

**YOUTH OPPORTUNITIES UNITED (YOU)
Corpus Christi, Texas**

**COMPREHENSIVE STRATEGY DEVELOPMENT PROJECT
REPORT AND PLAN**

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COMPREHENSIVE STRATEGY DEVELOPMENT PROJECT REPORT

PROJECT BACKGROUND

The Case for the Comprehensive Strategy Development Project

High levels of juvenile arrests and delinquency continue to concern our community. As outlined in the introduction to the Comprehensive Strategy Development Project proposal for the 2001-2002 Juvenile Accountability Incentive Block Grant:

- Nueces County leads the twelve surrounding South Texas counties in the number of juvenile arrests. According to the Nueces County Juvenile Department, there were 4,038 juveniles arrested in 1999 and 3,743 juvenile arrested in 2000 in Nueces County.
- According to the 1998-1999 annual report compiled by the Corpus Christi Independent School District, the largest school district in Nueces County serving more than 40,000 students, the total number of students suspended district-wide for behavior-related offenses was 7,116 and substance abuse-related offenses was 352. Behavior-related statistics include a variety of categories such as assault, robbery, and fighting offenses.
- According to the *Juvenile Assessment Center FY2001 Annual Report*, the City of Corpus Christi Juvenile Assessment Center processed 671 juvenile intakes for truancy and curfew violations.
- According to Corpus Christi Municipal Court records, the Municipal Court heard 4,787 status offense-related cases in 1999.
- The Nueces County Juvenile Department reported substance abuse arrests for 10-14 year olds in Nueces County increased from 63 in 1993 to 128 in 1999 for a 103% increase. During the same time period, arrests for all juvenile age groups increased by 117%.
- Based on 2000 statistics provided by the Youth Opportunities United (YOU) Comprehensive Community Needs Assessment for Nueces County conducted by Texas A&M University-Corpus Christi, the number of children living in poverty in Nueces County is one in three. The estimated median household income is \$31,925, with 33.3% of the population having a household income of \$19,999 or less.

While focusing on juveniles and juvenile delinquent behavior, these data indicate that there are other issues impacting youth; a matrix of risk factors that intermingle and aggravate each other. Poverty and substance abuse data appear alongside juvenile misdemeanor and criminal activity data. The data also indicates that these risk factors are found in specific environments or 'domains', including community, family/home, school and peer group; and that these 'domains' often appear to overlap. What at first appears as distinct issues based on individual pieces of data, instead indicate a complex tangle of issues and a reality-check on simple answers. The data point to the need for an adequate, long-term, continuous process of collaborative analysis, assessment, planning, and implementation of delinquency prevention programs.

Corpus Christi and Nueces County are successfully developing a spectrum of collaborative preventive programs, while at the same time improving the coverage and coordination of present intervention and sanctioning programs. The **Comprehensive Strategy Development Project** is the current Youth Opportunities United (YOU) work-in-progress toward enhancing existing structures and systems and developing opportunities for the creation of new strategies and collaborative initiatives that are ‘data-driven, research-based and outcome focused.’

History Leading to the Project

Under the guidance of the Office of Juvenile Justice and Delinquency Prevention, local efforts to address youth issues initiated an historic partnership in 1997 that led to the development of a community-wide comprehensive approach to collaboration and program implementation. The collaboration, known as Youth Opportunities United (YOU), focused on the commitment among law enforcement, judiciary, schools and social/health services to “unite the community to meet the needs of our youth.” Following an intense study of community needs, resources, and systems, YOU unveiled in 1999 the *YOU 5-20 Year Comprehensive Strategic Plan*.

Collaborative “target” projects outlined in the Plan included strengthening and expansion of (1) the Juvenile Assessment Center’s case management capacity; (2) 21st Century and after-school partnership initiatives; (3) Success by 6® and early childhood development; (4) Safe Communities; and (5) the Coastal Bend Mentor Alliance. Systemic reform was called for in structured decision-making, systems integration, data collection and analysis, and grant coordination. The successful growth of these projects was due in part to the determination of many agencies and organizations to work together collaboratively in order to develop a seamless continuum of services for youth. However, analysis continued to indicate limited resources, gaps in services and missing community sectors (*Youth Opportunities United 2001 Progress Report. Data Collection and Analysis Workgroup Report on Nueces County Delinquency Risk and Protective Factors*, May 16, 2002).

In August 2000, through a grant from the Texas Commission on Alcohol and Drug Abuse, Safe and Drug-Free Schools and Communities issued by the Office of the Governor, Criminal Justice Division, YOU was challenged to address accountability-based sanctions and services for youthful offenders. Recognizing the need to expand the services base, YOU focused data collection and collaboration development on the business sector and faith community. Efforts were productive in surveying both sectors and publishing resource data, facilitating events and activities providing networking opportunities, and developing a broader definition of issues and concerns specific to business and the faith community. However, an opportunity to develop linkages between the business sector, faith community and social/health services that would directly benefit youth, particularly juvenile offenders was still needed.

In response to these concerns, Youth Opportunities United (YOU) requested assistance from the Office of the Governor, Criminal Justice Division in the fall of 2001 to continue implementation of the *YOU 5-20 Year Comprehensive Strategy Plan* supporting accountability-based sanctions and activities addressing services for juvenile offenders. Awarded assistance through a Juvenile Accountability Incentive Block Grant (JAIBG), YOU initiated the **Comprehensive Strategy**

Development Project in December 2001.

