time jobs.

### Intensive Case Management

OU’s Intensive Case Management program, also known as Life Coaching, provides ongoing support to highest risk individuals, 18 and 35 years old, to help them reach a variety of personal goals, develop pro-social connections, and build self-sufficiency and confidence. Life coaches work with participants to develop a life map, identifying milestones to guide the life coaching relationship. As milestones are achieved, participants receive incentives to celebrate success and provide financial support along the way. Each agency budgets a minimum incentive of \$1,600 per participant. Oakland Unite life coaches carry small caseloads of ten to twelve individuals, focused on building trusting relationships, enabling them to successfully link participants to community programs and services such as paid job training, mental health and/or substance use counseling, educational support, document retrieval, legal assistance, anger management, family reunification and other supportive services. Life coaching services are available to OU participants for up to 18 months depending on risk level. The low caseload allows the life coaches to provide “intensive” case management services to participants focused on high dosage of frequent contact. Financial incentives for milestone achievement and hiring culturally competent staff with similar life experiences from the community has proven to be instrumental to this strategy.

### Mentoring

The Peer Mentoring program, funded by CalGRIP, match participants with faith-based or community mentors to help improve pro-social community connections and decrease criminal associations and



justice system involvement. Ceasefire partners with The Mentoring Center (TMC) to provide mentoring services. A full-time coordinator is responsible for the recruitment, training, and matching of community mentors to OU participants.

### Training for Partners

Oakland Unite’s capacity building initiative includes a nine-month Life Coaching Certification Fellowship for case managers to receive certification that is nationally recognized by the International Coach Federation. This fellowship helps providers develop coaching and case management skills, provide and receive mentorship, and build professional peer networks. These life coaches were also trained in evidence-based practices such as Trauma-Informed Care (TIC), Harm Reduction, and Motivational Interviewing (MI). Through these curricula, service providers developed skill sets for promoting positive behavioral changes and life choices with participants. Faith partners received training through The Mentoring Center prior to being paired with OU mentees. In addition, law enforcement partners participated in training on the concepts of procedural justice.

### Coordination Support for Partners

CalGRIP grant funds have supported the development, implementation, and regular use of data review meetings. In joint law enforcement and community meetings, OU’s stakeholders review program performance indicators, analyze gun violence data, and receive ongoing technical assistance in data-driven decision making. Data review meetings include weekly shooting and homicide reviews led by the Oakland Police Department staff (OPD), and weekly service provider shooting and homicide reviews facilitated by Oakland Unite. The improved coordination and data capacity enabled OU to provide bi-monthly dashboards of key performance indicators to the Mayor’s Office as well. CalGRIP also supported monthly case conference meetings for adult life coaching grantees.

**Table 3. OU Life Coaching Grantee of CalGRIP-funded Interventions<sup>1</sup>**

Service Provider	Description
<b>Abode Services</b>	Abode assists individuals and families experiencing homelessness by advocating for them, helping them secure housing in Oakland, and providing case management services.
<b>Community &amp; Youth Outreach, Inc.</b>	Community & Youth Outreach, Inc. (CYO) provides outreach, mentoring, case management, and support to high-risk youth and adults in Oakland.
<b>City of Oakland, Human Services Department</b>	Human Services Department (HSD) oversees Oakland Unite and provides adult life coaching services to high-risk young adults in Oakland.
<b>The Mentoring Center</b>	The Mentoring Center (TMC) offers intensive services to Oakland youth and adults through case management, life coaching, and mentoring groups.

<sup>1</sup> Source: Mathematica evaluation and documents provided by Oakland Unite and agency websites.



**Roots Community Health Center**

Roots Community Health Center (Roots) supports residents of East Oakland through a suite of community services, including healthcare, mental health, rehabilitation, education, training, and employment support.

## Participant Profile

Oakland’s CalGRIP evaluator, Resource Development Associates, analyzed descriptive demographics of 193 life coaching participants that consented to share their data for evaluation purposes in 2016. At the time of analysis, the majority of life coaching participants (80%) were African American; nearly one fifth (17%) of participants were Latino; and a small proportion (3%) of participants identified as “Other” race or ethnicity. The median age of life coaching participants was 21 among those who had never been arrested; the median age for participants who had been arrested before was 23. Of those who had been arrested prior to program participation, 23% were arrested for a violent offense and 37% were arrested for a gun-related offense.<sup>2</sup> Approximately one quarter (24%) of clients were enrolled in school during and 42% had a high school diploma or GED.

