

Outcome Evaluation of Advance Peace Sacramento, 2018-19.

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March 2020

Summary:

This report evaluates the outcomes of the Advance Peace (AP) Sacramento Program from January 2018-December 2019. The focus is on the 18-month Peacemaker Fellowship, which ran between July 2018-December 2019. During this time, 50 fellows were engaged by 6 NCAs. Professor Jason Corburn and the Institute of Urban and Regional Development (IURD) at UC Berkeley (UCB) acted as the independent evaluator of the Advance Peace Sacramento program. In this capacity, UCB gathered and analyzed weekly data from all AP street outreach workers (called Neighborhood Change Agents, NCAs), we interviewed outreach workers about their work and the fellows they engaged, and tracked fellow data and progress with their NCA mentors. We also obtained gun homicide and assault data from the Sacramento Police Department from 2014 through the end of the program period.

This report offers a descriptive and statistical analysis of the AP Sacramento program for the two- year period from 2018-2019. The evaluation focuses on City of Sacramento defined indicators of program success, which include:

- (1) The reduction (if any) in gun homicides and assaults (20-25% reduction is goal);
- (2) Participant data of the Peacemaker Fellowship, including:
 - a. The number of participants that completed the program;
 - b. The number of participants with new gun charges/arrests while enrolled in the program;
 - c. The number of participants, if any, shot or killed by firearms during the program;
 - d. Any social services received after enrolling in the program;
 - e. Percentage of LifeMAP milestones reached by participants¹ and;
 - f. The number of participants entering paid internships.

The report provides a brief overview of the Advance Peace Sacramento program, our research methods and findings. We include both quantitative and qualitative data in our findings.

Background:

The City of Sacramento, California, began a partnership with Advance Peace in January 2018 by entering into a contract to provide “transformational opportunities to young adults identified as most likely to be perpetrators and/or victims of gun violence.” Advance Peace is a non-profit organization that “is dedicated to ending cyclical and retaliatory gun violence in American urban neighborhoods” by investing “in the development, health, and wellbeing of those at the center of

¹ LifeMAP (Management Action Plan) is an individually tailored set of goals developed with each fellow to help them avoid a life at the center of street gun violence. Each participant is expected to make progress on their LifeMAP goals. Examples LifeMAP goals include but are not limited to: attendance and completion of anger management classes; obtaining high school diploma; attending parenting classes; attending drug or alcohol rehabilitation meetings; etc.



this crisis” (advancepeace.org). Advance Peace was charged with enrolling up to 50 residents most impacted by cyclical and retaliatory gun violence into their Peacemaker Fellowship®, an intensive, 18-month developmental, healing-centered, individualized, mentorship and life coaching program that acknowledges and is responsive to each Fellow’s untreated trauma and invests in their well-being. The 50 Fellows were identified from a group of about 200 individuals suspected of being involved in gun violence according to local and regional public safety stakeholders, local neighborhood knowledge and observations and learnings of AP outreach workers. The age, ethnicity and some prior history of each Fellow is recorded by AP once they are enrolled in the Fellowship.

The Fellowship is delivered by a team of six Neighborhood Change Agents (NCAs) who perform daily street outreach to Fellows and others that are in their influential circles. At least two AP Sacramento NCAs were deployed daily in the three communities most impacted by gun violence (defined as AP Zones by the City of Sacramento) which included Del Paso Heights, Oak Park and South Sacramento (see Figure 1). The NCAs are credible messengers, meaning they bring life experience, conflict mediation and mentorship skills to the target population. The NCAs use their skills to build meaningful relationships with those at the center of cyclical and retaliatory gun violence in Sacramento. Utilizing a Life Management Action Plan (LifeMAP), NCA’s offer Peacemaker Fellows an individualized pathway to avoid violence and heal from the complex and often untreated traumas experienced within their communities.

