



CONTRA COSTA COUNTY

Second Chance Demonstration Project

CREATES

*(Contra Costa County Rentry Agenda To Empower and
Ensure Safety)*

**Program Abstract and
Program Narrative**

4. PROGRAM ABSTRACT

Contra Costa County, California is applying for Second Chance Act Demonstration Project funds under Category 2 Implementation Projects to establish the CREATES (Contra Costa County Re-Entry Agenda to Empower and Ensure Safety) project. CREATES was developed in collaboration with a multi-disciplinary team to provide an evidence-based **pre- and post-release continuum of care, for moderate to high-risk inmates at the Contra Costa West County Detention Facility**. Funding for CREATES will establish a Reentry Coordinator in the County Administrator's Office (CAO) to coordinate the CREATES team, which includes the Contra Costa County Behavioral Health Services, Probation Department, Office of the Sheriff, substance abuse treatment providers, and case management and legal services by Rubicon Programs and Bay Area Legal Aid.

CREATES **targets the communities of Richmond and Antioch, which have the highest reentry offender population in the county** - currently 1,631, representing over 30% of all probationers and parolees in the County, and only 20% of the total population. Focusing efforts on meeting the complex needs of the formerly incarcerated in these cities provides the greatest opportunity for a significant reduction in total recidivism.

CREATES targets **approximately 100 adult, male inmates at the West County Detention Facility classified under the subset of *Casework/Control*¹ by the**

¹ Casework/Control indicates chaotic lifestyle, emotional instability, multi-drug-abuse/addiction, and negative attitudes toward authority.

Correctional Assessment and Intervention System™ (CAIS),² and who will be released under probation supervision to the target communities.

CREATES will improve coordination and collaboration among reentry stakeholders to reduce recidivism and provide for a safe and successful reintegration based on the six Fundamental Principles of Evidence-Based Correctional Practice.³

CREATES will: 1) Establish a **Reentry Coordinator at the County Administration Office** to coordinate and improve multi-agency delivery of anti-recidivism and reintegration services. 2) Extend the Probation Department's use of the CAIS, **actuarial-based assessment instrument to determine criminogenic needs** that affect recidivism prior to release from jail. 3) **Provide extensive, pre-release and reintegration case management** including pre-release cognitive-behavioral sessions, career training, job placement, assistance in public benefits applications to establish income and housing, substance abuse services, and a complete health-care assessment for each of the 100 participants, **ensuring comprehensive support prior to, and immediately upon release.** 4) **Develop common measures and compatible data collection systems** to reconcile performance standards, **measure reentry outcomes, and analyze systems** used to develop best practices, and 5) **Ensure sustainability** by seeking new funding, blending funding streams and pooling resources. CREATES enables closer collaboration, more strategic use of resources, and progress toward safer communities.

² See literature and nomenclature regarding the CAIS system and classifications in Attachment # A-7.

³ Per NOAF Apendice.

Project Narrative

CREATES (Contra Costa County Re-Entry Agenda to Empower and Ensure Safety) establishes a multi-disciplinary team to provide an evidence-based continuum of care, pre- and post-release, for 100, adult, male inmates at the West County Detention Facility (West County Detention), who have been sentenced to at least four months of incarceration, assessed as “moderate to high risk” and classified under the subset Casework/Control¹ by CAIS, for approximately 75 individuals returning to the city of Richmond and 25 to the city of Antioch.

CREATES program design addresses Bureau of Justice Administration priorities for successful reintegration based on the six, Fundamental Principles of Evidence-Based Correctional Practice, including: 1) objective assessment using the CAIS tool, discussed below; 2) a constructive, empathetic approach to reintegration based on one-on-one case management; 3) targeting moderate and high risk offenders; 4) focusing on each individual’s social and criminogenic needs, such as substance abuse and antisocial thinking; 5) using cognitive-behavioral interventions that develop awareness of consequences and help offenders develop new coping skills and positive thought patterns with 6) recommended dosing based on risk assessment.

4. a Statement of the Problem

For the past four decades, the United States and especially the State of California have experienced a period of mass incarceration and subsequent mass release to the community, given over 90% of people incarcerated are eventually released.² On May 23, 2011, the United States Supreme Court upheld a federal court order to reduce the California state prison population by more than 30,000 inmates over two years to address overcrowded prisons that gave rise to

¹ Broad range instability, chaotic lifestyle, emotional instability, multi-drug-abuse/addiction, and negative attitudes toward authority.

² Mumola, C.J. Bureau of Justice Statistics Special Report: Substance Abuse and Treatment, State and Federal Prisoners, 1997. Washington DC: US Department of Justice, Bureau of Justice Statistics, 1999.

inadequate health care for inmates.³ California Department of Corrections and Rehabilitation (CDCR) plans to reduce the number of people incarcerated in state prison by shifting or “realigning” the prison burden to county facilities. Public Safety Realignment reforms are a major part of the budget negotiations currently underway in the state legislature.⁴ Specifically, under the realignment plan an estimated 300⁵ inmates sentenced for non-violent, non-serious offenses will be released under the supervision of county probation, and no longer supervised by state parole.

