

The Vaccinate ALL 58 Campaign Interim Evaluation Report: Partnership in Motion to Address the COVID-19 Vaccine Equity Gap

Report Summary

Campaign Overview

California's Vaccinate ALL 58 Campaign was launched in December 2020 to meet the twin challenges of a pandemic and a widening "health equity divide." The Campaign reflects the belief that a healthy California for everyone requires the state government to build new relationships with actors from the private sector, local government, faith communities, civil society, and the world of grassroots activism. The Campaign that has emerged is a tangible expression of California's commitment to equitable vaccine deployment.

Key Campaign details:

- Created to inform and encourage Californians living in places with the lowest vaccination rates and the highest social and health inequities to get vaccinated against COVID-19.
- Analyzes granular data to identify communities of concern—those with the lowest vaccination rates and the highest social and health disparities.
- Within these communities, three groups are prioritized: unvaccinated individuals; unboosted individuals eligible to be boosted; and families with eligible children.
- Uses diverse outreach strategies, in partnership with community-based organizations (CBOs), to help people overcome their resistance.
- Works in partnership with CBOs to connect vaccine-hesitant people and trusted messengers who can respectfully provide culturally appropriate information to target groups.

The Campaign also generates community-specific research on mis/disinformation, provides phone- and text-banking services, and creates media assets that mirror target audiences' linguistic and cultural preferences. It supports a standardized set of tactics and activities introduced several innovative and experimental initiatives. It has achieved accountability by adopting a results-based management system specifying quarterly outputs.

About the Evaluation

This report details the three-pronged evaluation approach that was developed for the present interim review. The methodology was designed to introduce rigor to a context where impact evaluation is not possible (as there are no control groups; there is great variation in context and implementation; and there are multiple channels outside the Campaign that also communicate information about vaccination). In the absence of quantitative data, the evaluation used participant observation, extensive interviewing. To provide additional rigor, the evaluation drew upon four theoretical perspectives that could provide robust assessment criteria.

This interim evaluation report assesses the Campaign from multiple perspectives to identify its strengths and areas for improvement. Key findings were grouped thematically into four categories: (1) leadership and management; (2) networking practices; (3) trust; and (4) innovation and learning. These findings generated ten recommendations that cover partnering practices, public administration issues, and learning.

The findings and conclusions in this report are those of the author and do not necessarily represent the views or opinions of the California Department of Public Health or the California Health and Human Services Agency.

Key Findings

- The Campaign's workstreams function in a manner that is consistent with adaptive management practice and principles.
- The Campaign's formally promoted ("official") and informally promoted values are fully aligned and mutually supportive. This is a rare occurrence in organizations and reflects strong leadership, good hiring, and the urgency of saving lives.
- The Campaign's culture closely mirrors the enterprise success factors identified in the literature.
- The Campaign's partnering practices involve three different partnership types: funded, unfunded, and experimental. The bulk of the Campaign's partners are funded CBOs (240 to date) that are the "motor force" of Campaign outreach.
- The Campaign's CBO partnerships meet almost all the "must have" and "must do" criteria of the Value-adding Partnership Model. Early evidence suggests that long-term benefits will emerge from these arrangements. It is already apparent that the partnerships are mitigating the Campaign's greatest risk for failure: an inability to reach some segments of the most vulnerable population (Quartiles 1 and 2) because of mistrust, marginalization, and well-developed strategies for "flying under the radar." There is also early evidence that partnering has led to improved coordination among actors. Many examples were cited of how partnerships have led to more comprehensive interventions (which, in turn, deliver more benefits to target populations).

The main finding arising from this analysis is that the Campaign design promotes equity, strengthens capacity, fosters innovation, supports adaptive management, and facilitates cultural customization. The overall design is values-driven and well-suited to a once-in-a-century challenge.

Recommendations

Campaign strengths:

- Campaign strategies are a thoughtful blend of tactics that reach and persuade vaccine-hesitant Californians.
- CBO partnerships and the engagement of trusted messengers contribute to a narrowing of the health equity gap while building relationships and social capital—important assets for addressing both present and future crises.
- The Campaign's systems are well-suited to its needs and well-attuned to adaptive management requirements.
- The Campaign's culture and partnering practices have created a network of highly dedicated, agile collaborators who have joined forces because they recognize the urgency of saving lives in under-served communities.

Areas for improvement:

- Campaign can cede more decision-making responsibilities to "trusted partners," CBOs that have established a performance track record with the State.
- Better feedback loops can be created to help Campaign personnel charged with producing resources in support of outreach activities. Currently, there is little understanding of how these resources are used and whether they meet user needs and expectations.

Moving Forward

The Campaign can and should become a living laboratory as it exemplifies how government can harness and amplify the power of civic engagement to enhance the quality of life for all Californians. If the State avails itself of the opportunity to systematically harvest lessons from the Campaign's work, the Campaign will deliver even greater value to California's taxpayers.

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