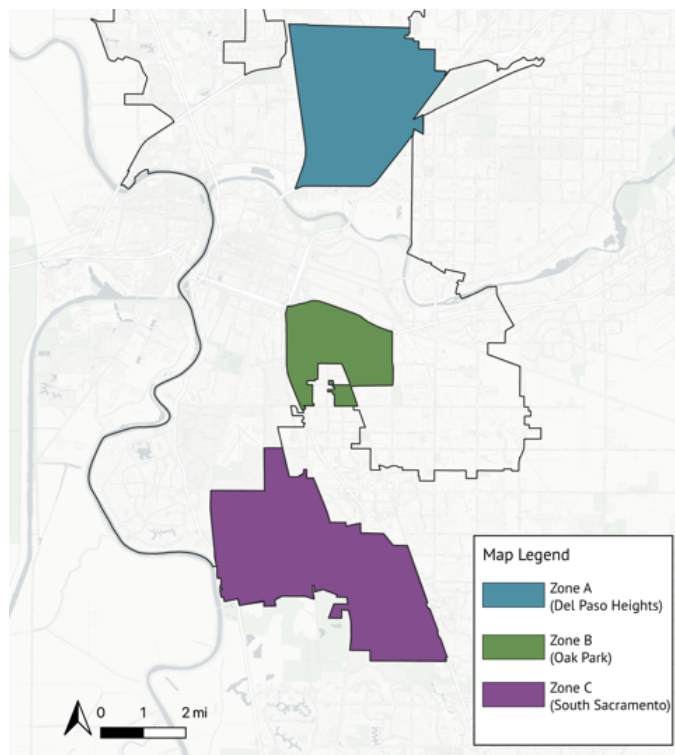
The LifeMAP is drafted at the onset of the Peacemaker Fellowship jointly by the fellow and their mentor, NCA. Each LifeMAP is tailored to the specific needs of each fellow and includes goals to reach during the 18-month Fellowship, such as getting a GED, driver’s license, and obtaining substance abuse or anger management supports. NCAs perform ‘double duty’ on a daily basis, since they work to mediate street conflicts, interrupt imminent violence, and respond to shootings, while also helping Fellows work toward their goals and help them navigate social services. All NCAs record the number and time spent with each fellow, as well as general street outreach activities. NCAs also record the number of conflicts they respond to and the hours spent for these activities. NCAs also record their Fellows’ progress toward their LifeMAP goals during the Fellowship period. As part of the Peacemaker Fellowship, additional supportive services are offered and can include: mental health counseling, job development, stipends, life skills classes and transformation travel.

Findings:

The 18-month Fellowship began in July 2018 and lasted through December 2019. The first six months of the Advance Peace program were ‘start-up’ focused on hiring and establishing community credibility (see *Year 1 Sacramento Advance Peace Report*, <https://www.advancepeace.org/wp-content/uploads/2020/02/Advance-Peace-Sacramento-2018-Progress-Report-final.pdf> for a detailed explanation of the start-up period and contents). While an initial 67 Fellows were identified and engaged, 50 remained engaged during the 18-month

Fellowship. Seventeen of the original cohort were arrested early in the program and/or were

Figure 1: Advance Peace Zones, City of Sacramento, California



transient or less responsive to being thoroughly engaged throughout the Fellowship period.

We utilized crime data from 2014 through June 2018 to establish a baseline, or average, to compare to the intervention period. We used historical data to create two comparison groups. For the first comparison group, we calculated the mean of the number of gun homicides and gun assaults for the two 18-month periods prior to the launch of the AP intervention in July 2018; July 2014- December 2015 and July 2016-December 2017. The ‘treatment’ or intervention period was from July 2018 through December 2019.

The second comparison group used annual averages of gun homicides and assaults. We created this second comparison group since most municipalities and the Federal Bureau of Investigation (FBI) Uniform Crime Reports (UCR), issue crime data on an annual basis. We report on crime data in the Advance Peace treatment areas, called AP Zones², and for the entire City of Sacramento, using both comparison groups.

² AP Zones were created by the City of Sacramento, Gang Prevention Task Force, at the outset of the AP program, and include geographic areas called, “Del Paso Heights,” Oak Park, and “South Sacramento. See Figure 1 for geographic locations of AP Sacramento Zones.