The Project focuses on three purpose areas as defined by JAIBG project guidelines:

- Purpose Area 2: Provide assistance to the Juvenile Assessment Center in developing and administering accountability-based sanctions for juvenile offenders emphasizing substance abuse assessment and referral.
- Purpose Area 7: Provide funding to enable juvenile courts and juvenile probation offices to be more effective and efficient in holding juvenile offenders accountable and reducing recidivism.
- Purpose Area 10: Provide funding for ongoing data collection, analysis, and reporting to establish and maintain interagency information-sharing programs that enable the juvenile and criminal justice system, schools, and social services agencies to make more informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts.

The purpose of the project is to encourage community partners to work collaboratively toward decreasing juvenile crime by developing processes and protocols which would ensure greater efficiency within the juvenile justice system and effective administration of accountability-based sanctions. Secondary goals involve the development of a plan linking community resources including substance abuse service providers, the faith community, and the business sector with the juvenile court system in order to provide a network of services from prevention through intervention to after-care and reentry. Output measures outcome measures and target levels were established for each area. The grant period ends July 31, 2002.

Report Purpose

This report will address Purpose Area 7:

Provide funding to enable juvenile courts and juvenile probation offices to be more effective and efficient in holding juvenile offenders accountable and reducing recidivism.

The purpose of the report is to outline goals, objectives and outcomes for Purpose Area 7 through (1) a comprehensive strategy plan relative for faith-based initiatives providing assistance and coordination to Municipal Juvenile Court for court-ordered case management for juveniles; and (2) a comprehensive strategy plan linking the business community with community based treatment providers. The target outcome for Purpose Area 7 is (3) the publication of a comprehensive strategy plan linking the faith-based community and business sector with the Municipal Juvenile Court.

Report Rational

The comprehensive strategic planning process developed by J. D. Hawkins and R. F. Catalano (1992) is based on risk-focused prevention using a social development model. The premise is that to prevent misbehaviors (problem behaviors) from occurring, conditions (risk factors) contributing to the development of those misbehaviors must be identified and then ways found (protective factors) to address and ameliorate the factors.

Identified through data and resource analysis, the following exists in Nueces County:

Problem Behaviors

- Delinquency
- Violence
- Drug use
- Teen pregnancy
- Drop out

Contributing Risk Factors

- Family management problems and family conflict
- Extreme economic deprivation
- Early academic failure and lack of commitment to school - 2002 moved to monitoring
- Early initiation of the problem behavior
- Parental attitudes and involvement in the problem behavior - 2002 new

Available Protective Factors

- Opportunities to develop knowledge and skills
- Encouragement through recognition
- Bonding with appropriate adults and peers
- Reinforcement through healthy beliefs and clear standards

In this model, problem behaviors are the act and not the root of youth misbehavior. Underlying risk factors lead to problem behaviors. Given access to protective factors provided by appropriate services, the juvenile will learn healthy social behaviors. As an example, a comprehensive approach to addressing an act of juvenile delinquency would be adjudication based on assessment of risk factors impacting the youth, such as economic deprivation and early academic failure. Assessment might be followed by referral to appropriate services modeling several or all of the protective factors, such as an academic-based job training program including mentoring and victim restitution components. Recognizing that delinquency may be associated with other problem behaviors, and that risk factors may be related to each other by cause and effect, multiple services under case management may be required. At all levels, however, this model focuses on the juvenile's specific needs, capabilities and accountability to the public.

While accountability needs to lie with the juvenile offender, it must be recognized that accountability also depends on the effectiveness of the system in which the youth is involved and the successful application of protective factors. Research indicates that accountability-based sanctions work if the system is comprehensive, integrated, and persistent. "Programs must incorporate a comprehensive array of interventions and services of sufficient duration to address entrenched problem behavior patterns" (Huizinga, Loeber, and Thornberry, 1994. *Focus on Accountability: Best Practices for Juvenile Court and Probation*. JAIBG Bulletin, August 1999).

In this broader view of accountability, the juvenile justice system and the services systems must be responsible for collaboration and outcomes. Juvenile offenders should no longer be "exported" to outside institutions focusing on short-term and isolated services, purged from the juvenile justice

system, only to show up in court again down the line without a clear picture of what happened between court appearances. In the comprehensive integrated services approach, there is the opportunity to “share responsibility for supervising, teaching and supporting the development of needed social competence” (*Developing and Administering Accountability-Based Sanctions for Juveniles*. JAIBG Bulletin, September 1999).

As is noted by the Join Together! Policy Panel on Preventing Substance Abuse, “at work and at play, schools and churches, parents and police, ministers and magistrates, teachers and tavern owners, and people in all walks of life must become meaningfully involved in prevention efforts” (Join Together!, *Alcohol and Drug Abuse in America: Policies for Prevention*, 1994). Within the comprehensive strategy approach is the appeal to all sectors of the community to become active partners in creating a continuum of care for all children, youth and their families.

In order to model a comprehensive community-wide approach to accountability-based sanctions, Project Area 7 specifically focuses on the development of a plan linking the juvenile court system with substance abuse service providers, the faith community, and the business sector in order to continue working toward the development of a seamless network of services for youthful offenders from prevention through intervention to after-care and reentry.

Using the above rationale as a base, the following review will concentrate on current initiatives in four focus areas... juvenile court system, substance abuse services, faith community and business sector...and address capacity, systems, linkages and legislation issues in each.