Facing the challenge of this additional burden on the county’s jail system and Probation staff, CREATES seeks to establish a seamless and coordinated reentry system to address the needs of the formerly incarcerated and promote public safety. in Richmond (and the neighboring city of San Pablo) and Antioch (and neighboring cities of Pittsburg and Bay Point) have substantially higher densities of ex-offenders than the rest of the county.⁶

Roughly 5,140 adults are under state or county criminal justice supervision in Contra Costa County,⁷ with CREATES’ target cities of Richmond accounting for 18% and Antioch accounting for 13% of the reentry population, as shown in Table 1.

Table 1: Reentry Population

Current Contra Costa County Reentry Population Summary⁸	Probation (as of 3/31/11) / Parole (as of 6/16/11)		Total
	Probation	Parole	
Total County	3,682	1,458	5,140
Richmond	564	371	935
Antioch	457	239	696

³ Brown v. Plata, 563 U.S. (2011), No. 09-1233

⁴ AB 109, which details the Public Safety Realignment plan, was signed in April 2011, but cannot be implemented until appropriately funded. Implementation is currently projected to begin in October 2011. See Attachment # A-8 for more details about the proposed Public Safety Realignment.

⁵ California Department of Finance estimates, 2011.

⁶ Figures 1 and 2 in the Strategic Plan (Attachment # A-3) provide maps of the distribution of parolees and probationers across Contra Costa County; accompanying tables begin on page 66.

⁷ Single year data is not available for all statistical references. Data is reliable in showing trends and approximate percentages, but not consistent because it pulls from various statistical sources. In every instance, we use the most current data available.

⁸ Data from Contra Costa County Probation Department

The City of Richmond, population 102,285, is located along the San Francisco Bay on the western edge of the county. Historically, the City of Richmond's economic development was tied to the ship building industry during World War II, when hundreds of people flocked to the city for jobs.⁹ Richmond's crime and poverty rates have been among the highest in the county for more than a generation. Until the 1980s, the City of Antioch, population 100,219, located in the eastern part of the county, was a small, agricultural community flanked by farmland and the industrial refinery and sugar producing plants along the waterfront. Over the past decade, low cost housing development, along with migration of impoverished minority families from Oakland and other cities, has dramatically increased the social stressors; between 2005 and 2010 crime rates increased 13%¹⁰ and the attendant reentry population rose proportionately.

The public safety challenges faced in Richmond, which has historic crime rates nearly twice the state average,¹¹ have been the focus of County efforts for longer than Antioch. Consequently the services focused on reentry issues available in Richmond, including Rubicon Programs operating since 1973, and the City of Richmond's Office of Neighborhood Safety (ONS) operating since 2007, are more developed than those in Antioch. In order to build the capacity of Antioch-based services for the reentry population CREATES will, in collaboration with Contra Costa County staff, identify and select service providers for CREATES-Antioch via a request for proposals. Antioch community-based nonprofit partners will leverage the established programs at Rubicon including the case management and job placement coordinators.

Target population: According to a three-year study published by CDCR in July 2009, 62% of the parolees released to Contra Costa in 2005 were returned to prison on a new offense within

⁹ Richmond is home to the Rosie the Riveter/World War II Home Front National Historic Park.

¹⁰ Antioch Police Department crime statistics, <http://www.ci.antioch.ca.us/CityGov/Police/crime-maps/crime-maps.htm>.

¹¹ Violent crime per 1,000 people in Richmond vs. California, 10.83 vs. 5.61, Property crime per 1,000, 62.46 vs. 35.44.

the first two years, and 66% within the first three years.¹² Contra Costa County’s current reentry population consists of 5,140 prior offenders, with 1,631 in the target communities.

Upon release, ex-offenders and the communities to which they return face a wide array of challenges. Figure 1 summarizes the service needs of formerly incarcerated adults in Contra Costa County using the CAIS tool.

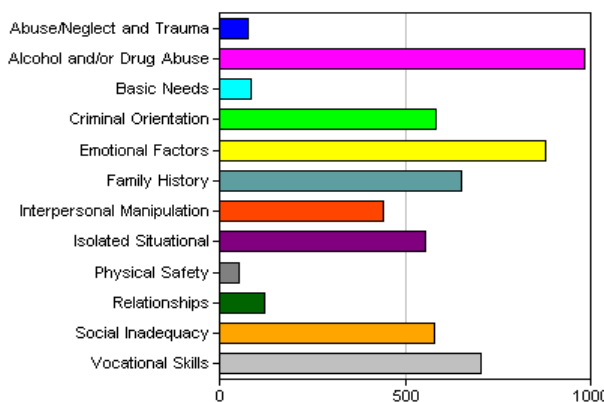


Figure 1.

Alcohol and/or drug abuse affects 58% of offenders. Figure 1. shows the relative importance of needs assessed by CAIS, showing substance abuse leading the list, with emotional factors addressed by cognitive therapy, second, and vocational/career skills third.

West County Detention, located in Richmond, houses approximately 1,600 inmates in minimum through maximum security levels in either pre-trial detention or post-sentencing units. Since the CAIS tool was incorporated into Probation Department practices three years ago, roughly 44% of all adult probationers fall into the “moderate risk” and 27% fall into the “high risk” categories.