We found that for the 18-month Peacemaker Fellowship period (July 2018-December 2019; Table 1):

- Gun homicides and assaults **declined by 22%** in all the AP Zones combined.
- Gun homicides and assaults **declined by 39%** in the Del Paso Heights AP Zone.
- Gun homicides and assaults **declined by 21%** in the Oak Park AP Zone.
- Gun homicides and assaults **declined by 2%** in the South Sacramento AP Zone.
- Gun homicides and assaults **declined by 10%** citywide.

Table 1: Gun Homicides & Assaults during 18-Month Advance Peace Intervention (2018-2019)

Area	Mean, 18-month periods 2014-2017	18 Month AP Fellowship (July 2018-Dec. 2019)	Percent Change
All AP Zones	238	186	-22%
Del Paso Heights	104	63	-39%
Oak Park	45.5	36	-21%
South Sacramento	88.5	87	-2%
Non-AP Zone	127	142	12%
Citywide	365	328	-10%

We also analyzed impacts for the AP intervention period just in 2019 (January-December). When we compared 2019 data to the average number of annual gun homicides and assaults in Sacramento (Table 2), we found:

- Gun homicides and assaults **declined by 27%** in all the AP Zones combined.
- Gun homicides and assaults **declined by 46%** in the Del Paso Heights AP Zone.
- Gun homicides and assaults **declined by 7%** in the Oak Park AP Zone.
- Gun homicides and assaults **declined by 14%** in the South Sacramento AP Zone.
- Gun homicides and assaults **declined by 21%** citywide.

Table 2: Annual Gun homicides & Assaults: Sacramento Advance Peace

	Annual Average (2014-2017)	2019	Percent Change
All AP Zones	166	122	-27%
Del Paso Heights	70	38	-46%
Oak Park	30	28	-7%
South Sacramento	65	56	-14%
Non-AP Zone	102	90	-12%
Citywide	267	212	-21%

In Figure 2, we plot all firearm assaults and gun homicides per month from January 2014 through December 2019 in the three Advance Peace intervention areas in Sacramento: Del Paso Heights, Oak Park and South Sacramento. We note that the Advance Peace intervention period starts July 2018 (red line). During the 18-month Advance Peace intervention, the mean number of monthly gun homicides and assaults decreased compared to the four-and-a-half-year period before the intervention by 21.4%.

Figure 2: Monthly Firearm Homicides & Assaults, Advance Peace Zones (Del Paso Heights, Oak Park & South Sacramento, 2014-2019)

