



**TRANSFORMING**  
LOCAL COMMUNITIES



**BAKERSFIELD**  
THE SOUND OF *Something Better*

**City of Bakersfield**

**California Violence**

**Intervention and Prevention**

**Final Evaluation Report**

**October 2020-June 2023**

Prepared by  
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## Executive Summary

The City of Bakersfield's main goals under the CalVIP program included: (1) monitor and respond to violent incidents and conflicts through a partnership-based management style; (2) develop performance reviews as a vehicle for partners and stakeholders to hold themselves accountable for quality implementation and results; and (3) complete a rigorous evaluation tailored to institutionalization and sustainability. These goals were approached through a collaborative effort between the City of Bakersfield, the Bakersfield Police Department (BPD), direct services provided by three community-based organizations (CBOs), and technical assistance from a fourth community-based organization.

Bakersfield's program had a number of notable successes, particularly in creating new systems, new partnerships, and obtaining permanent funding to continue these efforts. The program began by City of Bakersfield creating an Office of Violence Prevention comprised of three staff members—a program director, an analyst, and a clerk—who collectively make up the Program Management Team (PMT). These staff worked directly with the BPD and the CBOs to establish a series of three weekly meetings, each with a different composition of partners, and to create methods for tracking participant need and services rendered. Through these meetings, stakeholders identified problems, opportunities and strategies to reduce violence.

As a result of the grant, three reports were generated to document the need for the Office of Violence Prevention. Two of the reports, *The Cost of Gun Violence* and the *Bakersfield CalVIP Needs Assessment* (both completed by the National Institute for Criminal Justice Reform), were presented to the Bakersfield City Council to demonstrate the monetary savings of reducing shootings, and to underline that the model in place at the end of the grant was successful in reducing the number of shootings. As a result, the City has added the Office of Violence Prevention to the general budget, ensuring that the number of shootings will continue to decline and that those who are impacted—perpetrators and victims—will receive needed support services.

The grant planned to serve 50 community members who were touched by gun violence in some way; by the end of the grant, 65 individuals received services from a partner CBO, exceeding the target. Participants received services such as case management, mentoring, and life skills, allowing them the opportunity to develop new personal skills and to change patterns of behavior.

Most of the challenges encountered were expected. For example, it takes time to build relationships and so it had been anticipated that it would take some time for the stakeholders (city, law enforcement and CBOs) to develop trusting working relationships. It took about two years for the team to find its rhythm, which it did, and it has proven quite effective. Another challenge was documenting direct service. Because three organizations were providing services, each came into the program with their own way of documenting, making it difficult to attribute the effectiveness of the program to an enrollment period or intervention dosage. This area continues to be a challenge. One unanticipated issue was frequent turnover in the positions that make up the City's PMT. In fact, changes in staffing at both the City and the BPD extended the amount of time it took for the whole program to gain traction. Staffing has now been consistent for about one year, creating continuity and consistency in leadership and direction.

While it is not possible to draw definitive conclusions about the role of CalVIP Cohort 3 in reducing violence in the City of Bakersfield, the consensus of City staff and law enforcement, supported by the most recent data on homicides and non-fatal shootings, is that the program has benefitted the community and has led to reduced violence.

## Project Description

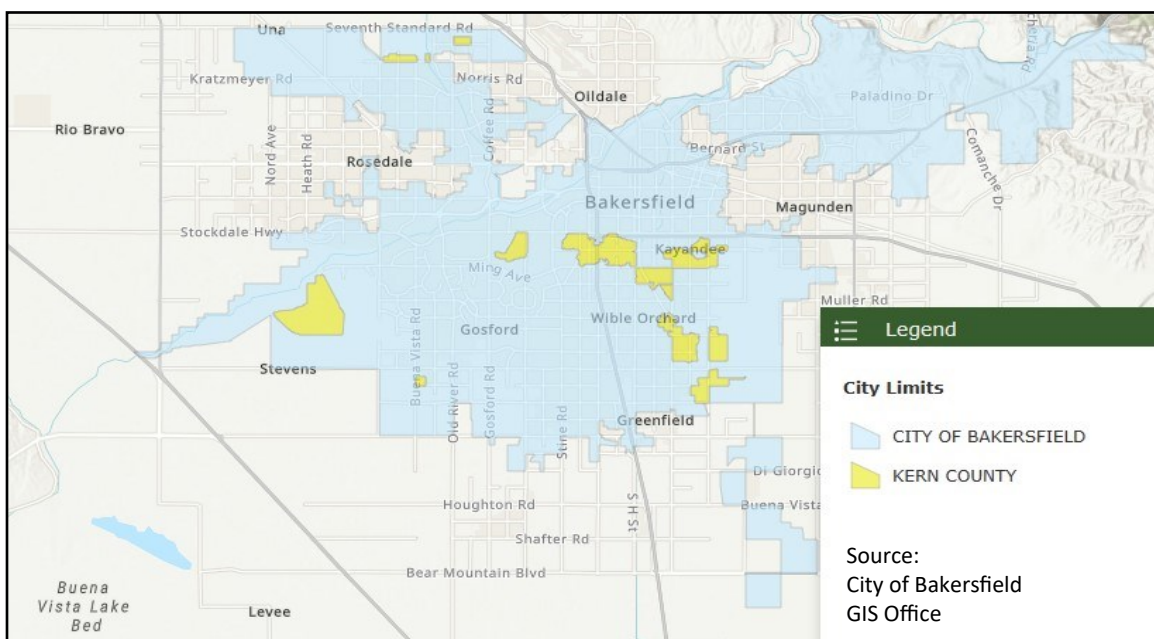
The City of Bakersfield’s California Violence Intervention Program (CalVIP) aimed to prevent and reduce violence within Bakersfield by providing services to at-risk youth, and perpetrators and victims of violence. The City partnered with the Bakersfield Police Department and local community-based organizations (CBOs) to address the issue of gun violence in a city that had the highest homicide rate in the State at the time the grant was written.

The overall goals were to reduce the involvement of young people at very high risk of violence and to reduce the number of shootings by mitigating retaliatory violence. In recent years, Kern County, and specifically the City of Bakersfield, has been the home to more homicides per year than any other jurisdiction in California. In 2016, Kern County had the highest homicide rate in the State. Between 2015 and 2022, Kern’s homicide rate was 12.7 per 100,000 residents, compared to California’s rate of 5.7 per 100,000 and the national rate of 6.3 per 100,000. (National Institute for Criminal Justice Reform)

Three areas of monitoring and evaluation were outlined in the proposal:

- Monitor and respond to violent incidents and conflicts through a partnership-based management style.
- Develop performance reviews as a vehicle for partners and stakeholders to hold themselves accountable for quality implementation and results.
- Complete a rigorous evaluation tailored to institutionalization and sustainability.

Before any of the work to address the stated goals could begin, the City first had to assemble a Project Management Team composed of a program director, an analyst, and a clerk—the first step in what would eventually lead to the proposed Office of Violence Prevention. It took some time to create job descriptions and fill these positions. Once the office was fully staffed, they worked on putting agreements in place with three local CBOs: Compassion Christian Center, Stay Focused Ministries, and the Wendale Davis Foundation.



Another local CBO, Garden Pathways, was also welcomed as part of the collaborative because of their expertise in hospital-based violence intervention (HBVI) and the fact that they were also a CalVIP Cohort 3 recipient.