## Evaluation Methods

Oakland Unite worked with contracted evaluation firms to conduct process/implementation and outcome evaluation of CalGRIP-funded OU interventions and activities. OU contracted with Mathematica to conduct preliminary implementation and impact evaluations of adult life coaching services and employment and reentry services. Additionally, OU contracted with Resource Development Associates (RDA) to conduct focused process and outcome evaluations for OU’s CalGRIP-funded activities. RDA’s analyses examined aspects of the Ceasefire messaging process, including outreach and referral to life coaching and other HSD services. Simultaneously, Mathematica evaluated OU’s sub-strategy program outcomes over time. Because Mathematica evaluated OU interventions without respect to funding source, the CalGRIP-funded RDA evaluation reports were able to more nimbly respond to other emerging evaluation questions as programs were implemented during the grant period.

Both RDA and Mathematica utilized mixed-methods data analysis to evaluate CalGRIP-funded activities. Specifically for the CalGRIP grant, RDA incorporated both qualitative and quantitative data analysis, utilizing databases from HSD and OPD, as well as qualitative data gathered from interviews and focus groups.

**Table 4: RDA’s CalGRIP Evaluation Methods**

Goal	Analysis Type	Method	Subject
1 Build a tightly coordinated regional network of law enforcement partners focused	Qualitative Analysis	Document Review	Law Enforcement Shooting Review
			Procedural Justice Training

<sup>2</sup> Source: Mathematica evaluation of Oakland Unite. Data reflects 333 adult life coaching participants January 1, 2016 and June 30, 2017 who consented to share their data for evaluation. The rate of consent was 86%.



	on gangs and individuals actively engaging in gun violence.		Interviews and Focus Groups	Faith-based Leadership Partners Law Enforcement Partners HSD/OU Staff Life Coaches
2	Improve outcomes for young men at highest risk of violence.	Quantitative Analysis	Data	Analyzed Ceasefire client tracking data
		Qualitative Analysis	Interviews and Focus Groups	Participants Case Managers/Life Coaches Oakland Faith-based Leaders
3	Increase community engagement in Ceasefire within communities most affected by violence.	Quantitative Analysis	Data	Ceasefire Client Tracking Database
		Observational Analysis	Observation	OPD Procedural Justice Training

Concurrently, Mathematica used both qualitative and quantitative data to assess the implementation of two of OU’s sub-strategies as well as the short-term impacts of program participation. For the implementation evaluation, Mathematica reviewed materials provided by OU; analyzed responses across interviewees within each agency and across agencies within the same sub-strategy to highlight key themes; and summarized administrative data about services and participants.<sup>3</sup>

For outcome evaluation, Mathematica’s evaluation examined the impact of program participation on likelihood of being arrested within the six-month period after they first enrolled in services. Using an approach called propensity-score matching, Mathematica compared the outcomes of OU participants to a group of individuals that did not receive OU services. The matched “comparison” group included individuals demographically and quantifiably similar to OU participants, but they did not engage in OU services. To be included within the analysis, individuals met the following criteria:

- (1) They consented to share their personal information for evaluation purposes;
- (2) They received services between January and October 2016 to allow for a six-month follow-up period;
- (3) They met a minimum service threshold of 10 hours for adult life coaching and either 10 non-work hours or 40 work hours for adult employment services; and,
- (4) They have recorded demographic data.

### Challenges and Limitations

Because HSD adapted OU program implementation in real time, the CalGRIP-funded evaluation activities measured different process and outcome measures than were included in the proposal. RDA’s data collection methods were adjusted to accommodate project needs as those needs unfolded. For example,

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<sup>3</sup> Gonzalez , N., Dawson-Andoh , E., Nicolai , N., Laco, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1. Mathematica.  
 file:///C:/Users/cpalmer/Downloads/Oakland%20Unite%20Strategy%20Evaluation\_Final%2011172017%20(3).pdf

OU encountered questions regarding the method of client referral, and whether the referral method impacted an individual's likelihood of either enrolling in services or refusing services; as a result, HSD leveraged CalGRIP funding to produce evaluation reports to help answer this, among other, real-time questions in response to real-world experiences. While HSD does not view this as a limitation per se, these adjustments pose challenges to evaluating the Oakland's CalGRIP project exactly as proposed. Additional limitations and updates to the evaluation plan will be discussed further in the Process Evaluation section below.

## Process Evaluation

Process evaluation findings for CalGRIP-funded activities are organized into sections that correspond to the three goals of the Oakland Ceasefire partnership.