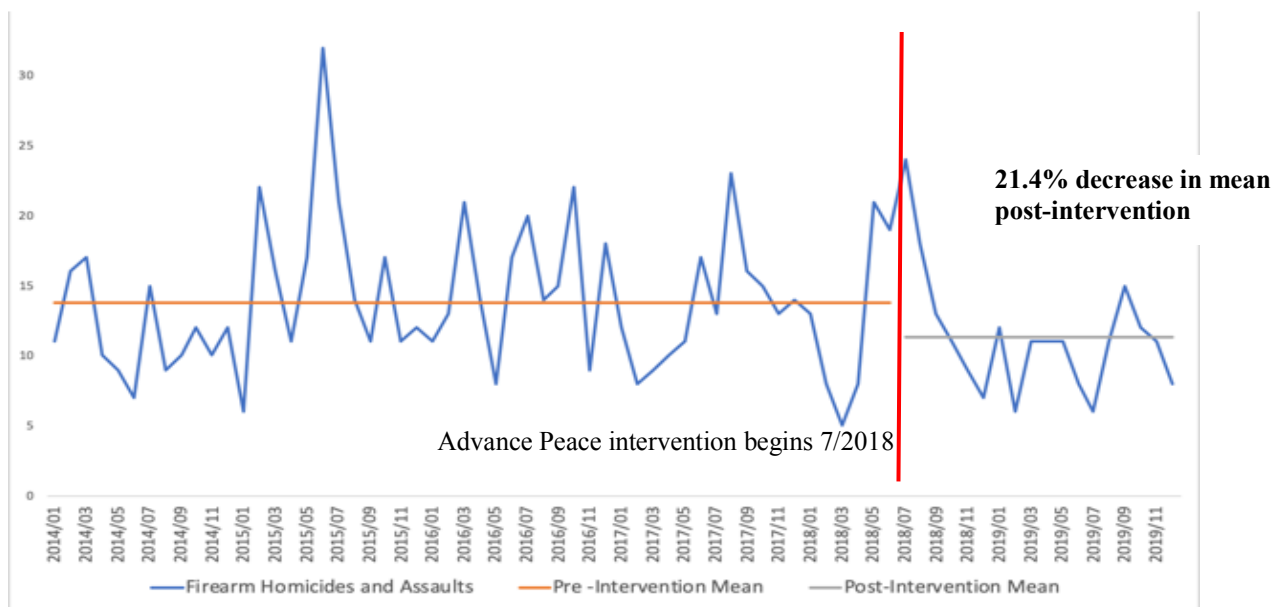


Figure 3: Monthly Firearm Homicides & Assaults, City of Sacramento, 2014-2019

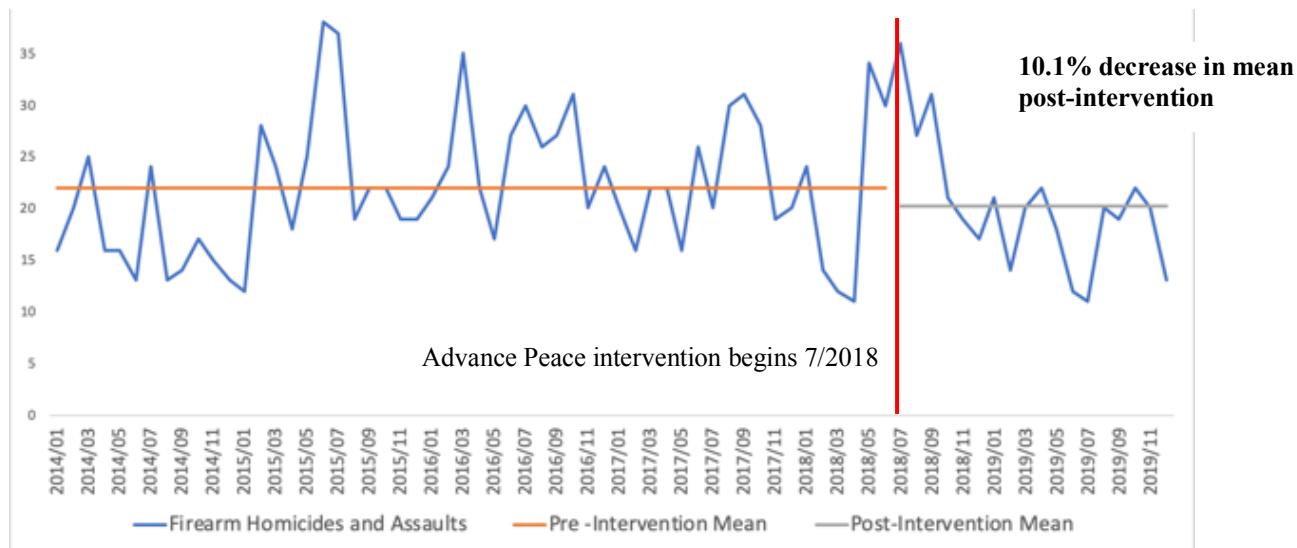
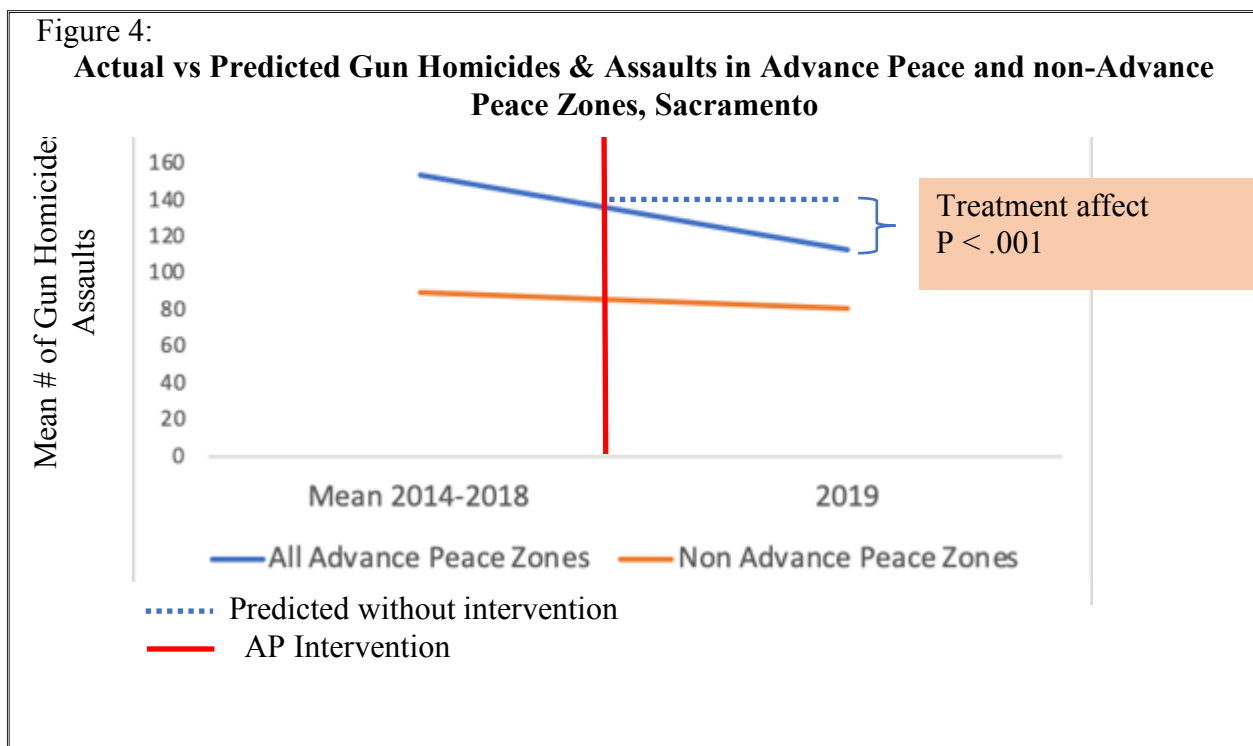