Table 2: RISK BY CATEGORY-ADULT¹³

Result	Count	%
Low	486	29%
Moderate	751	44%
High	454	27%
Total	1691	

¹² “One, Two, and Three Year Follow-Up Recidivism Rates for All Paroled Felons Released from Prison for First Time in 2005, by County” California Department of Corrections and Rehabilitation, 7/09

¹³ Snap Shot of data available from introduction of CAIS tool in 2009 to June 9, 2011: Contra Costa County Probation Department.

Selection Criteria: The population selected for CREATES is: 1) **Moderate to high risk** inmates because they have the highest rates of recidivism; 2) offenders **sentenced to at least four months at West County Detention** because the program occurs during the critical, four-month period before release; 3) inmates determined eligible, by the Sheriff's Office, to participate in complementary existing adult education programs that can access the classrooms where programs will take place; 4) male, because of higher crime rates for male inmates (in 2009, 82% of the national correctional population was male),¹⁴ and the practicality of staffing and providing programs for a sufficiently large cohort;¹⁵ 5) individuals returning to the target communities of Richmond and Antioch because these two communities have the proportionately largest reentry population; and 6) selected based on the subset CAIS profile for "Casework/Control." Individuals assessed in the Casework/Control category are likely to have the most positive response to coordinated case management that addresses the chaotic lifestyle and drug and alcohol use that often lead to criminal activity.

The CREATES team, which consists of the Reentry Coordinator, a community-based nonprofit case manager provided by Rubicon Programs, our main nonprofit partner, the Probation Department, the Office of the Sheriff, the Reentry Specialist from Behavioral Health Services, a representative from the Contra Costa County Office of Education, and a representative from CREATES-Antioch once established, will meet bi-monthly at West County Detention to discuss inmates who meet the criteria for selection into the program along with the progress of current participants.

Components of Current Reentry Process: Currently, the primary providers of pre-release support services and programming are the Contra Costa County Office of Education, which

¹⁴ Glaze, Lauren. 2010. "Correctional Populations in the United States, 2009." Bureau of Justice Statistics Bulletin. Washington, D.C.: Bureau of Justice Statistics. Retrieved May 2011
from: <http://www.bjs.gov/content/pub/pdf/cpus09.pdf>.

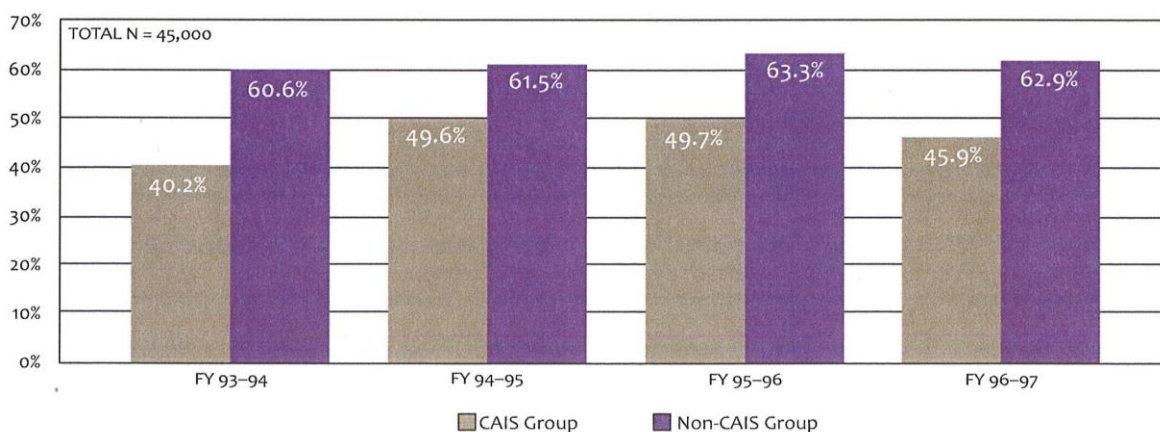
¹⁵ Future plans include expanding the program to female inmates. Security protocol at West County Detention requires that the male and female population at the jail is segregated at all times.

provides education and vocational training, and Behavioral Health Services, providing a Reentry Specialist that assists inmates with applications for Social Security and other benefits in order to assure income and housing upon release. These continuing programs will be leveraged by Probation’s plan for pre-release CAIS assessments to accurately determine the needs and circumstances of the 100 inmates in the CREATES program and begin the reentry process sooner. Rubicon Programs will provide pre-release and reentry case management for all inmates, and post-release for those probationers returning to Richmond. Once established, CREATES-Antioch will provide reintegration case management for probationers returning to Antioch.

Current use of risk and need assessment: In 2009, Probation adopted the CAIS interview-based assessment tool to identify the underlying reasons for criminal behavior and classify individuals into supervision groups. Using this comprehensive system, Probation determines the level of supervision needed and the type of intervention, or program design most likely to be successful in managing each probationer. Table 3 illustrates the successful reduction in probation violation rates using CAIS vs. a control group, in a Florida-based study.¹⁶

Table 3:

EVALUATION RESULTS: Florida Revocation Rates, Community Control Program



¹⁶ See CAIS literature in Attachment # A-7.