**Goal 1: Build a tightly coordinated regional network of law enforcement partners focused on gangs and individuals actively engaging in gun violence.**

***Finding 1. OU and Ceasefire partners improved their data collection processes and increased data sharing to better identify groups and individuals actively engaging in gun violence.***

Through CalGRIP funding, HSD enhanced data sharing, coordination efforts, and outreach and notification to individuals eligible for participation in life coaching and other CalGRIP services. HSD expanded its data collection efforts in several ways. HSD dedicated a management level position to oversee data collection efforts to inform that partnership and developed a protocol with OPD to share arrest data with HSD to aid in evaluating program outcomes for life coach participants. Data sharing is a one-way stream with OPD sharing data with HSD. HSD shares aggregate service data with partners during bi-weekly Ceasefire operational meetings and bimonthly performance review meetings led by the Mayor. HSD also partnered with consulting firms to evaluate program implementation and outcomes. The evaluation resulted in annual snapshots of agencies and strategies implemented as well as an evaluation of the impact and participation in OU programs during the reporting period. The report also included an analysis of the network of OU grantees and considerations for practice and future research.

The Ceasefire partnership developed performance indicators to monitor social service and law enforcement efforts. These measures have been incorporated into every bi-weekly Ceasefire coordination meeting and bi-monthly performance review with the Mayor. Law enforcement partners also implemented a practice of evaluating gun violence trends on a weekly basis during shooting review meetings and a quarterly basis to identify highest risk individuals to be called in.

***Finding 2. Ceasefire partners established new practices to strengthen their partnership.***

CalGRIP funding has supported the convening of Ceasefire partners in meetings where data are shared and where information are used to evaluate and adjust program elements as needed. One such meeting is OPD's weekly reviews of recent shootings focused on identifying group affiliation and individuals at

risk of becoming involved in violence. While this meeting has established a venue to share and analyze gun violence data, one challenge has been to consistently prioritize shooting reviews during periods of leadership transitions and staff vacancies. The Ceasefire Director has maintained the City’s focus on the established data driven approach during such challenging times. The Ceasefire Partnership has also implemented quarterly meetings of regional law enforcement partners to identify individuals and groups actively involved in driving gun violence in Oakland.

***Finding 3. Ceasefire partners improved coordination among outreach and notification efforts to deliver stronger, more coordinated messaging to identified individuals and increase their chances of engaging in services.***

Individual-level and group-level data collected regarding participation in gun violence helps to identify targeted individuals for Ceasefire call-ins and custom notification. In Oakland, this is called a “gang scorecard.” Within the Ceasefire Partnership, partner agencies invite the individuals through outreach to the quarterly call-ins, which has increased the partnership between OPD and Probation, who must coordinate efforts in order to notify and invite targeted individuals. Though parole staff were intended to be involved, staff availability and turnover limited the degree to which they could participate. After call-ins, OPD assesses which groups engage most actively in new gun violence and pays additional attention to identified individuals who do not attend call-in notifications. Individuals who are on probation may be violated.

In addition to call-ins, Ceasefire partners also conduct custom notifications to certain identified individuals if, for some reason, they are unable to wait for the quarterly call-in. These custom notifications were intended to include both law enforcement and faith/community partners, and though that practice was sometimes successful, it was challenging for faith or community-based partners to be consistently available without notice. Because the partnership recognized that people are more likely to take up life coaching services if someone from the community is present during a custom notification, as opposed to only hearing the message from law enforcement officers, HSD identified additional funds to hire a full-time staff member to accompany law enforcement during custom notifications.

**Goal 2: Improve outcomes for young men at highest risk of violence.**

HSD improved coordination among Ceasefire partners, improved data collection and evaluation efforts, and increased resources to provide better services that are intended to improve outcomes for the target population.

***Finding 4. Ceasefire partners established ongoing partnership activities to better coordinate efforts that improve outcomes for young men at highest risk of violence.***

HSD implemented a series of meetings to ensure that partners provided coordinated services to life coach participants. Oakland Unite facilitates a monthly case conference that brings together all five agencies to learn about new topics related to the field and also discuss cases of particular challenge while peers offer

ideas and suggestions to move participants towards success. Another example is the all-staff Street Outreach team sessions, during which life coaches sometimes join the street outreach staff to discuss strategies. Street Outreach team members meet with participants in geographically appropriate locations, as needed by the participant or the community as a whole. Additionally, the weekly shooting and homicide review meeting convenes to share info between Street Outreach, Oakland’s main trauma emergency department (Highland Hospital), and the following community partners: Catholic Charities, CYO, Youth Alive, and Building Opportunities for Self Sufficiency (BOSS). There are also twice monthly joint shooting reviews with OPD, the Ceasefire Project Director, Street Outreach Liaison to ensure a coordinated focus on the right people and areas.