Once agreements were in place, the City, the CBOs and the Bakersfield Police Department began implementing Cohort 3 strategies to address violence and serve at-risk individuals. While there was not a targeted geography, much of the grant-related work centered in Bakersfield zip codes: 93304 and 93307, which have the highest number of shooting incidents in Bakersfield. Street violence has a major negative impact on community health and wellbeing, and gangs contribute to the high rates of violence in these areas. According to the City's website, street gangs "have been responsible for over 1,000 shootings and over 180 murders since the [Bakersfield Police] Department began tracking them." [<https://www.bakersfieldcity.us/341/Gangs>] Gangs are not, however, the only source of violence. According to staff from the partner CBOs, domestic violence, violence between neighbors, bar fights, and other venues contribute to the problem—as does the desire for retaliation when someone is harmed.

## Data Collection

As previously mentioned, stakeholders included the Bakersfield Police Department, the City of Bakersfield, and three community-based organizations (CBOs). Data included in this report come from all five stakeholders, as well as two reports prepared by the National Institute for Criminal Justice Reform. In addition, representatives from all three CBOs, the City of Bakersfield's PMT, the Bakersfield Police Department and the collaborating CBO (Garden Pathways) were interviewed by the evaluation team for this report. Changes in city staffing and project oversight, as well as a change in the original evaluation team, impacted the consistency of quantitative data for service delivery collected by the CBOs over the course of the grant.

## Bakersfield Police Department

All data related to shootings were collected and reported by the Bakersfield Police Department (BPD). BPD has long tracked fatal and non-fatal shootings, along with information about the perpetrator and victim. On Mondays, the BPD met with leads from the PMT and CBOs to apprise them of any shooting incidents that took place over the weekend. On Thursdays, members of the BPD (including a Lieutenant, detectives and other officers, as appropriate) briefed the PMT and CBOs (including their outreach workers) about details of

## Community Partner



## Compassion Christian Center

Compassion Christian Center, located in the heart of the 93304 zip code and in Crips gang territory, has been doing community outreach for over two decades. Providing a variety of social services to residents, the Center focuses on relationship building as the key strategy for entrée into the community. The Center's involvement in CalVIP was the natural offshoot of a long-standing relationship with BPD in an effort to address and reduce community violence; however, the Center's pastor sees the convergence of CalVIP funding and the availability of a reformed gang member willing to serve as an outreach worker and eager to give back to the community as a contributor to their success. This outreach worker is "on call" 24 hours a day, and because of his history, he is well trusted within the community. Services focused heavily on mentoring, and providing referrals for services not directly available at the Center. The Center's staff looks forward to adding evidence-based programming to its services in coming years.

[Interview conducted December 15, 2023]

the cases, at which point it would be determined which CBO had connections to the people involved in each case, and those individuals would be added to the corresponding CBO's caseload. Data analytics from the BPD were also presented during these weekly coordination meetings to help strategize approaches and solutions.

Other data provided by the BPD included city-wide statistics on homicides, shootings (homicides and non-fatal), and gang-related homicides and shootings. In addition, BPD addresses violent crime through the use of GIS software to track the location and time of day that gun violence takes place. Ongoing analysis of these data points has allowed the Department and the CBOs to better understand the nature of these crimes, which in turn enables more targeted prevention and intervention efforts to reduce the frequency of future episodes.

### City of Bakersfield

As the coordinating entity for the grant, the PMT was responsible for ensuring that all parties were collecting the appropriate grant-related data. While the BPD has long had its own reliable and detailed data tracking systems in place, that was not the case for all CBOs. Because there was turnover in the City's program manager and analyst positions in the first years of the project, there was not consistent support or oversight

### Community Partner



Manuel Carrizalez established Stay Focused Ministries in 1991, leaving a life of gang involvement, and drugs to do so, and making it his mission to give back to the community. The organization was incorporated as a California 501 (c)3 nonprofit in 1997. Today, Stay Focused provides youth mentoring, family support, community outreach, food distribution, and crisis intervention. Organizational goals include:

- *Renew.* Renew and reinforce a parent and youth's hope for the future by teaching them how to set and achieve short-term, intermedia, and long-range goals;
- *Reach.* Reach the determination to master educational skills;
- *Lift.* Lift parents and youth horizons to visions of greatness made possible through strong character, serious study, and determined hard work;
- *Teach.* Teach people how to change their image and transform their performance; and
- *Instill.* Instill the desire to succeed in life. [Stay Focused Ministries Website, 2023]

According to staff, Stay Focused Ministries provides comprehensive services beginning with "children as young as 6 through adults of any age. Adult programs... provide services to anyone who has been court-ordered through probation and/or parole for anger management, substance abuse, grief counseling, and other services, as needed....And we provide services as well as basic rehabilitation from housing, to education, to employment. We do youth mentoring, we do community outreaches, we have school assemblies, we have a pantry, food distribution, internship opportunities—and that's just a little bit [of what we do]."

[Interview conducted September 14, 2023]



## Community Partner

### Wendale Davis Foundation

The mission of the Wendale Davis Foundation is “to educate, motivate, and rehabilitate at-risk youth and their families through counseling, familial support, social interaction, and mentoring.” Established in 1996 as “Soldiers for Christ” by Wesley Davis, the 501(c)3 changed its name in the aftermath of the 2006 shooting death of Davis’ 16-year-old son, Wendale. The work of the Foundation is focused heavily on the 93304 and 93307 zip codes in Bakersfield, which have the highest rates of gun violence in the city. [NICJR Bakersfield CalVIP Needs Assessment] The Foundation provides mentoring and a variety of support services to both youth and adults, including workshops on HIV/AIDS awareness, gang intervention, life/coping skills, education, and employment, among others.

[Wendale Davis Foundation website]

According to Foundation staff, the most important work of the organization is focused on school-aged youth: “We run a mentorship program with the kids. We run groups, anger management, Forward Thinking, grief groups—you name it. Whatever group is needed, that’s what we provide. Evidence-based interventions is what we provide. We go into the youth facilities here locally. Local juvenile halls, your continuation schools, your community schools through Kern County Superintendent of Schools, Kern High School District. We work with some Bakersfield City at-risk youth in their schools, as well. So, a lot of our mentors actually go into the schools and to these facilities all during the week....And, obviously, the goal is to do long-term follow up...”

[Interview conducted September 5, 2023]

in working with the CBOs to ensure that they were collecting appropriate grant-related data, and that all three organizations were collecting the same information in the same manner. As such, data for individual-level services are available only for the last 12 months of the project.

In the third project year, a new program manager took over the grant and established a spreadsheet for partner CBOs to track their interactions with participants. Even with this improvement, there was inconsistency in how the CBOs entered information and the frequency with which they did so.

Another addition made in the last year of the grant was a “deliverables” spreadsheet created and maintained by a member of the PMT. This spreadsheet was updated each Thursday during the coordination meeting when CBOs were assigned new participants. The PMT member would track which CBO was linked with which individuals and then followed up weekly to ensure that participants were being contacted in a timely manner.

### Community-based Organizations

Each of the partner CBOs has its own methods and strategies for service delivery. Some of the organizations are accustomed to data tracking required by grant funding while others are not. One of the goals of the PMT was to streamline data collection so that there was a fluid and consistent framework for reporting on the program’s progress and the services provided through it. Because of the previously mentioned turnover in city staff, there were times when no one was acting in this oversight role. It was not until the final year of the project, when the current PMT staff was hired, that regular and consistent record keeping was adopted by all partner CBOs. In the last year of the program, a city staff member created a spreadsheet with drop-down

options in an effort to collect one year of reliable data. Even then, there was inconsistency with the frequency and detail of information provided. As a result, the outcomes for individual services are not as robust as would be anticipated and do not paint a complete picture of the services and interventions that were delivered as part of the grant.