Starting in September 2011, Probation will implement pre-release assessment and supervision at all three Contra Costa jail facilities using evidence-based-practice (EBP) supervision standards leveraging state SB 678 funds.¹⁷ Under the CREATES program the Probation Officer will begin meeting clients four months prior to release and use the risk/assessment tool to develop a comprehensive pre-release reentry plan that addresses post-release housing, healthcare, and job placement to start planning with the CREATES case managers to locate services that are available upon release. After release, Probation will continue to provide advocacy and supervision based on case standards, providing referrals and ongoing drug testing. Probation will provide substantial in-kind support that is fundamental to developing a system of consistent referrals for identified needs.

Transition Planning at West County Detention and available pre- and post-release services

Current transition planning is provided by the Contra Costa County Office of Education through a part-time Re-entry Specialist funded by the Inmate Welfare Fund (IWF) to provide inmates with referrals to community-based services. CREATES' partners Rubicon and CREATES-Antioch will join with Probation officers to provide additional pre- and post-release case management, as described in the Program Design section. The Contra Costa County Office of Education also staffs the GED and high school diploma classes, computer classes, and other vocational programs, along with D.E.U.C.E. (Deciding, Educating, Understanding, Counseling and Evaluation) a substance abuse program that addresses addictive behaviors and lifestyles. The D.E.U.C.E. 60-day course offers counseling, pharmacology, and relapse prevention strategies

¹⁷ SB 678 (Leno- 2009) authorized each county to establish a Community Corrections Performance Incentives Fund (CCPIF) to be used for specified purposes relating to improving local probation supervision practices and capacities to reduce the state prison population by incorporating evidence-based practices. The Probation Department has been identified as a High Performance County and is receiving significant funding for implementation of SB 678 due to a history of a low number of commitments to State Prison over time.

through personal growth and development. In addition, weekly NA/AA and anger management sessions are provided to inmates in by the Behavioral Health Court and community agencies.

Research indicates that nationally 45% of people who recidivate were arrested for drug possession or use.¹⁸ In 2009, 26% of all clients served by Contra Costa County's Alcohol and Other Drug Services (AODS) had criminal justice histories.¹⁹ The needs assessment data provided by the Probation Department indicates drug treatment is of paramount importance to lower the recidivism rate.²⁰ CREATES will provide a mix of residential and outpatient treatment services to a subset of approximately 25²¹ of the 100 participants who will require addiction rehabilitation as a major component of their reentry strategy.

CREATES' partner, Inmate Services Director from the Sheriff's Office, Mary Jane Robb, will coordinate access to other jail-based services, including pastoral counseling, lending libraries, immigration services, and law research services at West County Detention. Notably, CREATES partners, Legal Research Associates and U.C. Davis Immigration Law Clinic provide legal assistance to all inmates; and the SSI Homeless Consortium staffed by the Behavioral Health Services Reentry Specialist assists inmates in filing applications for SSI/SSA benefits. In addition, Child Support Services provides assistance with the modification of child support orders to suspend payments while inmates are incarcerated and unable to meet his or her child support obligation.

Data collection/analysis: CREATES will contract with experienced outside evaluators Hatchuel Tabernik & Associates (HTA) for a comprehensive evaluation of the CREATES goals and objectives. HTA will work with the Reentry Coordinator and the CREATES Team to develop a

¹⁸ Bureau of Justice Statistics Special Report: Substance Abuse and Treatment, State and Federal Prisoners, 1997.

¹⁹ Data Available from AODS Management Information Systems for FY 2008-2009.

²⁰ See Figure 1.

²¹ Based on existing program capacity and client voluntary participation.

system to collect, share and assess the data needed to make informed decisions on how to deliver services, and allocate resources efficiently.

4 b. Project/Program Design and Implementation:

CREATES has met the first and third of the ten mandatory program requirements through its Reentry Strategic Plan and the establishment of the Reentry Task Force in March, 2011. The other eight mandatory program requirements follow.

Program outline: Following assessment by the Probation Officer and selection by the CREATES team, during the three months prior to release, and upon release to targeted communities, the Probation Department, Rubicon Programs and CREATES-Antioch will provide an intensive, cognitive-behavioral intervention program,²² including one-on-one counseling, and two-hour group sessions in rotating cohorts of 10 to 15 inmates. Approximately seven groups per year will take place. These rotating group-sessions will include behavior examination and modification techniques such as journaling, and other motivational interviewing and cognitive-behavioral communication techniques that can effectively enhance the offender's desire to initiate and maintain positive behavior changes by examining past choices and acknowledging the long term impacts. Each cohort will also participate in appropriate education and vocational classes offered by Office of Education's CC Adult School, along with D.E.U.C.E. for substance abuse treatment. Rubicon Programs will provide career interest and aptitude testing, career development coaching sessions, and perform a legal barriers assessment.