FOCUS AREAS

JUVENILE COURT SYSTEM

Overview

Shay Bilchik, Office of Juvenile Justice Delinquency Prevention, noted in August 1999 that if a community is to hold juveniles accountable for their delinquent behaviors, juvenile court systems must integrate accountability into every aspect of their processes. The article following his comments notes:

“Holding a juvenile offender ‘accountable’ in the juvenile justice system means that once the juvenile is determined to have committed law-violating behavior, by admission or adjudication, he or she is held responsible for the act through consequences or sanctions, imposed pursuant to law, that are proportionate to the offense. Consequences or sanctions that are applied swiftly, surely, and consistently, and are graduated to provide appropriate and effective responses to varying levels of offense seriousness and offender chronicity, work best in preventing, controlling, and reducing further law violations” (*Developing and Administering Accountability-Based Sanctions for Juveniles*. JAIBG Bulletin, September 1999).

After law enforcement, juvenile courts usually bear the brunt of public attention to juvenile delinquency as the first line of response...society’s reflexive approach to punishing law-breakers and

detering “lawlessness.” This has led to a court system that is often viewed as strictly punitive in nature. However, the juvenile court judge has the capacity to affect case processing before as well as after formal adjudication. The court judge also has the leadership capacity to promote the development of resources and collaboration processes that will ensure a proper system of graduated sanctions, services, restitution and reentry. Movement in this direction, however, has been criticized for being too concerned about rehabilitation and neglecting to impose accountability for the acts already committed. There is room for both in an accountability-based comprehensive approach to breaking the cycle of juvenile delinquency.

An example of an effective shift away from the “traditional offender-centered, treatment-and rehabilitation-oriented philosophy”, Pennsylvania’s Juvenile Act in 1995 moved to a new accountability-based juvenile justice system role based on the following:

- To regard crime victims and the community, in addition to juvenile offenders, as clients.
- To make community restoration and victim reparation by offenders a priority.
- To ensure that offenders understand the impact of their crimes.
- To develop community service options that are valued by communities and crime victims.
- To educate the community on its role.

The role of the community includes the following:

- To provide opportunities for valued community service and paid work experience for offenders.
- To provide assistance to crime victims, their families, and their support systems.
- To assist offenders in completing obligations by providing support.
- To share responsibility for monitoring offenders.

Victim/offender interaction has gained recognition in recent years by focusing on “encouraging and enabling juvenile offenders to recognize the human consequences of their actions...” Examples of effective interaction programs involve services to a class of victims rather than to the offender’s own victim; work for pay with amount going to victim restitution, court costs and fines; embedding interaction programs in the victim/offenders neighborhood using staff and role models from the same neighborhood. Several communities are exploring family group counseling that brings together offenders and their families, victims and their advocates and other community members to work toward a rehabilitation plan for the offender and healing for the victim and community.

Another strategy being explored in various communities is diversion to appropriate services within the juvenile’s neighborhood before adjudication processes begin. Diversion processes involve neighborhood members in decision-making and enforcing functions, bringing a sense of accountability not only to the offender, but to the community that may be unintentionally contributing to the problem. Better yet, it may help focus on how neighborhood residents may contribute to the solution. “Residents of a neighborhood threatened and disrupted by a young offender are unlikely to take the matter lightly, slight the concerns of the victims, or lose sight of the fact that wrong has been done.” Neighborhoods have the incentives to turn the situation around.

Both of these initiatives provide opportunities for the courts to work with citizens in creating

volunteer-based services. Such services will require a careful study of risk factors prevalent in individual neighborhoods and protective factors available to volunteer efforts. Developing neighborhood visions, missions and measurable outcomes, and simple and concise processes easily handled by volunteers are challenges that will take time and study. However, Corpus Christi and Nueces County already have strong neighborhood initiatives in place which can assist the movement, including the Weed & Seed and Community Youth Development (CYD) projects, and volunteer development and training capabilities of the Volunteer Center.

The Texas judicial system generally, and Corpus Christi/Nueces County judicial systems specifically, appear to support these principles and have exhibited interest in developing collaborations focusing on the law as well as roles, responsibilities and capacity of community-based services. This includes recognition that training and staff development is a major component of the new collaborative process and that outcome evaluation involving all entities will necessitate a much higher level of integrated record-keeping and reporting system development. The strongest indications of this community's commitment to accountability-based sanctions, restitution and rehabilitation is the establishment of the Nueces County Court-At-Law #5 Juvenile Court housed at the Nueces County Juvenile Justice Center and the Municipal Juvenile Court housed alongside the City's Juvenile Assessment Center. New linkages continue to be developed between the justice of the peace courts and assessment and referral systems such as those provided by Communities In Schools.

Municipal Juvenile Court

The City of Corpus Christi Municipal Juvenile Court was established in 2001-2002 through Title V Delinquency Prevention funding and a Juvenile Accountability Incentive Block Grant. The initiative was an effort to focus on juvenile offenders and streamline the movement of juveniles through the municipal court system and into adjudication. The adjudication process is documented in the *YOU Comprehensive Strategy Plan* by the Structured Decision-Making Work Group, and is working successfully today.

By its nature, the Municipal Juvenile Court is limited by the cases it hears, Class C misdemeanors including truancy and alcohol/drug paraphernalia and tobacco offenses. However, its greatest asset is the ability of the judge to refer juveniles to assessment and services. The sentencing stage is a potential area for greater community-based services collaboration in order to strengthening assessment and referral systems addressing comprehensive needs of the juvenile. It is also an opportunity to develop positive public and service industry attitudes regarding accountability-based sanctions which will impact the capability of the court to work within a community partnership of youth and family services.