It should be noted that the evaluation team contracted to produce this report was not the original evaluator, and was not hired until March 2023 for a grant that ended June 2023. Consequently, all data included in this report, with the exception of qualitative interviews, were provided by the City of Bakersfield rather than being collected by the evaluation team over the course of the program.

## Research Design

While specific objectives were not outlined in the proposal, they were delineated in the local evaluation plan. As a result of the previously mentioned shift in evaluators and the turnover in city staff, the goals and objectives stated in the quarterly progress reports relate directly to the goals listed in the proposal (and included project description above), but are worded differently. Specifically, they are phrased as process measures, rather than as outcomes. This report addresses the measures included in the local evaluation plan, as well as those from the quarterly progress reports.

The City of Bakersfield contracted with the National Institute for Criminal Justice Reform (NICJR) to determine the cost of fatal and non-fatal shootings in Bakersfield. Because expenses vary year to year and for specific cases (some take more time than others), the NICJR used the lesser amount of the range to estimate

## Community Partner



Garden Pathways was not a funded partner in the Bakersfield City CalVIP Program, having received its own Cohort 3 funding; however, the organization has a long history of violence prevention activities and is also the only local community-based organization with a hospital-based victim intervention (HBVI) program through Kern Medical, the county hospital and local trauma center. For this reason, the organization provided technical assistance to the City of Bakersfield for their Cohort 3 project, including sitting in on weekly meetings of the CalVIP Cohort 3 partner organizations.

With a stated mission to “transform lives from the inside out through loving mentoring relationships,” Garden Pathways provides diverse mentoring and education programs with the goal of leading individuals and families toward “educational advancement, employment, family stability, self-sufficiency, healthy living, and improved quality of life” for those exiting the criminal justice system and/or at high risk for involvement in community violence.”

[Garden Pathways website, 2023]

cost. In addition, these figures do not take in to account the loss in local economy and/or State benefits when a victim or suspect was at work when an incident occurred, nor does it measure the community trauma.

NICJR findings report a taxpayer cost of \$326,844,441 per year over the-three year span of 2020-2022. During this time there were 140 shootings a year, combining fatal and non-fatal. They report that a 20% reduction in shootings (28 shootings) would save the city more than \$65 million a year. These data were used to successfully petition the City to include an Office for Violence Prevention in the general budget. [see graphic on page 18]

**Data Analysis.** Data provided by the BPD are reliable and were reported as frequencies and percentages. Due to data collection challenges for participant service data, most of the analysis is limited to demographic information, along with a few additional fields, including risk level and some services rendered, although the latter is likely incomplete. These data are reported as frequencies and percentages. Data in the two reports completed by the National Institute for Criminal Reform include their own methodology section in each report.

## FOCUSED DETERRENT COMPONENT

### Outputs

***“Critical mass” of highest risk individuals and groups are reached as per problem analysis and weekly shooting review.***

By the final year of the grant, three meetings were being held weekly. On Mondays, a 30-minute shooting review was held virtually and included only the leads for the City’s PMT, BPD, and the CBOs. During this meeting, BPD would share new incidents; oftentimes the cases were very new and details were unknown.

On Wednesdays, case conferencing took place in person. These meetings consisted of the PMT and the CBOs. During these meetings, program participants and their needs were discussed in detail. Also on Wednesdays, a shooting review took place, which was comprised of members from local law enforcement including the Bakersfield Police Department, County law enforcement, the district attorney's office, probation and parole.

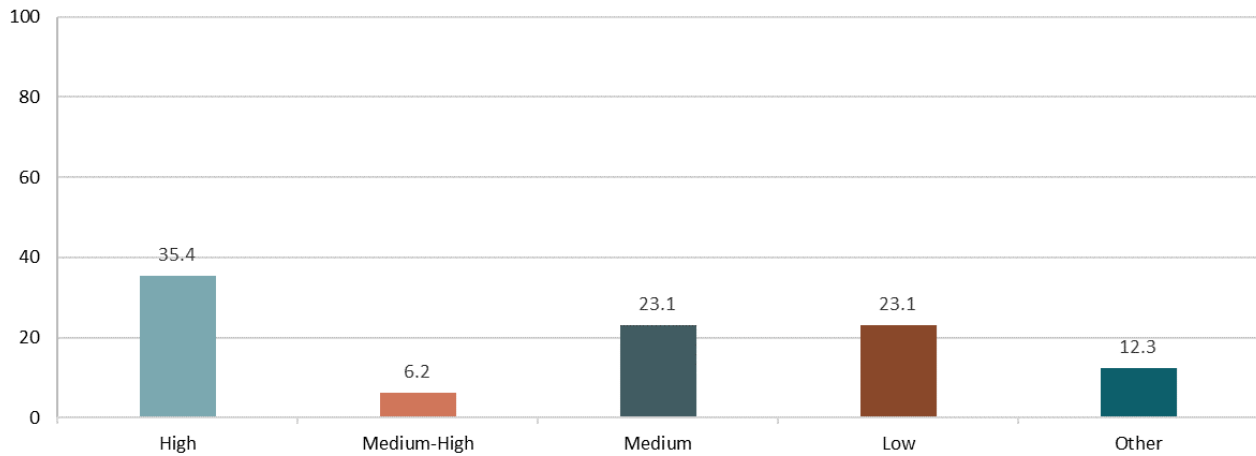
Lastly, the coordination meeting took place in person on Thursdays. This meeting included BPD, the PMT, and the outreach workers from the CBOs. By this point in the week, the BPD usually knew more about an incident and the investigation was to a point where they could share reliable information with the outreach workers to help them be successful in their interactions with perpetrators and victims of violence.

Attempts were made to work with all assigned individuals. Over the course of the grant, 293 referrals were made and 65 of these people (22.2%) accepted services. Based on the subsequent reduction in injury shootings (discussed later), a “critical mass” was reached.

Most participants were either high or medium risk, with about a quarter falling into the “prevention” or low risk level. Risk level was determined by each CBO. Those in the “other” category were individuals who did not have a risk category, such as those who were victims or people who were incarcerated at the time they came on the caseload. [see graphic on page 7]



### Bakersfield CalVIP Risk Level



#### ***Effective outreach and intervention strategies are successfully implemented.***

Partners remained true to the focused deterrent strategies. While CBOs did employ best practices for effective case management, they did not provide a uniform, project-wide set of evidence-based intervention strategies, as was the original intent. Rather, CBOs brought their own experience and expertise, and continued to employ the outreach methods and intervention strategies that have proven successful for them in the past.