CREATES bases its performance goals, objectives, and outcomes on establishing empathetic, supportive, success-oriented personal relationship with each of the 100 inmates selected. Forty to sixty percent of selected inmate's free time will be set aside for CREATES

²² Probation has identified the *Crossroads Curricula* developed by the National Curriculum and Training Institute (NCTI) for cognitive-behavioral treatment. NCTI will conduct a 3-day training with the CREATES case managers and probation staff.

pre-release services. Program dosing, or the amount of services delivered to an inmate, will be based on principles of effective practice. Participants will receive the recommended program of cognitive-based interventions, based on their risk level over the course of the one year program. Rubicon will designate one case coordinator full time (FTE) on-site pre-release services supplemented by regular visits from a career coach that will assist the FTE with aptitude testing and vocational planning pre-release.

Upon release CREATES will have assured that each of the 100 inmates in the program have an identified source of income via public assistance, SSI/SSDI or employment; guided referrals to appropriate support services according to need including access to residential and outpatient drug treatment programs; and housing upon release.

Rubicon will conduct legal barriers assessments on all 100 clients and will provide legal assistance to help remove barriers to employment. Bay Area Legal Aid will provide legal assistance to address any barriers to housing and benefits in both Richmond and Antioch as well. Rubicon's Legal Barriers to Work program, will seek early termination of probation, whenever appropriate, so that participants can have their convictions expunged, in addition to helping clients apply for the County's Homeless Court program to have fines and fees related to traffic tickets dismissed and advise clients on possible statutory limitations that may impact his job search. Rubicon will also provide child support advocacy, housing advocacy, and consumer law counseling related to credit repair and banking.

CREATES case managers will leverage the Employment and Human Services Department- Workforce Development Board (EHSD-WDB) employment and financial counselors²³ to identify appropriate job training programs for CREATES participants. Concerted outreach effort targeting private and government employers to secure job placements¹⁰⁰

²³ SparkPoint Centers located in Antioch and Richmond provides financial counseling to low income families. SparkPoint is funded by United Way of the Bay Area.

program participants will have an impact on job prospects for others seeking employment upon reentry as well. Where appropriate employment-ready participants will be placed in transitional employment available through CREATES partners. In partnership with EHSD, CREATES will cultivate relationships with the Chambers of Commerce throughout the County, soliciting their support, along with the business community, focusing on Trade Unions, Grocery Stores, Food Service, Maintenance and Construction, industries where a criminal record is not a barrier to employment.

The Task Force has developed an Implementation Schedule for CREATES

Table 4: CREATES Implementation Schedule

Pre-Release (4 months prior to release)	Reentry (Two-weeks prior to and day of release to 3 months after release)	Reintegration (3 to 9 months after return to community)
<p>Probation begins needs assessment using CAIS of all moderate to high risk probationers to identify appropriate supervision model and determine need for a comprehensive Probation case plan</p>	<ul style="list-style-type: none"> • Probation and Rubicon team meet with client two-weeks prior to release to review release plan; Confirm client has housing, transportation, medications, and review scheduled appointments • Day of release: Rubicon case manager follows up with wrap around services • Probation begins intensive supervision in community in partnership with case manager 	<p>Intensive Probation supervision continues including regular drug and alcohol testing; referrals to appropriate community-based services</p>
<p>Probationers returning to Antioch and Richmond are identified and cases are reviewed by CREATES team; eligible inmates are identified; If needed, Sheriff will transfer inmate to West County Detention Facility</p>	<ul style="list-style-type: none"> • If homeless, case manager will facilitate placement in designated transitional housing or shelter beds • If substance abuse needs require treatment, case manager will secure placement in a 90-day residential treatment program 	<p>Continually assess clients housing needs</p>
<p>Rubicon Programs case manager assigned to client; Completes initial paperwork including client agreement that defines program expectations and requests for participation; Assigns client to appropriate cohort; Engages client and begins building positive relationship;</p>	<p>Rubicon and CREATES-Antioch case managers meet with clients on a weekly basis or if needed more intensive case management during first few months; Review progress towards goals set in transition plan; Address each identified need in order of importance</p>	<p>Rubicon and CREATES-Antioch conduct bi-weekly meetings with case manager/career coach if needed; Review and revise transition plan to begin long-term goal setting; Assist clients with financial planning and other long-term goal attainment</p>
<p>Rubicon Programs and Probation team begin cognitive-behavioral sessions; One-on-one and group meetings with cohort</p>	<p>Rubicon and CREATES-Antioch facilitate bi-weekly group meetings with cohort; Continue cognitive-behavioral therapy</p>	<p>Rubicon and CREATES-Antioch facilitate bi-weekly group meetings with cohort; Continue cognitive-behavioral therapy</p>