***Finding 5. Ceasefire partners established and implemented data collection practices to evaluate progress towards improving outcomes for participants.***

HSD leveraged CalGRIP funds to evaluate effectiveness of services and contract with those meeting service benchmarks. HSD implemented regular program monitoring, conducted extensive site visits, regularly met with the Ceasefire Program Director, program staff, fiscal staff, and convened life coaching grantees to coordinate services. HSD also conducted file reviews for programmatic information and to ensure services are being delivered as described in the contract. Funding renewals are based on performance. Additionally, contractors have to submit their quarterly grant reports and HSD monitors contract deliverables.

Mathematica conducted an evaluation of program outcomes finding statistically and significantly different arrest rates for people who participate in Oakland Unite services compared to a comparison group that did not participate. RDA evaluated whether notification methods impacted participation in life coaching services. Outcomes will be discussed further in the “Outcome Evaluation” section below.

***Finding 6. Oakland Unite has provided direct services that improved outcomes for program participants.***

Oakland Unite has provided CalGRIP-funded direct services to improve outcomes for clients. Oakland Unite and community partners have conducted street outreach sessions in targeted hot spot neighborhoods and peak hours of violence. Oakland Unite has also provided intensive case management (life coaching) services. In total, 387 individuals participated in life coaching services January 1, 2016 to June 30, 2017.<sup>4</sup> In total, 387 individuals participated in life coaching services and 1,021 participated in adult employment and education support services. Outcomes will be discussed in more detail in the discussion of Goal 2 in the Outcomes Evaluation section.

Despite encountering challenges in recruiting and training mentors, The Mentoring Center reports that life coach participants have been matched with faith-based mentors. To address the shortage in mentors,

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<sup>4</sup> These data were reported in the Mathematic evaluation. Gonzalez , N., Dawson-Andoh , E., Nicolai , N., Laco, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1. Mathematica.

The Mentoring Center has relied on group mentoring such as the Transformative Men’s Group that meets weekly as a mentoring group. However, demonstrating ongoing mentoring has been challenging.

***Finding 7. Engaging faith community mentors for OU participants was a challenge.***

Ceasefire has recruited faith partners and community member volunteers to mentor participants, but developing and training a cohort of all-volunteer mentors was a significant challenge. Partners have different perspectives as to why this is the case. One reason may be that while Oakland has a high number of faith communities, ministries, and congregations, not all members of these communities actually live in Oakland. Recruiting mentors from these faith communities, therefore, required identifying interested and willing potential mentors and then ensuring that they live sufficiently close to make the time commitment feasible in their lives. The Mentoring Center staff report that while finding individual mentor matches was more challenging than originally anticipated, they modified their program to allow for larger group mentoring events in which potential matches first get to know each other before making a commitment, and that this modification has led to successful mentoring relationships.

**Goal 3: Increase community engagement in Oakland Ceasefire within communities most affected by violence.**

***Finding 8. Ceasefire developed and implemented program resources and trainings for partners and community members to increase engagement with communities most affected by violence.***

HSD used CalGRIP funds to interview life coaches and focus groups of participants to identify existing resources and additional participant needs. Through these listening sessions, HSD learned that some participants wanted to be connected to jobs rather than employment training programs. In response, one of the OU life coaches developed relationships with Bay Area companies that were willing to hire formerly incarcerated employees. This connection has played a key role in actually linking participants to employment. Participants were also able to identify other specific service needs, including tattoo removal, mental health support, legal support, housing, and parenting trainings.

OU has made these resources, among others, available to participants. In particular, the community housing partner Abode set aside 27 units of temporary subsidized housing for life coaching participants. OU also increased access to mental health resources for participants, including one-on-one therapy sessions with culturally appropriate providers (Roots). One challenge of implementing this service has been to work with life coaches to let go of their own stigma around mental health issues. OU now refers participants to a specialized TAY clinician that supports case conferencing from Alameda County Probation. OU has created a coordinated network of resource providers for Ceasefire clients including partners from the Rotary Club, whose members have donated work supplies and clothes to clients. Some have even placed clients in jobs at their own businesses or supported other donations.

To develop peer professionals as certified life coaches, OU contracted with Leadership that Works to graduate two cohorts from a nine-month life coaching certification fellowship in which life coaches receive

training to help providers develop coaching and case management skills, receive mentorship and build a professional peer support network. Life coaches were also trained in evidence-based practices such as trauma-informed care, motivational interviewing, and harm reduction. Community partners and mentors were originally expected to also participate in trainings, but it ended up being challenging to convene those groups on an ongoing basis and made more sense to focus efforts on the life coaches who had the most intensive relationships with participants.