#### ***Procedurally-just, intelligence-driven enforcement targeted to those individuals that remain a danger to themselves and the community.***

As described by the BPD lieutenant assigned to Cohort 3, procedurally-just, intelligence-driven enforcement “is a two pronged approach. First is the intelligence itself, which is compiling all of the data analytics, street intelligence, and other factors that lead us to identifying who our highest risk individuals may be. It could be one who may be the next shooter, or the next victim, and sometimes it encompasses both. After we have identified those individuals, we shift into the second prong, which is a de-escalation and/or deterrence mode. We will look to have a custom notification, or ‘safety meeting’ with those individuals, and in doing so, we approach the contact in such a way that utilizes the pillars of Procedural Justice in our messaging, voice, neutrality, respect, and trust. This gives them the opportunity to see law enforcement, CBO’s and the city manager in a non-adversarial way while giving them encouragement, support, and hope, regardless of their current or past behaviors.” [BPD Interview, 12/12/2023]

## **Outcomes and Impacts**

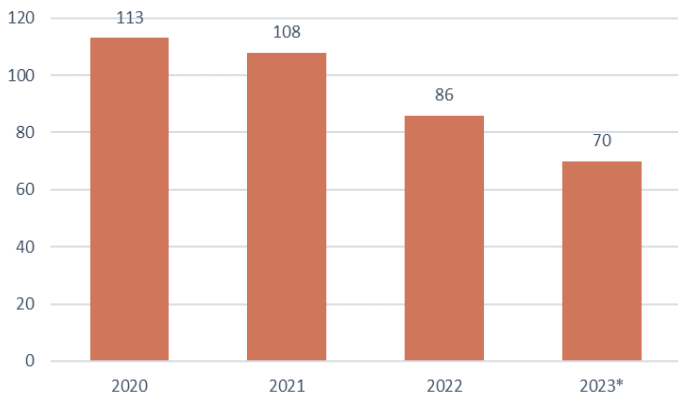
#### ***Increasing numbers of conflicts are resolved before violence escalates.***

While it is not possible to quantify this measure, since the number of potential conflicts are unknown, it can be determined that the number of non-fatal shooting declined in the last year of the program (2023). Whether or not the numbers declined as a direct result of deescalating violence, the ultimate goal was achieved.

**Reductions in shootings (homicides and non-fatal injury shootings) at the city-wide level.**

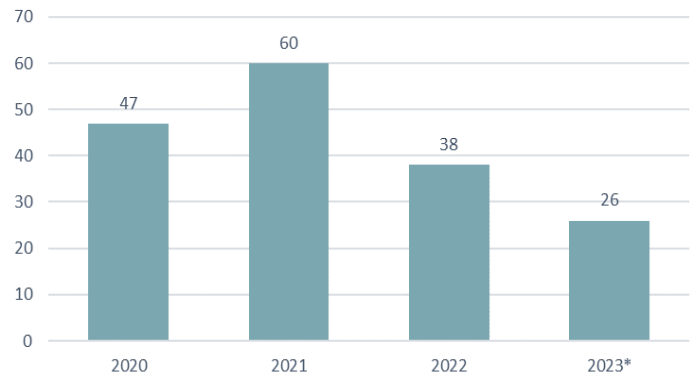
As mentioned above, while it is not possible to definitively determine that the grant is responsible for the reduction in shootings and homicides, the decline in injury shootings steadily declined over the course of the grant. Similarly, the number of homicide victims has declined by more than half in the last two years.

**Number of Injury Shootings, by Year**



\*Data for 2023 are for Jan-Nov since this report is due before the end of the year.

**Number of Homicide Victims, by Year**



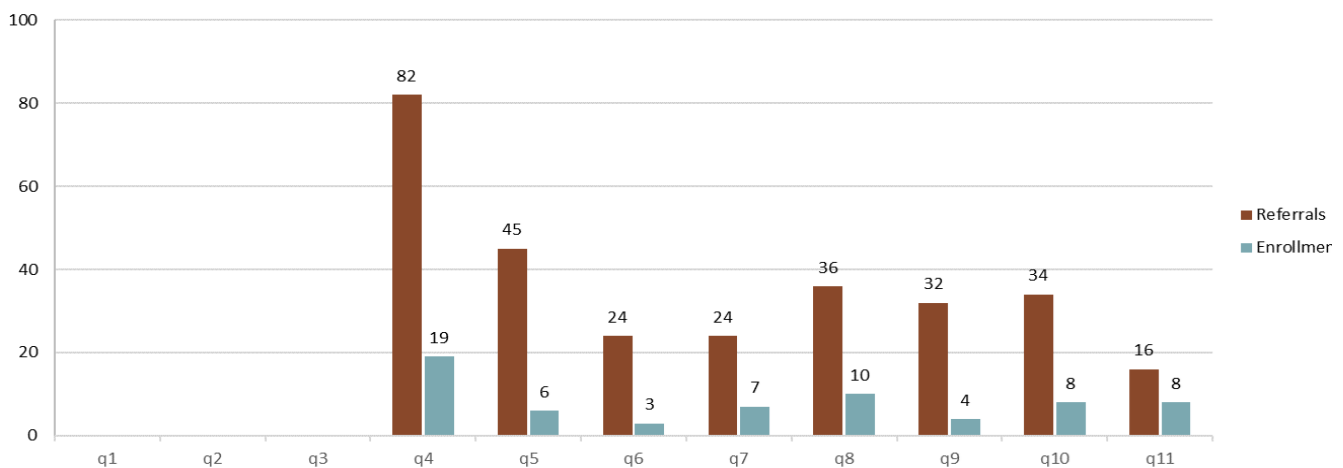
\*Data for 2023 are for Jan-Nov since this report is due before the end of the year.

**Individuals at highest risk are successfully diverted to service and support pathway (a progressively increasing proportion of the individuals involved in violence).**

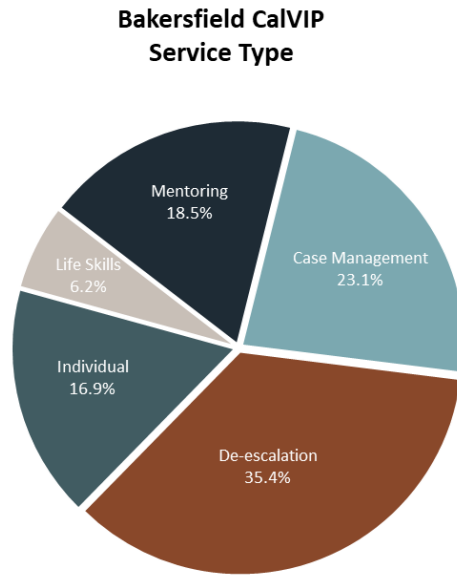
Through the weekly meetings, potential participants were discussed and assigned to the appropriate CBO, typically one that had a relationship with the individual or a member of their family or their social network.

The first participants started the program in the fourth quarter (July-September 2021). Despite the high number of referrals (82), only 19 participants started receiving service at that time. By the last quarter, although the number of referrals was much lower, half of the people who were referred accepted services.

**Bakersfield CalVIP Enrollment & Referrals, by Quarter**



As previously mentioned, direct service delivery data was inconsistent both within and across CBOs, but the records that were kept indicate that clients most often received support in de-escalation tactics (35.4%) followed by case management (23.1%) and mentoring (18.5%).

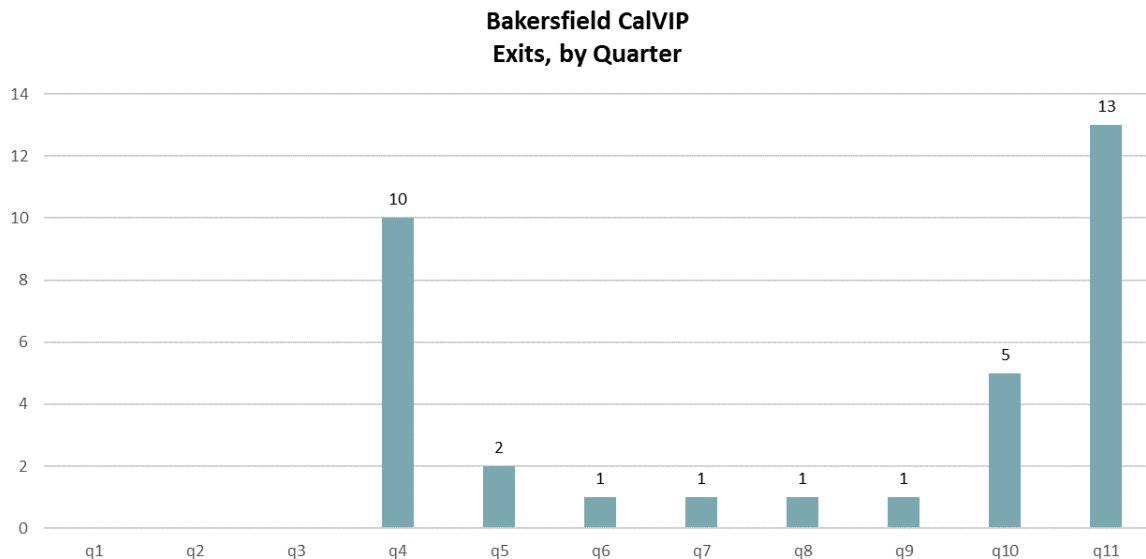


**SERVICE AND SUPPORT PATHWAYS**

**Outputs**

*Client engagement and retention steadily increases.*

As previously shown, the percentage of participants who were referred each quarter improved throughout the program, demonstrating increased effectiveness in “selling” their services. Retention is complicated with the population participating in this program, since many external factors influence their longevity. As shown in the graph below, the exit pattern arced over the course of the grant.