As a successful model, the court and Juvenile Assessment Center (JAC) partnership presents an opportunity to identify and provide educational or interventions services for juveniles who are participating in "gateway" misbehaviors ... those that indicate unusually high risk factors that might result in the potential progression of the juvenile to delinquent or criminal activity. Work already underway through a partnership between the Municipal Juvenile Court and the Juvenile Assessment

Center (JAC) indicates the positive benefits of a cooperative assessment and referral system. Noted in the JAC's *FY 2001 Annual Report*:

- The majority of children referred to JAC were those who were status offenders or committing their first offense.
- JAC processed 65 repeaters out of the 671 intakes (591 children), a recidivism rate of less than 10%, down from 13% FY2000.
- Of the 591 children processed through JAC, 518 committed no delinquent offenses after intervention indicating "JAC was successful in preventing delinquency 88% of the time."
- Of the 111 families receiving a case management plan, almost half were received from municipal or justice of the peace courts.

RECOMMENDATIONS - MUNICIPAL JUVENILE COURT SYSTEM

The following are recommendations to strengthen various processes within the municipal juvenile court system:

1. Develop relevant community service opportunities with follow-up and feed-back to court and educate judges on availability of community resources.
2. Develop volunteer-based assistance for juveniles entering or in court system.
3. Continue to expand assessment and referral to services and focus on identifying "gateway behaviors" in order to provide early intervention.
4. Develop capacity of social services in case management and advocate for increased funding supporting additional staff and case management capacity.
5. Educate youth and parents/guardians on laws pertaining to truancy and substance abuse.
6. Add staff personnel assigned to process referrals to County Court At Law #5 and work with Municipal Court documents and database.
7. Monitor legislation for changes in family codes, city ordinances, education policies.

ALCOHOL AND SUBSTANCE ABUSE SERVICES

Overview

Among the five problem behaviors identified by Hawkins and Catalano in their study *Risk Focused Prevention: Using the Social Development Strategy* (1995), substance abuse stands out as acutely prevalent in Nueces County. Data reported in the *Youth Opportunities United Nueces County Delinquency Risk and Protective Factors* report of April 25, 2002, concurs:

- 103% increase from 1995 to 2001 in drug offense arrests at earlier ages in children, particularly ages 10-14.
- 17.8% of Nueces County students reported attending school "high" one or more days, 4.4% reporting so over 10+days.
- Juvenile arrests for dug offenses leading to misdemeanor charges climbed 43% from 1990 to 2001.
- Children in Nueces County continue above state level in drug and substance abuse.
- Adolescents in treatment for alcohol and drug use has steadily declined since 1996.

While data indicates a small improvement in juvenile alcohol related arrests, there are indications

that greater numbers of adults, often role models for youth, are still exhibiting attitudes and behaviors that can lead to unhealthy life choices and, at the worst, outright disregard for the law:

- Annual sales tax receipts for mixed beverages continues to grow indicating alcohol consumption is still big business.
- Alarming, data shows an increase in drug abuse violation adult arrests and adult alcohol related arrests, with decrease numbers of adults in drug or alcoholism treatment units.
- 26.% of middle school/junior high school students in Nueces County reported getting alcohol beverages either most of the time or always at parties; 18.3% from friends; 6.5% from home; 3.2% from a store and 13.5% from other sources. Who is making alcohol available to youth?

When other risk factors are evident, the picture looks bleaker. “Substance abuse by itself is a forceful risk behavior on the covert pathway to moderate to serious delinquency. When co-occurring with a history of child abuse, early aggressiveness and truancy, the youth is at increased risk of gang or other anti-social peer associations which can form a predilection for violent offending” (*Gun and Other Violence Reduction Initiative for the Southern District of Texas: Preliminary Community Study Report and Recommendation*. March 30, 2002). Family conflict and family management data indicates disturbing trends:

- While domestic violence from police reports in Corpus Christi increased dramatically from 1993 to 1997, indicators show a leveling-off since then.
- However, data on victimization continues to clearly show increases in numbers of domestic violence victims and confirmed child abuse victims in Nueces County since 1996.
- Correlating data indicates a dramatic increase in students that reported attending school “high” or “stoned” as related to physical punishment by a parent/guardian.

During the Second National Conference on Drug Abuse Prevention Research held in August 2001, Dr. Hawkins (Social Development Research Group at the University of Washington) in Seattle summarized risk and protective factors that can influence whether young people use drugs.

Protective Factors

- Strong and positive family bonds.
- Parental monitoring of children’s activities and peers.
- Clear rules of conduct that are consistently enforced within the family.
- Involvement of parents in the lives of their children.
- Success in school performance; strong bonds with institutions, such as school and religious organizations.
- Adoption of conventional norms about drug use.

(Opportunities to develop knowledge and skills; encouragement through recognition; bonding with appropriate adults and peers;

Risk Factors

- Chaotic home environments, particularly in which parents abuse substances or suffer from mental illnesses.
- Ineffective parenting, especially with children with difficult temperaments or conduct disorders.
- Lack of parent-child attachments and nurturing.
- Failure in school performance.
- Poor social coping skills.
- Affiliations with peers displaying deviant behaviors.
- Perceptions of approval of drug-using behaviors in family, work, school, peer and community environments.

reinforcement through healthy beliefs and clear standards.)