On the law enforcement side, OPD, OU, faith-partners and community partners developed and implemented a procedural justice training for OPD. To improve the relationship between law enforcement and the community, 700 sworn and non-sworn staff were trained in Procedural Justice (PJ) best practices. PJ is an evidenced-based practice supported by the research of Yale University professors Tom Tyler and Tracie Mears. Ceasefire has incorporated PJ into its strategy to build trust between the OPD and residents in communities most impacted by violence. The central tenants of PJ in policing include: giving the community a voice (listening), being fair and unbiased (in decision making), being respectful (in treatment of people), and providing a transparent and trustworthy process. A second phase of procedural justice trainings was implemented, which included a former Ceasefire participant to deliver those trainings to OPD.

The Ceasefire Director implemented quarterly meetings of the full Oakland Ceasefire Partnership, including community members, law enforcement partners, and service providers, to discuss project implementation. In response to a need to increase communication and ensure consistency within coordination, those meetings have increased in frequency to monthly meetings. To ensure collaboration among partners, the meetings are co-chaired by the Ceasefire Director and faith partner and community leader Rev. Dr. George C. L. Cummings.

OU managed the project between The Mentoring Center and Empower Initiative to develop an initial cohort of community and faith-based mentors who wanted to mentor Ceasefire participants. However, mentor recruitment did not initially target local community members, but made more broad sweeps of Oakland-based congregations. Recruiting faith-based mentors was a particular challenge, because while there are many congregations that are based in Oakland, OU learned during project implementation that many of the congregants themselves reside outside the City itself, making their availability for trainings and mentoring sessions difficult.

***Finding 9. Ceasefire partners increased engagement with communities most affected by violence.***

Faith-partners hold weekly Friday night community-based walks with clergy and residents in identified hot spots. Additionally, Ceasefire partners hold quarterly call-ins with 15-25 parolees and probationers with a history of gun violence. At the call-ins, community members, law enforcement, and service providers offer services and deliver a message of concern for each person's safety and consequences if they continue to engage in violence..

***Finding 10. Oakland Unite service providers and law enforcement partners operate independent of each other to maintain the trust of OU participants, but that separation results in confusion between life coaches and law enforcement.***

All partners agreed that by and large, OU participants do not trust law enforcement and many have strong negative views of law enforcement. Although Ceasefire aims to tightly coordinate the network of service providers and law enforcement, in practice this is more challenging to implement. If service providers are seen to be connected to law enforcement, they may lose the trust of Ceasefire-identified individuals and, as a result, there could be fewer to enroll in services. This creates a tension wherein service providers may not want to be associated with law enforcement.

RDA's evaluation activities revealed that not only is there confusion and disagreement at the participant and community level as to how the Ceasefire strategy operates, but also OU and Ceasefire partners themselves view the strategy differently. Life coaches work with participants separately from law enforcement and intentionally de-emphasize their partnership with law enforcement to maintain the trust of participants. Life coaches believe that this separation is necessary to cultivate trusting relationships with participants who may have had negative experiences with the police. Life coaches, participants, and faith partners all agree that the relationships participants develop with their life coaches over time are beneficial and crucial to participants' success in the program.

*[Participants] already don't trust us when we're in there with the police [at a call-in]. For a long time, maybe months, they don't trust us. Later on, they start to develop relationships with their life coaches and realize that they are down for them, but they are scared at the Call-In.*

However, this separation reflects a break in the flow of information between life coaches and the police. For example, life coaches report that they are unaware of how or when potential participants are notified. Regarding custom notifications, one life coach stated when a custom notification referral is made, "Sometimes we don't know [how] they're being notified, we just know there are people who want services."

Police do not coordinate with life coaches or check whether people are engaged in services before initiating custom or call-in notifications. This is not a failure of collaboration—there are valid concerns with sharing individual information between these partners. At the same time, some life coaches are concerned that this may result in multiple notifications for one person and that each of those notifications pose some risk of harm to the person. Risks include embarrassing people and their families, experiencing trauma during call-ins, and potentially fatal interactions with police during custom notifications. One life coach described the risks of custom notifications this way:

*When police come, there's no such thing as an opportunity [...] If two officers pull up on you, you're going to be on the defensive [...] Some people have felonies or committed something, police pull up and they start running and then what happens. It could be tragic.*



## Outcome Evaluation

CalGRIP funding has allowed Oakland to build out and strengthen efforts focused on young adults at highest risk of gun violence. CalGRIP has also been crucial to Oakland in piloting interventions known to be effective and adapting to local needs.