Figure 3 shows the monthly number of gun homicides and assaults from January 2014 through December 2019 for the entire City of Sacramento. We note that the Advance Peace intervention begins in July 2018. The mean number of gun homicides and assaults decreased by 10.1% after the AP intervention began.

We used a difference-in-difference statistical calculation to determine if the impact of Advance Peace in the intervention areas was random or by chance, or due to the program itself. In order to make this calculation we calculated the mean value of all gun homicides and assaults outside the AP Zones and inside the AP Zones before the intervention. This model then uses the actual number of gun homicides and assaults after the intervention outside the AP Zones to predict the likely value of gun assaults and homicides inside the AP Zones, also after the intervention. We show a graphic of this calculation in Figure 4, and highlight that the observed post-intervention mean inside the AP Zones is less than the model predicted. This observed value is a 27% reduction from what the model predicted, which is significant at .001. We find that the reductions in gun homicides and assaults in the AP Zones is not by chance, but due to the AP intervention.



Neighborhood Change Agent (NCA) Engagements & Conflict Resolutions:

Advance Peace utilizes a team of street outreach workers, called Neighborhood Change Agents (NCAs), to mentor those at the center of gun violence. The NCAs simultaneously engage with those identified and enrolled as Fellows in the Peacemaker Fellowship, but also with other community members that may be influencers of a particular Fellow. We present findings from our data collection on all of the NCAs that worked with Advance Peace Sacramento. There are currently six NCAs, but three other, part-time NCAs, worked during the early stages of the program. Those three NCAs did not move into full time employment but the data of their work is captured as “other” in our data set.