During the conference, Dr. Linda Dusenbury of Tanglewood Research, Inc. in Greensboro, North Carolina reported that effective programs “typically include social resistance training to help students refuse offers to use drugs, as well as information that counters their erroneous perceptions that drug use is widespread among their peers.” She noted that effectiveness also depended on how much of a program and how well a program is delivered. In designing mass media campaigns, Dr. Joseph Capella of the Annenberg School of Communication at the University of Pennsylvania noted that “success is contingent upon clearly defining a target audience, understanding their prevailing attitudes and beliefs, and crafting engaging and persuasive messages that are presented over the long term” (*NIDA Conference Reviews Advances in Prevention Science, Announces New National Research Initiative*, NIDA Notes, National Institutes of Health/National Institute on Drug Abuse. Volume 16, Number 6, February 2002).

Using these as effective strategy guidelines, Nueces County has a good number of organizations that work effectively in alcohol and substance abuse, from general education through treatment to reentry into the family, school and/or workplace, and community. The Council on Alcohol and Drug Abuse-Coastal Bend, Palmer Drug Abuse Program (PDAP), Alcoholics Anonymous, and several other programs with long histories in providing services have developed programs over the years which demonstrate the protective factors outlined by Dr. Hawkins. Other organizations working with family management issues and educational environments including Family Counseling Services, Communities In Schools, La Raza Runaway Shelter, and the Nueces County Juvenile Department have included substance abuse programming. The Council of Governments *Nueces County Community Plan* also outlines several law enforcement and school district initiatives addressing substance abuse among youth and young adults within their systems.

Funding for programs is available and being drawn down for local initiatives from many sources, including Drug Free Schools and Communities; Texas Commission on Alcohol and Drug Abuse (TCADA); Texas Department of Protective and Regulatory Services; Juvenile Justice Division of the Office of the Governor; Office of Juvenile Justice and Delinquency Prevention; United Way; national and local foundations; business contributions; and a healthy public/private contribution base. With the “Leave No Child Behind” initiative, funding is finding outlets through the Departments of Education and Health and Human Services.

While effective individually, most agencies recognize that the issues of substance abuse and the need for community change can not be accomplished by any one organization alone. As is the case in most services today, the key to growth in substance abuse services lies in collaboration and leveraging. Although just now beginning to realize the complexity of collaboration building, local substance abuse prevention organizations have embarked on an effort to sit at the same table and address the need for community change.

Youth Continuum of Care Coalition

The current collaborative effort, known as the Youth Continuum of Care Coalition convened by the

TCADA funded Community Coalition Program under the Council on Alcohol and Drug Abuse-Coastal Bend, has brought together representatives from substance abuse agencies, Nueces County Juvenile Department, Mental Health and Mental Retardation, Child Protective Services, law enforcement, school districts, and other key youth and family development programs. Initial activities have concentrated on identifying resources, developing a mission statement, developing inter-agency communication, surveying admission criteria and service/referral processes, and beginning to identify gaps in services.

While not new, the case for collaboration remains as strong as it has ever been. The Join Together! Public Policy Panel on Preventing Substance Abuse suggests “because the origins of unlawful drug, alcohol, and tobacco problems are to be found in individuals, environments and in the substance themselves, many now argue that prevention efforts involving multiple, coordinated strategies show the greatest promise. For example, school-based programs and curricula that discourage the use of illicit drugs will be most successful in communities where open dealing is also aggressively curtailed. Similarly, programs that teach job skills to prison inmates can only succeed in communities where jobs are available” (Join Together!, *Alcohol and Drug Abuse in America: Policies for Prevention*, 1994).

RECOMMENDATIONS - ALCOHOL AND SUBSTANCE ABUSE SERVICES

In view of the growing interest in substance abuse and youth/family development organizations to collaborate, the following are recommendations to strengthen such efforts:

1. Reinforce Youth Continuum of Care Coalition efforts to survey available resources and define/categorize levels of care.
2. Continue to develop service collaborations to fill gaps in services - i.e. adolescent detox and treatment residential facilities.
3. Provide education opportunities for judges, law enforcement on service capacities.
4. Provide cross-agency education opportunities for faith and business sectors.
5. Build “service to sites” linkages, locating services at public usage facilities within neighborhoods.
6. Develop messages directed to parents/guardians that address adult attitudes regarding substance abuse and availability of alcohol and illegal substances.

FAITH COMMUNITY

Overview

While great strides have been made in providing social and health services to children and youth, too often public and nonprofit youth programs miss reaching the highest at risk juveniles, particularly in poorer neighborhoods. Traditionally, churches and other faith-based institutions often work to fill the gap through “outreach ministries” that provide social, educational, and employment services to youth and their families. A Public/Private Venture evaluation of faith-based programs, however, found that “little is known about how far these faith-based activities reach into the community, their effectiveness, and whether these programs can be expanded to serve more juveniles” (*Public/Private Ventures’ Evaluation of Faith-Based Programs*. OJJDP Fact Sheet, #38, November 2001).

Hindering collaborative effort is the existence of underlying myths regarding government and faith sector linkages. There is a hesitancy on the part of the faith community and government-based initiatives including those generated by the court system, school districts, and federally-funded social/health services to work together. Arguably, many faith-based groups strongly regard such partnerships as the precursor to too much government involvement in religious organizations, while government-based organizations are concerned with the potential for religious organizations to proselytize rather than provide non-secular services. In reality, faith-based organizations have been providing services successfully for many years to clients of government-based programs. Locally successful linkages have occurred in the jail ministries at the Nueces County Sheriff’s Department, Corpus Christi Police Department and the Nueces County Juvenile Department. Local churches were involved in the initial development stages of Operation Weed and Seed funded through the Department of Justice. Value-based services including the Boys Scouts and Young Life have partnered with schools offering after-school activities for generations.