Pre-Release (4 months prior to release)	Reentry (Two-weeks prior to and day of release to 3 months after release)	Reintegration (3 to 9 months after return to community)
Rubicon case manager conducts vocational assessment and begins employment planning; Clarify and assess clients post-release needs based on probation case plan, including housing; Identify legal barriers to housing and employment; Develops transition plan	Client assigned to career coach/job developer at Rubicon or CREATES- Antioch to facilitate transitional employment, training programs and job placement; If needed, help client obtain state issued identification	Rubicon and CREATES-Antioch teams continue job placement, training if needed; Once placed provide retention services
Behavioral Health Reentry Specialist initiates application for any eligible federal or state benefits;	Continue application process for benefits to establish income stream	Obtain legal representation from Rubicon Legal or Bay Area Legal Aid for appeals if necessary.
Client continues to participate in Office of Education jail-based programming e.g. GED, DUECE, computer skills	Rubicon and CREATES-Antioch give guided referrals to programs e.g. substance abuse treatment, mental health; Coordinate follow up	Rubicon and CREATES-Antioch coordinate follow-up and additional referrals as identified
Rubicon and CREATES-Antioch case managers facilitate contact with family members and other support in community to build connection; If needed, work with Child Support Services on modification of child support orders	Rubicon and CREATES-Antioch facilitate family reunification and support as appropriate; Work with Child Support Services on payment plan, release of driver’s license	Rubicon and CREATES-Antioch provide ongoing support as needed; Continued child support payments
CREATES Team convenes bi-weekly meetings to collaborate and coordinate service provision	Rubicon and CREATES-Antioch collaborate with probation officer, substance abuse counselor and other service providers; Bi-weekly meetings with CREATES team	Rubicon and CREATES-Antioch collaborate with probation officer, substance abuse counselor and other service providers; Bi-weekly meetings with CREATES team
	Probation introduces graduated sanctions if needed to address violations including electronic monitoring and flash incarceration	Probation introduces graduated sanctions are introduced if needed to address violations including electronic monitoring and flash incarceration
Data collection and evaluation	Data collection and evaluation	Data collection and evaluation

Documentation reflecting the establishment of Reentry Task Force: The Reentry Task Force was established during the development of the Reentry Strategic Plan. The Reentry Task Force includes local elected officials, county agencies, community partners, and local law enforcement. (See the complete list in Attachment # A-4.) Letters of support and certifications from Reentry Task Force members and other key entities are included in Attachment # A-5.

Role of local government agencies, nonprofits, and community stakeholders: The compositions of the Contra Costa County Reentry and Reintegration Collaborative (Collaborative) subgroups are attached as part of the strategic plan. The Collaborative includes 200 individuals from over 26 agencies. CREATES has the support of all relevant county agencies as well as the executive offices of the cities of Richmond and Antioch, and offices of the County Supervisors for the target communities, Supervisor John Gioia in District 1, Richmond, and Federal Glover in District 5, Antioch. In addition, the new Reentry Coordinator will actively coordinate reentry efforts across the County including developing contacts with new community partners who do not currently serve the reentry population.

Collaboration with state and local government agencies: As discussed above, all relevant local government agencies are part of the CREATES. The core agencies include the County Administrator's Office (CAO), which will act as fiscal agent and house the Reentry Coordinator. At West County Detention, the Sheriff and Probation Departments will ensure the success of CREATES by providing access to the program and education areas of the jail, and by completing the initial assessment to develop a comprehensive case plan. In addition to the Probation Department's proposed changes to pre-release supervision, another innovation has occurred in Contra Costa County Health Services: In April 2011, the Behavioral Health Department was created to include the Alcohol and Other Drugs Services Division, Homeless Programs, and Mental Health. In this new reorganization, Behavioral Health will be able to better respond to the challenges created by the proposed realignment and health care reform and ensure consumer driven, comprehensive care and better overall outcomes including for the reentry population. Under CREATES, Behavioral Health Department services will include SSI/SSDI application assistance, and placement in transitional housing or residential drug and alcohol treatment upon release.

The Contra Costa County Office of Education will provide referrals and pre-release programs, including vocational training, and substance abuse treatment. Contra Costa County Health Services will provide general health services. All County agencies will work in cooperation with the pre- and post-release case management and reentry counseling services provided by Rubicon Programs in Richmond, and CREATES-Antioch. In addition, the City Administrator's of Richmond and Antioch, the County Administrator, and the entire Board of Supervisors of Contra Costa County have provided attached letters of support.

Role of Community Based Organizations in ensuring inmate's successful reentry:

CREATES principle nonprofit partner, Rubicon Programs is a nationally recognized agency that provides employment, job training, mental health, legal, and other supportive services to nearly 4,000 individuals in the Bay Area, including the formerly incarcerated. Rubicon does not *currently* provide services within the jail, but will begin pre-release case management and programs in West County Detention. Rubicon will also provide post-release reentry services to 75 of the program cohort returning to Richmond, and, once established, CREATES-Antioch will provide case management and referrals for 25 participants returning to Antioch.

Role of corrections in ensuring inmates' successful reentry: Chief Probation Officer, Phil Kader, and the Captain of Custody Services, Matthew Schuler, have actively participated in the planning for CREATES. The Sheriff's Office Custody Services Bureau, which oversees the jail, has committed to work closely with the CREATES team during the four month, pre-release process, providing transportation for prisoners participating in the program, security, classroom space, and access for outside programs to come into the facility and provide services.

Documentation of support of the CEO of the applicant agency: See letter from Chair of the Board of Supervisors in Attachment # A-5.