Table 4: Advance Peace Sacramento, Neighborhood Change Agent Outreach Activities, 2018-19 Peacemaker Fellowship				
	Total # of Engagements (all Jr + Sr + street outreach)	Total # Hours on Street Engagements	Total # of service referrals	Total # hours on Service referrals
NCA #1	2,519	1,904.5	139	178
NCA #2	2,032	2,181.5	210	285
NCA #3	2,531	5,767	167	503
NCA #4	1,099	1,478	35	71.5
NCA #5	1,889	3,618	258	564.5
NCA #6	143	156	13	20.5
Other*	645	1,040	35	34.5
TOTALS	10,858	16,146	857	1657

To reduce gun homicides from 21 to 18, in 18 months, it took:

- 1,200 Engagements per homicide
- 1,794 hours street engagement
- 95 service referrals
- 184 hours on service referrals

On average, each Fellow received: (547 days in 18 months)

- 217 hours of engagement (12 hrs./month)
- 322 engagements (18 engagements per month)
- 17 service referrals (<1 referral per month)
- 33 hours on service referrals (1.8 hours on service referrals per month)

Table 5	Advance Peace Sacramento, Neighborhood Change Agent Conflicts Resolved & Violence Interrupted, 2018-19 Peacemaker Fellowship							
	After Hours Conflicts Mediated		Conflicts Mediated		Cyclical/Retaliatory Gun Violence Interruptions		Shootings Responded To	
	Total # of responses	Total # of hours	Total # of responses	Total # of hours	Total # of responses	Total # of hours	Total # of responses	Total # of hours
NCA #1	30	29.5	38	47	6	13	10	27.5
NCA #2	10	37.5	17	56	3	21.5	10	68.5
NCA #3	7	19.5	25	63.5	21	129.5	5	12.5
NCA #4	25	55.5	52	91	16	61.5	16	53
NCA #5	0	0	6	13.5	4	15	1	2
NCA #6	11	20	25	32	7	13	14	28
Others*	46	63	39	42.5	1	1	10	11
TOTALS	129	225	202	345.5	58	254.5	66	202.5

Table 5 summarizes the conflicts resolved and gun violence interrupted by Sacramento Advance Peace NCAs. We found there were a total of 129 ‘after hours conflicts mediated,’ or conflicts attended to and mediated between the hours of 9pm-6am (check this). The NCAs dedicated 225 hours to resolving after hours conflicts. NCAs responded to 202 conflicts during regular work hours for a total of 345.5 hours.

The Advance Peace Sacramento NCA team interrupted 58 imminent, cyclical or retaliatory gun incidents for a total of 254.5 hours. What this means is that the team likely prevented 58 homicides and/or gun shots with an injury, since these are conflicts where gun use was imminent.

The Advance Peace Sacramento NCA team responded to 66 shootings for a total of 202.5 hours. In these cases, NCAs show-up at the scene of a gun shooting, observed and provided support to the victim’s family and friends, de-escalated potential planned retaliation and often identified the suspected perpetrator and their networks. The shooting response can take place in the streets, in hospitals and other venues.

Fellows (program participants):

As noted above, there were 50 Fellows that were enrolled in the Peacemaker Fellowship®. Appendix A includes detailed information for each fellow, including age, ethnicity and measures of participation in the Advance Peace program.

Upon entering the Advance Peace program, the Fellows had the following characteristics:

- 98% male
- Average Age: 23 years old
- 96% African-American
- 12% had been offered any social services before participating in AP.



- 65% had prior arrest and/or incarceration.
- 84% were unemployed
- 84% had been a victim of gun shooting/gun injury.

By the completion of the 18-month Peacemaker Fellowship® in December 2019, we determined that Fellows had achieved the following:

- 64% completed the program
- 90% had no new gun charges
- 44% had no new arrests
- 2% was shot or killed by firearms during the program (1 person)
- 98% are still alive
- 100% of Fellows received social services while enrolled in the program
- 25% of LifeMAP milestones were reached, on average, by participants
- 13 Fellows entered paid internships
- 19 Fellows obtained work

During the 18-month Peacemaker Fellowship, each fellow received an average of:

- 3.7 referrals and 7.7 hours of support for referrals by NCAs.
- 31 engagements and 50 hours of face-to-face engagements by NCAs.