Such efforts were supported by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA/PL 104-193 and known as welfare reform) and the enactment of “charitable choice” allowing all faith-based organizations to compete for government social service funding. However, the United Way of America reports in a July 2001 brief that according to a report by the Center for National Policy, only a few thousand out of approximately 350,00 religious organizations nationwide have government contracts (Eric B. Schnurer and Jennifer Kolker, *Faith Based Initiatives, more than meets the eye, or less?* CNP Stateline, March 2001). The report notes one of the possible reasons for this is lack of interest or capacity from religious organizations.

The 2001 *Youth Opportunities United Faith Community Survey* reported that of 310 identified faith organizations in Nueces County, 267 failed to respond to a mailed survey for information on programs and services. With follow-up telephone calls, the total response was still only 27.7% of the 292 faith organizations for which addresses were finally available. The report notes, however, that of the reported services, 66.25% provided mentoring; 66.25% provided recreational activities; 21.25% offered academic support programs; 13.75% were involved in job training programs; and 33.75% reported offering parenting classes and 47.50% provided family counseling. Based on the possibility that “these organizations do not define what they provide within the framework of juvenile delinquency prevention,” the report concludes, “[this] inventory and assessment effort indicates that a significant proportion of faith organizations in Nueces County do not define juvenile

delinquency prevention efforts into their social service ministries. The tasks...are to first change that definition and then to cause expansion of the number of and capacity of programs available to the community's youth."

Responding to the need for a directory of existing faith-based programming for youth, Youth Opportunities United published the *2001 Resource Guide to Services for Nueces County Youth* including the only known directory of *Faith Resources for Nueces County Youth*. YOU has also partnered with Love INC of Corpus Christi, a new organization focusing on identifying elements of the faith community and matching community resources to needs through the churches and neighborhood faith-based organizations. Attempts to identify the faith community and catalogue programs and services is in its infancy but needs to continue through increased efforts to develop communication channels and appropriate messages to ministers, church staff and lay members.

Faith-based Collaborations

A survey of community collaborations indicates there is no viable local faith-based effort currently in place to provide a forum for representatives of the faith community and community services organizations. The closest effort has been a series of Faith Community Breakfasts sponsored by Corpus Christi Mayor Loyd Neal and Youth Opportunities United, the purpose of which is to initiate dialogue regarding the establishment of a permanent forum for networking and communication.

While several churches and faith-based organizations have been regularly represented, results have been drawn out again due to lack of participation by the larger faith community.

In the meantime, members of the faith community and services communities who have participated in these efforts have identified three local issues and also indicated a willingness for open dialogue.

- The faith community is generally concerned with the request that they provide "counseling services." The perception is that faith institutions provide "ministerial" services where counseling indicates the need for certification and liability coverage. Most churches lack staff knowledgeable in such processes and funding to support additional staff, training and documentation. However, many churches are open to working with social services to provide "services on site" opportunities giving service providers access to congregations and neighborhood members. And there is a willingness to learn more about liability and accreditation programs. This issue has raised the need to adapt language and provide training for both faith and social services members.
- A second issue revolves around the belief that churches and faith-based organizations are driven by faith and not funding. However, ministers and lay members admit that they do need and use operational management processes and systems, business resources for funding activities, and volunteer labor for recruiting, support and recognition...and that these operational functions are necessary to support the ministerial services of the church or organization. This has opened up opportunities for interaction between business and the faith community for support and training in effective business practices, and ultimately

might lead to reconsideration of accessing federal funding streams. Such bills as the Community Solutions Act of 2001 (H.R. 7) passed by the House of Representatives would expand charitable choice to housing, juvenile justice programs, the Community Development Block Grant, job training, crime prevention programs, service for older Americans, domestic violence programs, and hunger relief activities. In the meantime, United Way of America continues to report that “faith-based service providers receive well over \$500 million annually from local United Way campaigns to provide services to people in need.” (*Charitable Choice and the Faith-Based Initiative*, United Way of America Issue Brief. July 2001.)

While not disputing the mission of faith-based organizations to provide ministerial services, at issue on the social services side is the effectiveness of services often lacking outcome planning and evaluation processes. The Public/Private Ventures early assessment of sites demonstrating local partnerships anchored by faith-based institutions indicate that there is no single or simple model of how to develop effective faith-based programs for at risk juveniles. However, steps followed by successful programs appear to focus on (1) building relationships with juveniles; (2) drawing the juveniles into available programs and services; and (3) connecting the juveniles to appropriate resources. Again, the faith community has indicated a willingness to take advantage of training opportunities in program outcome planning and evaluation.

Several promising collaborations have developed that focus on providing services based on a comprehensive approach to risk-focused prevention. The Bill Glass Ministries made a strong commitment in 2001 to expand their ministry to juvenile offenders. Through an intense mentoring program, trained volunteers work with incarcerated youth at the Nueces County Juvenile Boot Camp and the Juvenile Detention Center operated by the Nueces County Juvenile Department. The organization approached mentoring from a quality program perspective and in doing so developed protocols that met the Governor’s Mentor Initiative Quality Assurance Standards for Texas Mentor Programs.

Another collaboration has developed around the need for safe environments and structured activities for at risk youth. Called God’s Gym and sponsored by Calvary Tabernacle, Inc., the program now partners with the Salvation Army which provides the gym, Bill Glass Ministries providing their mentor program, and Nueces County Juvenile Department which continues the work with juvenile probationers. Calvary Tabernacle was also one of the first faith-based organizations to apply for and receive Weed & Seed funding for a Seed Tech Site offering computer tutoring and job search opportunities for neighborhood youth and adults.