**Goal 1: Build a tightly coordinated regional network of law enforcement partners focused on gangs and individuals actively engaging in gun violence.**

***Finding 11. As a result of improved coordination and partnership discussed in the Process Evaluation section, Oakland reached its goals to reduce gun violence.***

Homicides and non-fatal shootings in Oakland have decreased since Ceasefire was implemented in 2012 and since Ceasefire efforts were strengthened with CalGRIP funds in 2015. Through coordinated violence reduction efforts, significant progress in reducing gun violence has been made since reaching a peak of 126 homicides in 2012. From 2012 to 2017 Oakland has experienced a 41% reduction in homicides and has had four consecutive years of 90 or fewer homicides for only the second time in 40 years.<sup>5</sup>

**Goal 2: Improve outcomes for young men at highest risk of violence.<sup>6</sup>**

***Finding 12. Oakland Unite life coaching services decreased the likelihood of violent arrests for participants.***

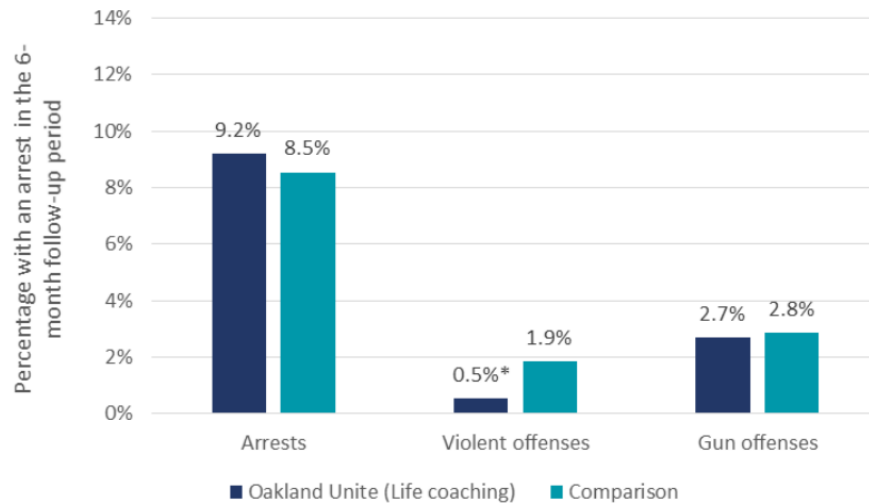
Mathematica's evaluation of the CalGRIP-funded services provided to Ceasefire clients found that participants identified at highest risk of violence experienced improved outcomes in employment and arrests for gun related offenses. As reported by Mathematica in its evaluation of Oakland Unite's services, participation in life coaching decreases the likelihood of violent arrests in the six months after enrollment by approximately 1 percentage point. For adult life coaching, the results show that Oakland Unite participants and comparison group members are similarly likely to be arrested during the six-month follow-up period (Figure 2), with approximately 9% of individuals in each group having any arrests during that time.

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<sup>5</sup> Oakland Police Department. End of Year Crime Report—Citywide, 2017, <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak062295.pdf> Accessed on 16 Jan. 2018.

<sup>6</sup> The source of outcome information in this section is adapted from the evaluation Mathematica conducted. Gonzalez, N., Dawson-Andoh, E., Nicolai, N., Laco, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1. Mathematica.

**Figure 2. Impact of Participation in Adult Life Coaching on Arrest Outcomes in the 6 Months Following Oakland Unite Enrollment**



Source: Oakland Unite, OPD, and OUSD administrative data.

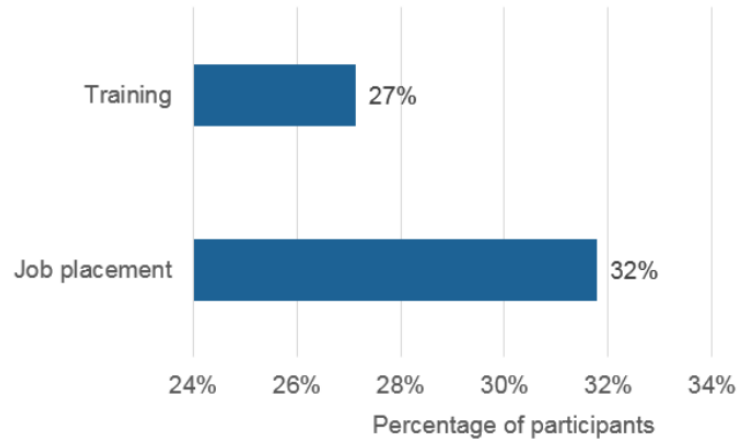
Note: The total sample is 4,399, with 185 adult life coaching participants matched to 4,214 comparison group members. To be included in this analysis, participants needed to have at least 10 service hours between January 1, 2016 and October 31, 2016, and have consented to share their data for evaluation. The adult life coaching consent rate was 86 percent.