Benefit Cost Analysis:

Benefit-cost ratio (BCR) is a measure of return on investment. BCR compares the costs of an intervention to its benefits, including program participants and taxpayers. If the BCR is greater than 1, the benefits of the intervention exceeded its costs. For example, a BCR of \$5 represents \$5 of benefits accrued for every \$1 spent on an intervention.

The benefits of the Advance Peace Sacramento intervention were calculated by first using the cost estimates of the cost of gun shooting injuries and homicides from the Giffords Law Center to Prevent Gun Violence and the Public Policy Institute (PPI) of California.³ According to these estimates, a gun assault with an injury costs the City of Sacramento approximately \$435,000 while a gun homicide costs about \$1 Million dollars. These costs include the emergency response, law enforcement, health care, criminal investigation and prosecution, jail and, in the case of a homicide, the loss of tax dollars from a working adult. These data are consistent with estimates from other California places and national data.

Second, using our NCA data and interviews, we determined that the Advance Peace Sacramento program intervened to stop 58 cyclical and retaliatory gun incidents over the two-year period. These were incidents in the streets where guns were present and NCAs actively interrupted a

³ See: Giffords Law Center, The Economic Costs of Gun Violence in California, <https://lawcenter.giffords.org/resources/the-economic-cost-of-gun-violence/> <https://lawcenter.giffords.org/wp-content/uploads/2018/03/Economic-Cost-of-Gun-Violence-in-California.pdf>. And source data here: <https://www.pire.org/documents/gswcost2010.pdf>



conflictual situation. If all these 58 incidents would have resulted in shootings with an injury, the costs would have been about \$25.2 Million. If the 58 incidents were gun homicides, the costs would have been about \$58 Million. Thus, we determined that the benefits of AP Sacramento were between \$25.2 to \$58 Million over the two-year period.

Third, we received data from Advance Peace that the two-year total cost of the program was \$1,384,836.

Finally, we calculated the BCR by dividing the estimated benefits by the costs: \$25.2M/\$1,384,836 and \$58M/\$1,384,836. We did not use a discount rate.

The BCR for Advance Peace Sacramento for 2018-2019 was \$18.20 - \$41.88: \$1.

This means that for every dollar the city spent on Advance Peace, they received between \$18-41 dollars in return.

Conflict Resolutions:

Using confidential interviews with NCAs and fellows, we offer a few selections of descriptions of street engagement work.

Scenario A:

The team had heard about a shooting in the seavey circle area. As we responded we found that a young black man had been killed. After looking into the situation, I found out that the young man was a valley hi piru that associated with zilla. In today's gang bang culture there was a huge threat for retaliation from multiple sides. The team was very aggressive on speaking to all sides and a situation that seemed like a guaranteed retaliation never happened.

Scenario B:

When one of our fellows got shot, there was a very hostile environment which had multiple clicks and gangs involved. It felt as if the south area was going to be a war zone. The rumors where swirling and the streets where threatening retaliations. The fellow shot was well known and multiple sides had vowed to retaliate. The team went from gang to gang, click to click and stayed relevant in all sides to talk guys down from shooting on multiple occasions. At the end of the day, there was no retaliation.

Scenario C:

There was conflict between two Norteno sets and a factor (a well-known shotcaller) was shot. The victim survived and let the streets know that he was coming back for blood. The accused side denied that they were involved but felt like since they were being accused, they would take the offense. I spoke with both sides intensely and although both sides still had dislike for the other, they agreed not to retaliate with gun play.



Scenario D:

A well-known local rapper was captured in the video of an all-out brawl. The video had the city braced for what they believed was an inevitable gang war, especially since the local rapper just happened to be the younger brother of one Sacramento's most notorious rappers. While the rest of the city rushed out to purchase flashlights, batteries, bottled water and canned goods, Advance Peace NCAs immediately met with influential street actors and real O.G.'s. close to the situation. One of our fellows believed we could calm the situation if we could get the main characters involved to agree to one on one fades. Several meetings took place arranged and facilitated by AP NCAs with the main players involved. A fellow also took a leading role to get everyone involved to agree to one-on-one fades. No further incidents took place.