Some of the most common reasons for leaving included: non-compliance, arrest/incarceration, and simply dropping out or losing contact. Two clients were considered to have successfully completed the program.

***Scale and quality of evidence-based programming relevant to client priorities and needs are increased.***

The community-based partners came into the program as experienced organizations, each with their own approach and areas of expertise. While the program had anticipated expanding local knowledge through professional development, turnover in the PMT positions prevented that from taking place.

While the evidence-based supports differed by CBO, two of the three offered some evidence-based intervention, including Forward Thinking and Seeking Safety.

***Key client indicators and outcomes are identified and incorporated into program performance management dashboard.***

A dashboard was created to have an easily accessible, visually appealing snapshot of key program descriptives. Six areas were included: the number of referrals by quarter, the number of enrollments by quarter, participant age (in categories rather than actual age), participant risk level (high, medium, low), housing (living independently, unstable housing, incarcerated), and employment status. The dashboard was managed by the PMT and was accessible by the BPD.

## **Outcomes and Impacts**

***Clients show evidence of reduced involvement in violence and criminal justice system.***

CBOs reported improvement in participants' behavior and outlook to the PMT and BPD. It is not known what method partners used to measure change, and it is unlikely that the same tool was used across CBOs, but nonetheless, some measure of change in participant performance was made. Overall, there were few changes reported (18) and most were in the last quarter.

In quarter 4, it was reported that four participants had fewer alterations. In the 10th quarter, one participant reportedly had improved mental health. In the 11th and final quarter of the grant, 1 participant completed an educational credit, 6 improved their relationships with others, and 6 had "unknown" changes. It is not known if any of the clients who experienced improvement in the last quarter improved in more than one area.

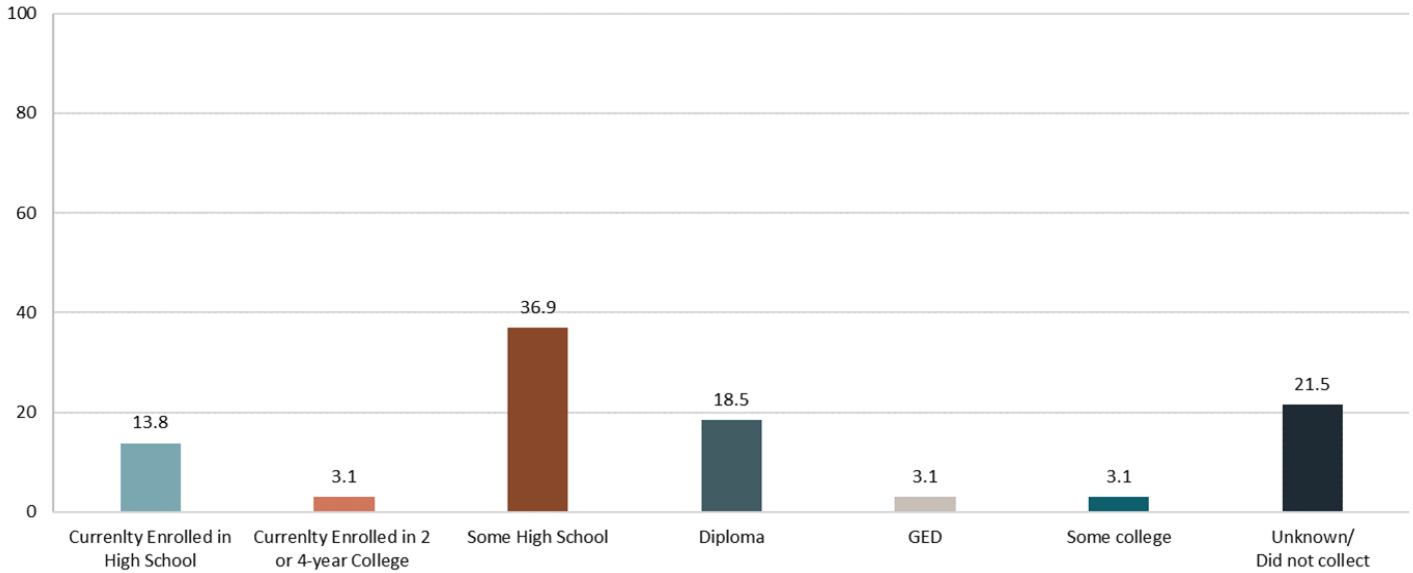
***Clients should progress toward other key outcomes such as employment and educational opportunities.***

Three key outcome indicators were part of the dashboard—education, employment and housing. The information included, however, is static, so it is not known whether a participant made gains in any of these areas while in the program.

More than a third of participants had not completed high school (36.9%) but more than one in five had their high school diploma (18.5%) or GED (3.1%). A few participants were enrolled in either high school (13.8%) or

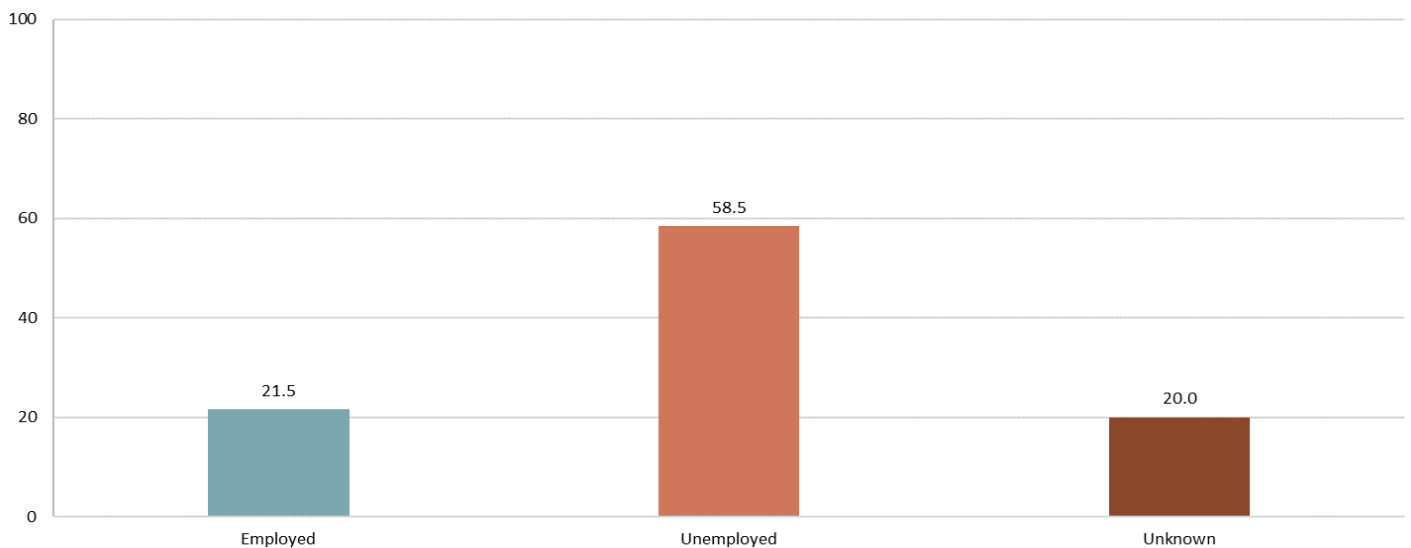
college (3.1%) while participating in the program. Information related to educational attainment was not available for more than one in five participants (21.5%).