Evidence-based methodology; outcome measures; and measures of program impact: The CAIS assessment tools used by the Probation Department have been validated for use with local reentry populations in Contra Costa. Community-based service providers will maintain a simple, but meaningful set of statistics to be developed by HTA Consulting, CREATES’ evaluation services provider. The comprehensive evaluation system developed through CREATES will also collect comparable, individual-level data for comparison of group members in order to assess the extent of program impact compared to the current process and environment.

Impact/Outcomes and Evaluation/Performance Measure Data Collection Plan: Table 5 outlines the program goals and objectives, performance measures, and data collection method for each objective.

Table 5: Performance Measures

Overarching Goal: Reduce recidivism rates for the target population by 50% by providing wrap-around services and case management for successful reintegration.

Program Goal	Performance Measures	Data Collected
Category 1: Increase Public Safety and Reduce Recidivism		
Objective: Reduce recidivism among the Target Population	50% reduction compared to the baseline rate over five years	Contra Costa County Probation records; CREATES case managers
Objective: Increase employment among the target population	15% increase over the previous reporting period	CREATES surveys
Objective: Reduce crime in the target communities of Richmond and Antioch	5% decrease in crime rate in target communities compared to the baseline rate	Contra Costa County and City annual reported crime rates
Objective: Reduction in drug use among CREATES participants during the reporting period	15% increase in enrollment in residential drug treatment over baseline; 10% decrease in number of positive drug tests	Probation testing and records; AODS reports; CREATES surveys
Objective: Reduction in alcohol abuse among CREATES participants during the reporting period	70% reduction in substance abuse compared to rate reported at intake	Probation testing and records; CREATES intake and surveys

Program Goal	Performance Measures	Data Collected
Objective: Reduce the number of probation violations	50% reduction in violations of probation conditions	Probation records; CREATES surveys
Objective: Increase successful applications for public benefits within the reporting period	70% of target population will secure income through state or federal benefits	CREATES surveys; Behavioral Health reports
Objective: Increase the number of CREATES participants who obtain housing	50% increase in the rate of participants who obtain housing over baseline rate	CREATES progress report; Probation report
Goal 2: Effectively coordinate CREATES and increase reentry programs countywide		
Objective: Increase collaboration among stakeholder entities	10% increase in the number of stakeholders participating in the Reentry Collaborative	Meeting minutes; sign-in sheets; MOUs
Objective: Comprehensive program evaluation and reporting plan	Evaluation plan developed and implemented	HTA Evaluators; CREATES Team

Senior HTA evaluators (Ph.D. level) will use a mixed method approach to the evaluation using quantitative and qualitative methodology. HTA will assess the factors contributing to successful implementation and positive outcomes for CREATES. The process (implementation) evaluation will rely on data from case managers, corrections partners, including probation, and documentation of trainings, referrals, and services delivered. The outcome evaluation will rely on pre- and post-surveys of the 100 participants (intake and follow-up at 3, 6, and 12 months) administered by case managers to collect mandatory performance measures and other outcomes outlined above.

All data (process and outcome) will be sent to HTA staff, which will track receipt and quality and develop databases to store information. CREATES will obtain clients' consent to participate in the project evaluation and the evaluator will maintain appropriate confidentiality measures. HTA evaluators are experienced with collecting GPRA performance measures. Once reviewed, all quantitative data will be entered into Statistical Packages for Social Sciences (SPSS) software with variable limitations for analysis. Data will be verified to ensure accuracy and checked for missing data before analyses. Analyses will be conducted on a quarterly basis and presented to the CREATES team to inform continuous program improvement and direction for additional data collection and analysis. In addition to interim and final reports, HTA may present findings at local and national conferences.

In addition CREATES utilizes the County data collection efforts and the City of Richmond's Safe Return Reentry team, in collaboration with the Office of Neighborhood Safety, Contra Costa Interfaith Supporting Community Organization (CCISCO), and the Pacific Institute, which is engaged in participatory community research to discern the specific reentry needs of Richmond residents. No comparable program exists in Antioch, but may be added if Richmond's effort proves successful.

How the project could be broadly replicated if effective: CREATES has inspired the County Administrator's Office and many other county and local city agencies to collaborate in unprecedented ways with services in the local community to design a more effective system that will reduce recidivism in the county. By establishing a Reentry Coordinator at the County Administrator's office to administer CREATES and complimentary reentry programs, the County will develop and deliver additional innovations for the reentry population.

Immediate secondary targets for replicable strategies include expanding the program to the cities of Concord and Pittsburg, cities that rank third and fourth in the number of probationers released to the community²⁴; female probationers; and expanding the number of probationers served in the greater Antioch/Pittsburg area, as well as in Richmond.

Plan for analysis of hurdles to reintegration: During the strategic planning process, systemic hurdles to reintegration were identified, including employment/income source, housing and health. Implementation plans were developed to reduce the identified hurdles to successful reentry. The Reentry Task Force includes local and state elected officials committed to addressing the barriers to successful reentry. For example, in order to increase employment opportunities for people with criminal records, the county will take steps to become a model employer by evaluating the county's hiring procedures to consider removing the question about

²⁴ Crime maps and statistics by zip code included in appendices to Strategic Plan; see Attachment A-3.

criminal records from county employment applications during the initial application stage of the hiring process. Local municipalities including Alameda and San Francisco counties have already taken these steps to ensure nondiscrimination in employment.