\*Impact is statistically significant at the 10 percent level.

***Finding 13. Ceasefire supported participants in reaching education and employment milestones.***

Additionally, Mathematica found that one-third of adult life coaching participants are placed in jobs following participation. Figure 3 presents the share of participants in adult life coaching who reach work-related milestones. Agencies report that 27 percent of adult life coaching participants reach employment training milestones, although these rates range from 7 to 42 percent of participants across agencies. Overall, 32 percent of adult life coaching participants are placed in jobs following participation in the program. Job placement rates also vary across agencies, from 14 to 62 percent. Varying rates may partly reflect agencies’ different data tracking practices.

**Figure 3. Percentage of Adult Life Coaching Participants Reaching Employment and Training Milestones**



Source: Oakland Unite administrative data.

Note: These rates are based on the total of 387 adult life coaching participants from January 1, 2016 to June 30, 2017.

**Goal 3: Increase community engagement in Oakland Ceasefire within communities most affected by violence.**

***Finding 14. As discussed in the Process Evaluation section, Ceasefire has made strides towards increasing community engagement within communities most affected by violence.***

One component of Oakland’s progress towards this goal has been the Procedural Justice Trainings developed and implemented by OPD. The training curriculum that teaches officers how procedural justice works to build police-community trust, models the successful application of procedural justice by police, and teaches officers the history of police-community relations in Oakland. Procedural justice trainings are led by a combination of experienced OPD officers committed to procedural justice and faith-based community leaders. OPD’s PJ Training has been certified by the California Commission on Peace Officers Standards and Training and is required for every OPD Officer and non-sworn staff member. The training is recognized by law enforcement departments throughout California as a model for other police departments to follow. OPD currently leads several trainings annually for County Sheriffs and Police Chiefs throughout the State, and all OPD officers have completed the training in the past three years. The training is now mandatory for all new sworn staff and OPD Academy students. The success of the trainings has prompted OPD to offer these trainings to community members, which have been facilitated by a former Ceasefire participant and a faith partner.

***Finding 15. Ceasefire partners have engaged high risk individuals through call-in and custom notifications, and have connected many individuals to services.***

In 2017, Ceasefire invited 90 individuals to call-in notifications. Of those invited, 60 (66%) attended and 53 requested services after the call-in. Over half of those who requested services (34 individuals, or 54%) ultimately enrolled in services. Ceasefire also engaged with identified individuals through custom notifications. In 2017, 221 individuals received Ceasefire messaging through custom notification and 77 of those notified were referred to services. Approximately one-third of participants agreed to receive services through custom or call-in notifications. One-fifth of participants were initially connected to services through street outreach. As a result of Ceasefire’s community engagement efforts, 285 people in total received life coaching services in 2017.

The Ceasefire strategy begins with law enforcement using data to identify individuals who are at high risk of experiencing or committing gun violence. Once identified, Ceasefire reaches out to those individuals to invite them to a call-in during which representatives of different law enforcement and community partners speak individuals about their risk of being involved in violence or incarcerated if they continue to engage in risky behavior. Then, law enforcement representatives leave the call-in and community partners encourage attendees to participate in Oakland Unite life coaching services. This model is intended to result in a consistent flow of referrals from Ceasefire to OU’s life coaching services. Since referrals from Ceasefire has not vetted the anticipated number of referrals for life coaching service, Street Outreach and Life Coaches conduct outreach to identify individuals who meet four of the six risk factor criteri, but may be missed by Ceasefire if they are not on probation or parole.

***Finding 16. Participants often enroll in services before they receive a call-in or custom notification, which reflects the increased engagement and the success of street outreach and life coaches.***

Through conversations with participants and stakeholders, RDA found that many participants engage in life coaching services with OU’s partner organizations independently of any Ceasefire notification. Oakland Unite’s data, as presented in RDA’s Year 2 Evaluation activities, reflects that 22% of life coaching clients are referred to services through Call-Ins and 13% are referred through custom notifications. Most (65%) are referred through friends, family, street outreach, or other professional contact. According to many of the participants and life coaches who attended the focus groups, there are many participants who engaged with services as a result of street outreach or personal relationships with life coaches. These clients may or may not be invited to participate in call-ins. Those that were invited to a call-in may have heard about Ceasefire through one or more sources, including a letter from the Ceasefire program delivered through their probation or parole officer or a custom notification. Some participants reported that the wording in the letter clearly stated that they would be in violation of probation or parole if they did not attend the call-in, or otherwise perceived attendance as mandatory. Others reported that they continued to be notified by police at their home or in the community even when already engaged in life coaching services.