**Bakersfield CalVIP  
Education**



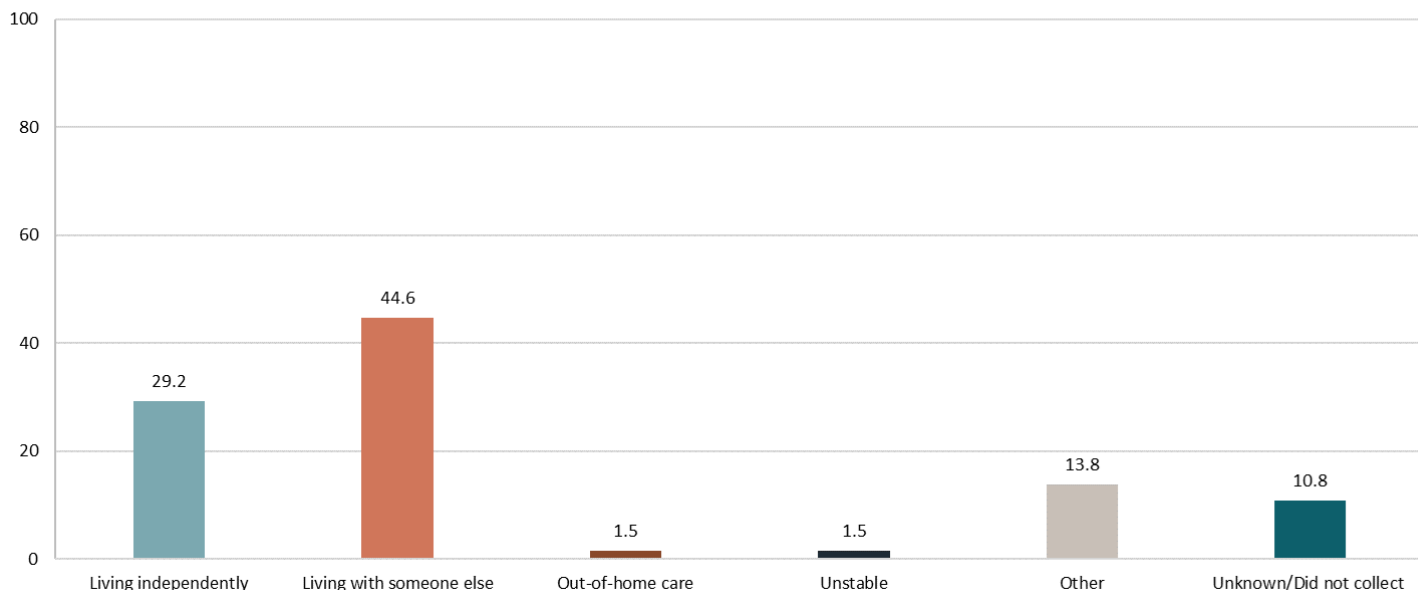
More than half of participants were unemployed while in the program. Of the 58.5% who were unemployed, 42.1% were looking, 28.9% were not looking because they were in school, and the other 28.9% of those who were not employed were just not looking for work.

**Bakersfield CalVIP  
Employment Status**



Participants’ housing status was collected for most clients. The predominate situation was living with someone else (44.6%). This is not surprising since 26.2% of participants were under 18 years of age and another 21.5% were between 18-24. [not shown]

**Bakersfield CalVIP  
Housing Status**



## Results and Conclusions

### Results

While specific objectives were not outlined in the proposal, they were delineated in the local evaluation plan. As a result of the previously mentioned shift in evaluators and turnover in city staff, the goals and objectives stated in the quarterly progress reports align with the goals listed in the proposal (and included project description above), but are worded differently. Specifically, they are phrased as process measures, rather than as outcomes. Both the measures included in the local evaluation plan, as well as those from the quarterly progress reports, are addressed in this report. The results for each measure included in the logic model discussed on pages 6-12, and results from the measures used in the quarterly progress reports are shown in the tables on pages 13 and 14.

By the end of the grant, 65 participants benefitted from grant services, more than the target of 50. Nearly half of the participants were less than 25 years old; more than half were Black/African American (60.0%) and a third (33.8%) were Latinx. A few (6.2%) were classified as “other.”

Approximately half (48.8%) of the referrals were victims, and nearly one-quarter (23.4%) were suspects. Other participants were classified as “retaliation risk,” witnesses, and at-risk youth. The CBOs served a fairly equitable number participants, with the larger organizations serving a slightly higher percentage. Approximately 12% of participants were supported by two or more organizations.

## Project Goals and Objectives

### Goal 1: Build partnership-based project management capacity.

Objective		Results
Objective 1.a	Project Management team in place.	By the second quarter, the Project Management Team, which consisted of the Project Manager, Analyst and Clerk, was fully staffed and in place. These positions did experience turnover during the grant, as evidenced by the 11 quarterly reports being completed by 4 different people over the course of the project. The team established during the last 3 quarters is still in place, providing continuity in the team's continued efforts to provide oversight and technical assistance to the CBOs in the project's effort to address gun violence in the City of Bakersfield.
Objective 1.b	Updated work plan and calendar complete.	In the third quarter, agreements between the City and the CBOs were completed. The PMT then began working on professional development opportunities for the CBOs. If trainings took place, they were not documented, and because of staff turnover on the PMT, current staff is not aware whether such training took place, and if it did, how often and on what topics.

### Goal 2: Build shared understanding of the problem, opportunity, and solution.

Objective		Results
Objective 2.a	Problem and opportunity analysis completed.	The Problem and Opportunity Analysis was completed by the Bakersfield Police Department and the California Partnership for Safe Communities in late 2022.
Objective 2.b	Town halls and related presentations of findings conducted.	Findings were shared with the Bakersfield Police Department's leadership and with the Bakersfield City Council; however, separate townhall meetings open to the public were not offered during this period.
Objective 2.c	Study visits completed, peer technical relationships built.	In early QPRs, there is mention of virtual study visits, but due to staff turnover, specifics are unknown. In the final year of the grant, however, PMT members visited the CBOs' offices multiple times to learn more about how they accomplish their work. The three weekly meetings and these site visits did result in trust-building between the CBOs, law enforcement and the City.
Objective 2.d	Set concrete, well-defined reduction goals.	The program chose to focus on the QPRs as their goals rather than to establish separate goals based on the problem and opportunity analysis.