In Nueces County there has been growing interest in identifying issues important to government-funded and government-based services and the faith community and moving to the development of service-based programs. Dialogue will develop a common vision, resolve the debates and initiate active and effective partnerships. The P/PV assessment of faith-based programs concludes that “(the faith community) demonstrate their beliefs through their support of the juveniles and their programs and the community they serve. Their credibility with the community and other sectors is high.”

RECOMMENDATIONS - FAITH COMMUNITY

In view of the growing interest in developing collaborations among the faith, services and government sectors, the following are recommendations to strengthen such efforts:

7. Continue identifying faith-based organizations and survey programs and services.
8. Develop messages encouraging opportunities to explore partnerships and develop collaborations.
9. Provide business/operational training in personnel policies, hiring practices, fiscal management and fund raising.
10. Provide cross-site conferences for the faith community that encourages confidence in communicating with the secular world.
11. Promote lay leadership as linkage to business, services and government sectors.

BUSINESS SECTOR

Overview

If any one community sector has traditionally been expected to do the impossible by providing resources that will end social ills, it has been the business community. Whether the perception comes from the duality of a society that believes in free enterprise on one hand and social responsibility on the other and continually questions how one is directly related to the other, or from a sense of desperation that someone with resources must be held accountability for the state of our society...business usually is at the front when it comes to asking for resources. Business, however, relates to the same demographics as do social services, education, law enforcement and other entities working with youth and families lacking daily basic and fundamental resources. These often are employees and families of employees, customers, or even more agonizing, non-employees and non-customers. Business is also and quite definitely a partner in need...reinforcing the theory that community change must involve all segments of the society working in tandem to resolve multiple and interrelated risk factors.

“...demographics have painted a gloomy picture of what Texas would look like in the next century if we do not do a better job of educating all Texans. Trends of a growing unskilled and under-educated workforce will translate into more spending on social programs, higher rates of crime and a reduced ability to compete successfully in the global economy. Currently, only about 20% or one in five Texans earn undergraduate or graduate degrees resulting in a growing education/earnings gap that could mean fewer jobs, less innovation and host of other social challenges in an increasingly competitive world” (*United Policy Statements for 77th Legislative Session*, Metro 8 Chambers of Commerce).

“Development of healthy resilient children results in healthy resilient communities, and a healthy Texas work force. Investment up front in developmental assets

provides significant returns, both from a human and an economic standpoint” (*Strong Children for a Strong Texas: Promoting Positive Outcomes for Texas Youth*, report sponsored by the Texas Health and Human Services Commission, Susan Stone and Associates. January 2001).

Business is concerned with the health of the community now and in the future. While many social services concentrate on more short-term processes, moving a client to self-sufficiency within six months...businesses look also long-term, to what the community will look like years into the future. They are probably more tuned to community change than many in the health and social services industry, since business growth and profit depends on a productive future workforce and healthy customer base. And a healthy economy means more jobs and more opportunities to share the benefits of a society that is able to provide more resources for its members.

In that vein, businesses strive to work in many arenas to provide resources to the community in order to stabilize current needs and to also waylay future problems. As an example of efforts by almost all major businesses in Corpus Christi, CITGO Corpus Christi Refinery promotes its community service activities through thousand of hours donated to support activities such as free lawn care for the elderly and physically challenged to teaching science classes in local schools; donating over \$350,000 to support local nonprofit organizations; and providing a constant forum for open dialogue between the company and community leaders and residents (*Getting to Know CITGO* brochure 2001). Businesses also work in financial partnership with many social services under contracts for services for employees and their families, including substance abuse and family counseling services.

The business community continues to work with social services, law enforcement and education as a partner in maintaining and developing a productive workforce, which is why protecting CHIPS, quality day care and Welfare-To-Work initiatives have gained advocacy in the business sector. Insured children mean less money going to uninsured emergency care and loss of employee work time; plus children who will grow up within a medical family become healthy and productive adults themselves. Parents provided opportunities to receive quality child care and career training ensure an effective workforce. Working adults mean economic stability and better standards of living for their families. High standards of living attract business and industries and leads to economic development. The business sector well understands the positive impact business and community partnerships have on every sector of the community.

Real-World Opportunities for Youth

One area, however, deserves more attention and study...business activities with young people. Of the responding participants in the 2001 Youth Opportunities United Business Community Survey, 36.61% reported providing visits to students in the classroom to talk about career choices and workforce values; 21.26% provided employees as mentors; 34.25% participated in shadowing 18.90% reported internships and 3.15% in registered apprenticeships. Several programs are available that match business volunteers with students in area schools including Junior Achievement, Texas Scholars, school-based and community-based mentor programs, and job shadowing opportunities such as the Take Our Child to Work and Groundhog Job Shadowing initiatives. While most school districts partner with businesses in career and technology experiential

projects and work programs, worksite-based learning opportunities are still limited and not available to all students. The report was optimistic, however, in noting that many businesses were interested in greater participation in business and education partnership initiatives.

On a cautionary note, however, recent studies regarding the growing youth workforce indicate employment during the adolescent years may have negative effects. “Working teens are more likely to have problems in school and are less able to participate in after-school activities than their peers. Furthermore, teens who work more than 20 hours per week are considered to be at higher risk of negative health outcomes” (*Strong Children for a Strong Texas: Promoting Positive Outcomes for Texas Youth*, report sponsored by the Texas Health and Human Services Commission, Susan Stone and Associates. January 2001). Youth employment limited by age and bedded in education rather than production will help provide a healthier base for growth in personal responsibility.