## Discussion & Conclusion

The City of Oakland leveraged CalGRIP funds to develop the Ceasefire strategy through established and strengthened partnerships, improved data collection and data-driven thinking, and improved partnership and coordination.

### **Established and strengthened partnership.**

CalGRIP funds allowed Ceasefire partners to define and solidify their partnership to implement the strategy. The first step in the grant application process was to establish a plan for how the partnership would work. Through the grant application process the Ceasefire program director and HSD were identified as leads to shape the partnership. Then, the joint application process solidified the Ceasefire Partnership and solidified a collaboration agreement. The process resulted in a commitment from the Ceasefire program director and HSD to work together, and a framework for knowing what OPD and HSD were able and willing to bring to the table.

### **Improved data collection and data-driven thinking.**

CalGRIP-funded activities encouraged better data collection for highest-risk individuals and groups and promoted a practice of sharing data to identify those at highest risk and adapt the strategy to consider results of data analysis. In the past three years, Ceasefire partners became increasingly data-driven. In a partnership of disparate collaborators with different orientations, values, and strengths, data can provide a lens of shared objectivity through which partners can find common ground and understand the issues. Ongoing success of the data-driven orientation encourages all parties to continue to share data—before CalGRIP partners did not share any data on participants at Ceasefire meetings, but now it is a regular and expected part of the agenda. One success of the increase in data-driven thinking is that OPD established a practice of sharing data with HSD. This access to analysis has been crucial in empowering service providers to connect with the right individuals.

### **Improved partnership and coordination.**

CalGRIP funds allowed Oakland to establish a "new normal" for coordination among Ceasefire partners. The Mayor has taken a strong lead on the importance of this partnership, and has implemented biweekly shooting review meetings with the Ceasefire Director and Street Outreach Liaison, biweekly Ceasefire coordination meetings and monthly Ceasefire meetings. The Mayor also convenes a bimonthly performance review meeting of HSD, OPD, community and faith-partners to report out on benchmarks developed by the partnership.

Overall, CalGRIP-funded Ceasefire-related activities have met program goals of reducing gun violence in Oakland. As shown by the Mathematica evaluation of Oakland Unite's CalGRIP funded activities, the likelihood of violent arrests decreased by one percentage point for life coaching participants six months after participation. Many clients also met important education and employment outcomes as a result of their experience in life coaching services. Evaluations also show that Ceasefire has had a generally positive



impact on the lives of individuals at highest-risk of violence who have participated in life coaching and other services funded by CalGRIP. Some participants also noted that the notification itself may have served as a “wake up call” or the extra push they needed to transform their lives. One client reflected that “Honestly, [the call-in] worked because in 4 years I lost all my friends on the street.” CalGRIP funding enabled Ceasefire to connect highest risk individuals to services that support them in reducing their risk of experiencing gun violence and to reduce gun violence in Oakland overall.

## Appendix: Logic Model

INPUTS	ACTIVITIES	OUTPUTS	OUTCOMES	IMPACT
CalGRIP funding  Ceasefire partnership  Oakland Unite & partners	<b>Capacity Building</b>		<b>System-Level</b>	<b>Sustained 15% reduction in shootings and 20% reduction in homicides citywide.</b>
	<ul style="list-style-type: none"> <li>Mentor trainings</li> <li>Procedural Justice trainings for OPD and community</li> </ul>	<ul style="list-style-type: none"> <li># Mentor trainings</li> <li># Procedural Justice trainings</li> </ul>	GOAL 1: Coordinated regional network of partners focused on gangs and individuals actively engaging in gun violence	
	<b>Coordination</b>			
	<ul style="list-style-type: none"> <li>Case conferencing meetings</li> <li>Data review meetings</li> </ul>	<ul style="list-style-type: none"> <li>Individuals/groups identified</li> </ul>	GOAL 3: Increased community engagement in Ceasefire	
	<b>Direct Service</b>		<b>Individual-Level</b>	
	<ul style="list-style-type: none"> <li>Mentoring for participants</li> <li>Life coaching services</li> </ul>	<ul style="list-style-type: none"> <li>Participants mentored</li> <li>Participants in life coaching service</li> </ul>	GOAL 2: Improved outcomes for young men at highest risk of gun violence	
	<b>Outreach &amp; Engagement</b>			
	<ul style="list-style-type: none"> <li>Custom and call-in notifications</li> <li>Street outreach</li> </ul>	<ul style="list-style-type: none"> <li>Number of people notified</li> <li>Number of people enrolled</li> </ul>	<ul style="list-style-type: none"> <li>→ Reduced arrests</li> <li>→ Reduced shootings</li> <li>→ Reduced injuries from gun violence</li> <li>→ Increased access to needed resources</li> </ul>	