## Project Goals and Objectives (con't)

### Goal 3: Strengthen and/or build the core operational capacities.

Objective		Results
Objective 3.a	Trained data analyst, strong shooting reviews.	An analyst shares data with the weekly shooting review team which allows the team to respond quickly and with appropriate resources.
Objective 3.b	Core intervention and case management capacities in place.	The Project Management Team planned to offer training to the organizations providing intervention and case management services, but COVID and turnover in PMT staffing prevented this from taking place in the first two years of the program; however, the community partners are experienced organizations and already had their own established techniques for providing intervention.
Objective 3.c	Communication component piloted.	The communication strategy was to share findings from the problem and opportunity analysis, along with improvements in community safety, with the Bakersfield City Council to demonstrate the program's effectiveness and to secure permanent funding. The program was successful in doing so.
Objective 3.d	Targeted enforcement strategies piloted.	Over the course of the grant, effective strategies proved to be a frequent and consistent schedule for the PMT to meet with CBOs. Having a set structure kept dialogue and discussion focused and transparent between all stakeholders. In the last year, the PMT began tracking which referrals each CBO was going to follow-up with in the next week and then asking for an update on that participant each week thereafter.

### Goal 4: Implement the strategy, assess its effectiveness and develop sustained funding and support.

Objective		Results
Objective 4.a	Implementation in motion.	The City of Bakersfield's Office of Violence Prevention has been approved by the Bakersfield City Council and will be staffed with the current PMT; that is, a project manager, analyst, and clerk. This team, in conjunction with representatives from the Bakersfield Police Department, will continue to meet weekly with the CBOs who work directly with the perpetrators and victims of violence.
Objective 4.b	Management cycle in motion.	As mentioned above, leaders from the City, the BPD, and community organizations meet weekly to review data and to address strategies for reducing gun violence.
Objective 4.c	Evaluation/assessment completed.	Through the Cost of Violence and Needs Assessment Reports completed by NICJR and this final evaluation report, the external impact of the grant has been assessed. One aspect that was not assessed was the internal performance of the team, referred to as "performance reviews" in the application. These were intended to evaluate the quality of implementation as related to communication, outreach and support. Such reviews were meant to inform the reallocation of funding, potential program modifications and adjustment of priorities, but were not carried out due to staff turnover.



In the first year of the grant, turnover at the highest level at BPD (two assistant chiefs and a chief), as well as the addition of a new city manager with a background in evidence-based violence prevention and intervention created a new opportunity to rethink and realign violence prevention priorities at the city level. This resulted in the City Council approving the establishment of an Office of Violence Prevention (OVP). The intention is to make the OVP a permanent fixture, sustained through a combination of general funds and grant funding.

## Conclusions

Despite a slow start, exacerbated by the COVID-19 pandemic and staff turnover at both the City and the Bakersfield Police Department, several strengths contributed to the overall success of the Bakersfield City CalVIP Cohort 3 program. These included the established reputations of the CBOs in community; the ability of the CBOs to build relationships within the targeted areas of the community; the weekly shooting reviews, the case conferencing and collaboration meetings; and the advent of new staff both within the City and within the BPD, at least some of whom had a knowledge of or background in the focused-deterrence model of enforcement.

The targeted area of Bakersfield for Cohort 3—primarily the 93304 and 93307 zip codes—is home to a population that is both ethnically and racially diverse and economically disadvantaged. Each of the partner CBOs, while serving any and all potential clients, is particularly known for the work it carries out with particular segments of the community. As one of the technical assistance providers from Garden Pathways explained,

Compassion Christian, with the one individual who's a peacekeeper, the greatest strength was the de-escalation intervention when there was tension between rival groups, [and] working together with Wendale Davis Foundation to do that. And then helping out with outreach...and directly connecting with some of the highest risk individuals. Wendale Davis Foundation is also really good at...going out into the community and connecting with those at high-risk and engaging with them. And then you have Stay Focused Ministries, which is really, really good at doing community engagement, and creating opportunities for law enforcement to also engage in the communities...They have those humongous park events, and they bring the entertainment, [and] they bring all the booths....They also have their outreach groups. They have their school assemblies. They have the prevention side, and they're further developing their case management. We all brought different strengths and I think when you put them all together, they kind of work very well.

All three partner CBOs assigned staff to the project who not only had roots in the community, but who also came from backgrounds in which there had been direct or indirect involvement in community violence. These individuals are able to “speak the language of the community,” and to build trust with the clientele served by the organizations for the simple reason that they have a shared experience of what it means to survive in what has been perceived at times as a hostile war zone of competing gangs, poor economic opportunities, and limited access to health care, education, and social services. A staff member from the Wendale Davis Foundation spoke about the close-knit relationships within Bakersfield’s small Black community—which nevertheless represents a significant proportion of violence-related incidents, either from a victim or perpetrator role:

These are a small percentage of Black people here in Bakersfield, California....And most of us, it might sound kind of weird, we're either related, or so close to it, to where you might as well be. You know, you grew up with, with the siblings or the father, the uncles or aunts and all that. So, we have that luxury of being able to name drop and getting in these circles—you know, by “Hey, man. Yeah, I know your dad. I know your uncle.” Guys are willing to let their guards down, you know, when we're able to do that. So, that's I would say that counts for probably over 90% of our success.

The pastor of Compassion Christian Center also spoke of the importance of having a peacekeeper on staff who had been directly involved in street violence in the past, spent time in prison, and turned his life around—and who commanded respect on the streets because of his background. A BPD representative, in speaking of the very challenging role maintained by these individuals, explained,

I call it straddling the fence. You know? Their job is extremely dangerous, because they are straddling the fence...And so, one of the things that I have kind of helped [with] is...some people...want to make [what we are doing and our progress] very public...And I'm the exact opposite, because I don't want to bring any negative attention to them.

In fact, the collaboration both between organizations themselves, and between the CBOs, the BPD and the City creates a number of challenges that the partners have worked diligently to overcome. In the past, the CBOs have too often been forced to compete for limited resources, and because they represent different segments of the community that are often at war with one another, they have been somewhat cautious about collaborating with each other—or even attending trainings with one other; each is convinced, with some justification, of the efficacy of their own programs and services. This was brought up in most of the interviews with the evaluation team. A representative from one CBO stated:

I kind of feel like, at the table, everyone is kind of out for themselves. I think it could be more cohesiveness—more togetherness, more genuineness amongst the partners, but I don't get that vibe.

A representative from BPD also addressed the issue, stating,

And what I see here is no different than what I see in other nonprofit groups. Right? There is a lack of synergy. There's been a lack of an ability to completely work together. It still feels like there's a little bit of a [strain], and I think probably for years, they've been competing for dollars.

One of the individuals from Garden Pathways, a CBO that provided technical assistance, explained:

Sometimes you can get stuck in the silo that “We're the only ones that do this type of work. We are we already do it the best. You know, we don't need to do anything else because nobody else does what we do.” But that's why the community violence intervention conference that happened in June was so important; because you see practitioners from all over the world that may be doing better work than you are. And it...really opens your eyes that okay, maybe I can improve in the work. And too, hopefully for the future, we can continue to expose Bakersfield CBOs in this work.

During a later communication, representatives from BPD reported that during one of the weekly meetings there had been a breakthrough, with organizations opening up and recognizing the need to for better

collaboration, while acknowledging the difficulty. BPD saw this as a positive outcome of the project, offering real hope for strong, continued partnership beyond grant funding.

Only two other challenges emerged during qualitative interviews. One had to do with the necessity of “fronting” the costs of implementing the grant; it was the CBOs, which are relatively small, that brought up this hardship. The other concern was the failure of the City to hire an African Americans for any of the grant-related positions. A representative from one CBO stated:

And I feel like really, truly, you know, representation matters. It really does...We were able to see, at least from the city manager all the way down to the clerks hired to work this particular project, not one has been African American. That's disturbing to me. It really is....But if we're sitting in the meetings and we're talking about disparities, and then you just look around the room and that's evidence of what we're talking about.... You mean to tell me out of six or seven hires, there's not one that could have been a Black person?