Appendix A:

Advance Peace Sacramento - Fellows: 2018-2019 Peacemaker Fellowship													
Fellow #	Gender	Age	Race	Prior incarcerated	Completed Fellowship	LifeMAP completed	Internship	job	received Life Skills	Alive	New arrest	New gun arrest	New gun injury
1	m	19	AA	1	1	0	1	1	1	1	0	0	0
2	m	23	AA	1	1	1	0	1	1	1	1	0	0
3	f	21	AA	1	1	1	0	0	0	1	1	0	0
4	m	29	AA	0	1	1	0	0	1	1	0	0	0
5	m	22	AA	0	0	1	0	0	0	1	0	0	0
6	m	20	AA	0	0	1	1	0	0	1	1	0	0
7	m	23	AA	0	0	1	0	0	1	0	0	0	0
8	m	19	AA	0	1	1	0	1	1	1	0	0	0
9	m	23	AA	1	1	0	0	0	0	1	1	0	0
10	m	25	AA	0	1	1	1	1	1	1	0	0	0
11	m	28	AA	1	1	1	0	0	0	1	1	0	0
12	m	23	AA	1	1	1	1	1	1	1	0	0	0
13	m	30	AA	1	1	0	0	0	0	1	0	0	0
14	m	34	AA	1	1	1	0	1	1	1	1	1	0
15	m	30	AA	1	1	0	0	0	0	1	1	1	0
16	m	20	AA	0	1	1	1	0	0	1	1	0	0
17	m	22	AA	1	0	0	0	0	0	1	0	0	0
18	m	19	AA	0	0	0	0	1	0	1	0	0	0
19	m	19	AA	1	0	1	0	0	0	1	0	0	0
20	m	24	AA	1	1	0	0	0	0	1	1	1	0
21	m	28	AA	1	1	0	0	0	0	1	1	0	0
22	m	22	AA	0	1	1	0	0	0	1	0	0	0
23	m	24	AA	1	0	0	0	0	0	1	0	0	0
24	m	26	AA	1	0	0	0	0	0	1	0	0	0
25	m	30	AA	0	1	1	1	1	0	1	0	0	0
26	m	18	AA	0	1	1	0	1	0	1	0	0	0
27	m	24	AA	1	0	0	0	0	0	1	1	0	0
28	m	27	AA	1	0	1	0	1	1	1	0	0	0
29	m	19	AA	1	1	1	0	0	1	1	1	0	0
30	m	27	AA	1	1	1	0	0	1	1	1	0	0
31	m	24	AA	1	1	1	1	0	1	1	0	0	0
3	m	23	AA	0	0	0	0	0	0	1	0	0	0
33	m	19	AA	0	0	0	0	1	0	1	0	0	0
34	m	24	AA	1	0	0	0	0	0	1	1	0	0
35	m	20	AA	0	1	1	0	0	0	1	0	0	0
36	m	20	AA	1	0	1	1	0	0	1	0	0	0
37	m	27	AA	1	1	1	0	1	1	1	1	0	0
38	m	26	AA	0	1	1	0	1	1	1	0	0	0
39	m	26	AA	0	1	1	0	1	0	1	0	0	0
40	m	20	AA	0	1	1	0	0	1	1	0	0	0
41	m	22	AA	0	1	1	1	1	1	1	0	0	0
42	m	24	AA	1	0	0	0	0	0	1	0	0	0
43	m	24	AA	1	1	1	1	1	0	1	0	0	0
44	m	20	AA	1	0	0	0	0	0	1	1	0	0
45	m	24	AA	1	0	0	0	1	1	1	0	1	0
46	m	22	AA	0	1	1	0	1	1	1	1	0	0
47	m	30	AA	1	1	1	0	0	1	1	1	1	0
48	m	22	AA	0	0	0	1	1	1	1	0	0	0
49	m	19	AA	1	1	1	1	0	1	1	0	0	0
50	m	19	AA	1	1	1	1	0	1	1	0	0	0

Key: m= male; 0= no; 1 =yes; AA= African-American