4. c Capabilities/Competencies

If funded, CREATES will create a new Reentry Coordinator in the County Administrator's Office (CAO). The CAO successfully launched a similar effort to reduce domestic violence in 2000. The Zero Tolerance for Domestic Violence Coordinator, a position created for the Safe and Bright Futures for Children Exposed to Domestic Violence project, which received \$1,128,000 in federal funds from the Department of Health and Human Services,²⁵ was part of the CAO for nine years until the position was moved to the Employment and Human Services Department. We see a similar process for the Reentry Coordinator. After initial funding, the County succeeded in securing additional funds to carry on the Zero Tolerance program for the past ten years.²⁶

The CREATES team also includes **Rubicon Programs**, which has provided vocational and legal services along with dedicated case management since 1973. Staff from Rubicon includes **Rob Hope, Director of Economic Empowerment Services since March 2010**, prior to joining Rubicon, Rob was ReEntry Services Manager at Goodwill/Easter Seals Minnesota, where he designed, implemented and managed workforce development programs for formerly incarcerated people and also worked for three years in the research department of the Vera Institute of Justice in New York, and for two years as a Community Safety and Justice Fellow at Urban Strategies Council in Oakland; and **Case Manager, Eva Grenier, a Reentry Career Coach** at Rubicon Programs, where she provides intensive support and coaching around job

²⁵ \$150k for Planning and \$550k in FY 2010; and \$428K in FY 2009 for implementation. This project, which began in 2004, is a component of the County's Zero Tolerance for Domestic Violence Initiative, which began in the County Administrator's Office in 2000.

²⁶ ADD INFO LARA Provided on funding sources

readiness and career goal development to 35-40 formerly incarcerated individuals. Eva started as a Reentry Services Outreach Coordinator at Rubicon, coordinating Pre-Release Resource Fairs of local service providers at state/county correctional facilities including West County Detention; and **Cassandra McElveen, a Senior Career Coach**, with more than 12 years of providing effective, integrated services to diverse clients seeking employment and career development in the Richmond area, including homeless and formerly incarcerated individuals. Cassandra is a certified Global Career Development Facilitator (GCDF). Finally, **Brian Hogan, attorney for the Legal Barriers to Work program**, will provide legal barriers assessments and help participants obtain Clean Slate remedies.

The Behavioral Health Department's Alcohol and Other Drugs Services (AODS) Division is connected to and will identify and contract with substance abuse treatment providers in Richmond and Antioch for CREATES.²⁷ There are several culturally appropriate providers available in both Richmond and Antioch including REACH Project and New Connections in Antioch, and Neighborhood House of North Richmond. **The Reentry Specialist from the Dept. of Behavioral Health** will provide SSI/SSDI and other benefits enrollment assistance. Additionally, in kind support will be provided by **Probation Officers Mimi Trentini** (Antioch), **Patty Vargas** (Richmond), and **Mary Jane Robb** who heads the **Inmate Services Division** at West County Detention. We also expect the continued involvement of **department heads including Cynthia Belon from Behavioral Health Services**, with over 25 years of experience in substance abuse programs and over 20 years in homelessness prevention, **the Public Defender Robin Lipetzky, Chief Phil Kader from Probation, with over 25 years of experience in probation, and Captain of Custody Services, Matthew Schuler.**

²⁷ A guide to services produced by Contra Costa County's Alcohol and Other Drugs Services Division is available at http://cchealth.org/groups/alcohol_and_drugs/pdf/resource_guide.pdf

4. d. Impact/Outcomes, Evaluation, Sustainability, Data Collection

As described in the goals/objectives table above, we plan to measure both client outcomes (recidivism, employment, housing, substance use), and systems outcomes (pooling resources, eliminating legal or other institutional barriers to re-integration, improved service coordination, etc.) Performance will be documented via quantitative data and performance measures, and qualitative data obtained through interviews with probation officers, case managers, and community organizations. CREATES' Reentry Coordinator will monitor progress toward identified outcomes, report quarterly to the Reentry Task Force and Board of Supervisors, and provide annual reports to the BJA. The Reentry Coordinator will also work with the Reentry Task Force to identify appropriate funding from other federal grant opportunities including Department of Labor, and Department of Health & Human Services Substance Abuse and Mental Health Services Administration (SAHMSA). In addition, the Task Force will seek support from California-based and national foundations including The California Endowment, Annie E. Casey Foundation, Soros Open Society Institute, and the Rosenberg Foundation.

4. e. Collaboration

As noted above, the partnerships built through CREATES activities in Richmond, Antioch, and the rest of Contra Costa County, are already impacting how agencies work together and how clients are served. Our major city and county agencies have begun to leverage local, state and federal resources to build a countywide reentry system. The CREATES program will serve as a laboratory for continued innovation, and a viable approach for system change and policy advocacy. The County Administrator's Office will use our evaluation as a case study to secure the community's investment in long-term, broad scale reintegration reform and community-based collaboration.