The need to be both more cognizant of the importance of appearance and to be intentional about addressing disparities may become part of the ongoing dialogue path to building trust between partners.

Finally, Cohort 3 funding allowed for the creation of infrastructure and enough time to demonstrate its efficacy, which appears to be resulting in permanent funding through the city. This program suggests that a relatively small financial investment can result in substantial improvement in community safety. [graphic on page 18]. The expense per shooting provided by NICJR's report gave the City Council specific costs related to gun violence. The reduction in incidents demonstrated that this was a worthwhile investment strategy. A member of the BPD who was involved in the program detailed the importance of Cohort 3's funding by providing the impetus for what has been a radical shift in departmental policy stated the following:

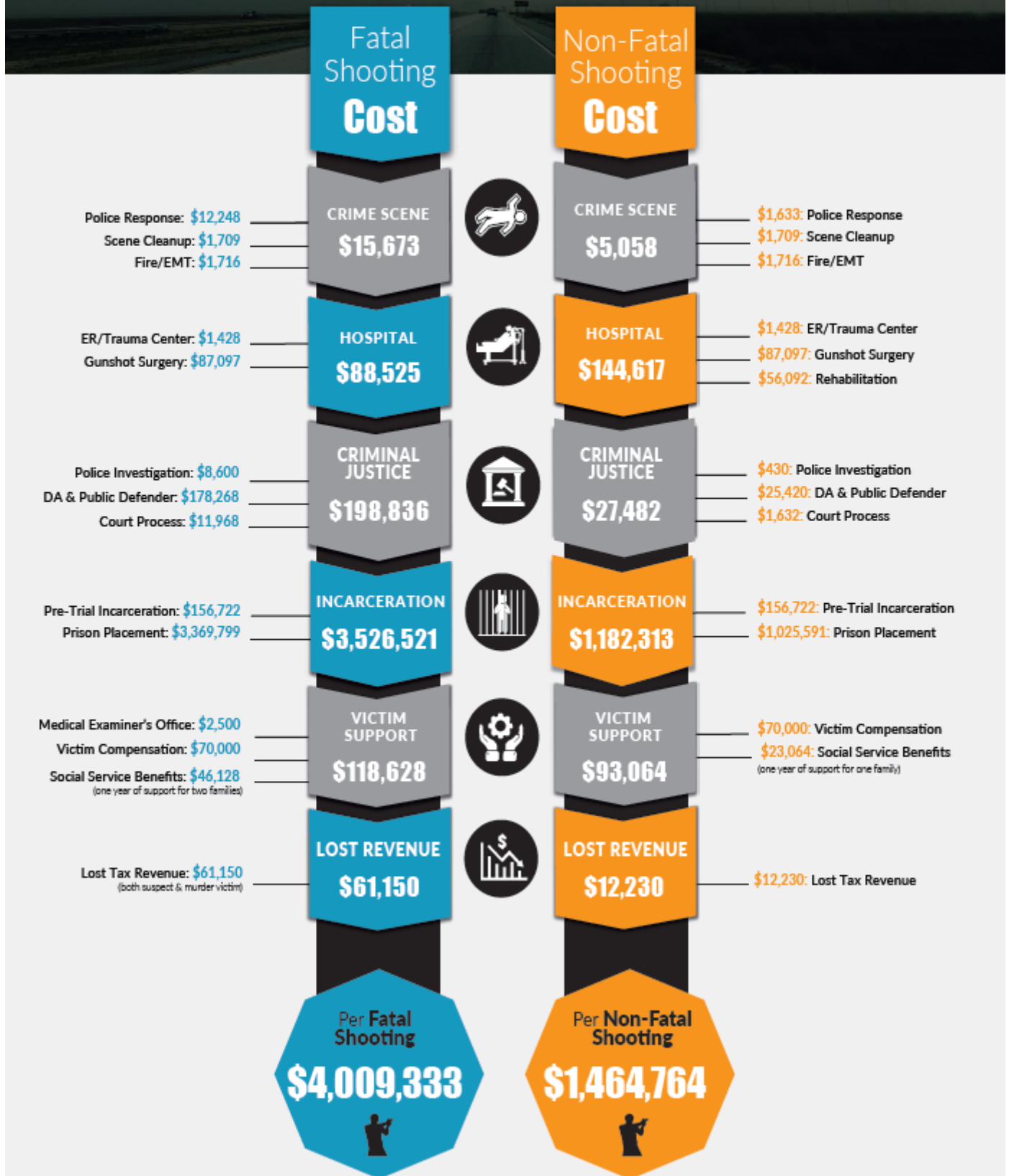
I'd say that the funding has had a significant impact by supplementing funding for certain positions such as [another BPD officer] and myself. It has also created additional capacity to hire professional staff who have been able to consult with us on best practices while also critiquing and improving our processes so that we can proceed in a much more comprehensive and direct manner. It has allowed us to increase the capacity of our partnerships with community-based organizations, which has also strengthened confidence and relationships between the PD and the community. All of these factors have played a significant role in showing significant decreases in shootings and has made the program an overwhelming success.

**Bakersfield**  
California

# THE COST Per Shooting

The governmental cost of gun violence to the City, County, and State

**NICJR** ★  
National Institute for  
Criminal Justice Reform



**Bakersfield Evaluation Logic Model 7.5.21**

INPUTS/RESOURCES	ACTIVITIES/SERVICES	OUTPUTS	OUTCOMES AND IMPACTS
<b>FOCUSED DETERRENCE COMPONENT</b>			
<p>New focused-deterrence management cycle (shooting reviews, etc.) is implemented.</p>	<p>Communication Component: risk and opportunity message delivered to highest risk individuals in group and individual settings</p>	<ul style="list-style-type: none"> <li>• “Critical mass” of highest risk individuals and groups are reached as per problem analysis and weekly shooting review.</li> <li>• Effective outreach and intervention strategies are successfully implemented</li> <li>• Procedurally-just, intelligence-driven enforcement effort targeted to those individuals that remain a danger to themselves and the community.</li> </ul>	<ul style="list-style-type: none"> <li>• Increasing numbers of conflicts are resolved before violence escalates.</li> <li>• Reductions in shootings (homicides and non-fatal injury shootings) at citywide level</li> <li>• Individuals at highest risk are successfully diverted to service and support pathway (a progressively increasing proportion of the individuals involved in violence).</li> </ul>
<b>SERVICE AND SUPPORT PATHWAY</b>			
<ul style="list-style-type: none"> <li>• Shooting reviews generate successful strategies to “interrupt” potentially violence conflicts and referrals to services.</li> <li>• Individual and group delivery of “risk and opportunity” message leads to engagement in services by highest risk individuals</li> </ul>	<p>Credible messengers with low caseloads and relevant life experience focus on relationship building with highest risk individuals.</p> <p>Case reviews and case conferences support engagement strategies, strong and effective safety plans</p> <p>Application of research-based best practice (CBT, credible-messenger approach, motivational interviewing) training and supervision</p> <p>Needs assessment and intake reviews identify client service and support challenges and priorities</p>	<p>Client engagement and retention steadily increases</p> <p>Scale and quality of evidence-based programming relevant to client priorities and needs are increased.</p> <p>Key client indicators and outcomes are identified and incorporated into program performance management dashboard</p>	<p>Clients show evidence of reduced involvement in violence and criminal justice system.</p> <p>Clients should progress toward other key outcomes such as employment and educational opportunities.</p>