There is dramatically less activity in the business sector working with the highest at-risk youth, particularly those already in the juvenile justice system. There are extremely limited opportunities for work as incentive programs for juveniles returning to the community who need to deal with poverty and self-sufficiency. The tragedy is that society does not recognize the importance of rehabilitation and reentry into the community, so young adult offenders often return to the misbehaviors and criminal activities they developed as youngsters. Programs such as Youth Build which places juveniles in building projects benefitting the community as a whole and blending real-world application through educational curriculum are proving valuable in giving youth the opportunity to learn relevant skills that will help prepare them for the workforce after school. Blended with restitution strategies, initiatives such as these would be valuable in positively linking youth in the juvenile system with the communities to which they will return.

The business community continues to link with services, schools district, law enforcement and the judicial system in an effort to provide resources and address workforce and economic development issues. The three Corpus Christi Chambers of Commerce work particularly with school districts and institutions of higher learning to identify educational and economic development opportunities. Organizations such as the Coastal Bend Business Roundtable provide forums for dialogue between industries while education-based programs such as Tech-Prep and Workforce Network continue to refine services in response to changing needs. While there has been an effort to align these initiatives, it appears communication among them is strong and open even without a formal process.

The priority is to continue bringing non-traditional entities such as social services, education, law enforcement and the judiciary to the table to dialogue and identify common issues.

RECOMMENDATIONS - BUSINESS SECTOR

The following are recommendations to strengthen opportunities for the business community to work more closely with the faith and services sectors:

1. Continue surveying the business sector to catalogue programs and services for youth.
2. Reinforce mentoring and job shadowing through increased promotion and recruitment.
3. Work with secondary education in developing relevant and standards-based curriculum.
4. Study current youth employment opportunities for effectiveness and encourage businesses to

- provide on-the-job training supporting development of personal and social competencies.
5. Work with institutions of higher learning and business development agencies to catalogue local jobs for graduates.
 6. Work with courts and juvenile justice system to identify reentry job skill development opportunities for youth.

COMPREHENSIVE STRATEGY DEVELOPMENT PROJECT PLAN

INTRODUCTION

The Case for Systemic Reform

With Youth Opportunities United progressing to its sixth year, it may be beneficial to begin thinking about where we want to go next by taking a moment to look back to our roots.

“Human behavior is multiply determined. The causes of behavior are variable and of many forms. Many causes are rooted deeply not only in the individual’s life but in the very fundamentals of the life of the society itself. Thus it is that many different professional groups using many different resources have both a legitimate opportunity and an obligation to participate in helping troubled children and their families. We wish to effect a functional coordination between agencies and to bring the various agencies to the attention of those who need them.”

(Printed as *Children and Their Families: Function of the Community*, Hogg Foundation for Mental Health, The University of Texas at Austin, 1974.)

Spoken in 1973 by Dr. J. Cotter Hirschberg at a seminar for directors and trustees of mental health-mental retardation centers in Texas, these thoughts are as clearly relevant today as they were then. Dr. Hirschberg continued, however, to warn of too quickly moving to categorization and labeling, and losing sight of the individual in need in the hurry to coordinate systems. “Categorical divisions and sub-divisions in health and welfare may be necessary for political, administrative, financial, or other reasons. But for the child who is troubled or in trouble, the community should present a broad, easy road to the help he needs, rather than a bank of pigeon holes into which he must be fitted.”

If we wonder just how far we have come since 1973, we must remember these words were set to stir action, much of which has led to the major shifts in service provision during the last twenty some years. Read nearly 30 years later, they prompt us to remember our simpler roots and not forget the child and the family as we strive toward developing a comprehensive and technological service delivery system. Dr. Hirschberg’s parting thoughts are a reminder to us today. “We must seek to activate the inner resources of the individual and the outer resources of the community, sometimes using more of one, at other times using more of the other, to help the child and his parents achieve a better balance in their adjustment to the community within which they live and function.”

Personal and Social Development Models

The case for basing comprehensive strategy on a social development model is rooted in concepts that have been reinforced through practice over the years. Early child development strategies center on

the personal or inner-focused learning skills of infants and young children as much as their social interaction skills. Children learn about themselves first, and in that learning express themselves by interacting with others. As they mature into childhood and adolescence, their personal and social capabilities grow through the support of protective factors...opportunities to build developmental assets, strengthen healthy beliefs and clear standards for behavior, and bond to family, community, school, church and positive peers. The success story is an individual with the ability to maintain himself without the need for outside aid *and* to positively interact within a social system.

One approach to applying this theory first focuses on developing several elements necessary to the growth of personal capacity. The first is the development of emotional intelligence, a learned ability to identify, experience, understand and express human emotions in healthy and productive ways. Emotional intelligence skills are primary factors in motivation and the gateway to lifelong learning. A second element is the development of a functional literacy system, expansion of language and communication capabilities in order to transfer skills to everyday use. The ability to see differences and make good decisions enables the learner to become capable of functioning independent of other systems. A third is the development of an individual's manipulative knowledge and skills which in turn enables the learner to put his/her abilities to work in the physical world. (Concepts developed by Oakwood Solutions, L.L.C., Oshkosh, Wisconsin for personal assessment and career exploration.) The social development model used by Hawkins and Catalano then places the individual in the social setting. The protective factors...opportunities, skills and knowledge, bonding, reinforcement, and healthy beliefs and clear standards...fall in line as environmental support.

It is not necessary for youth services to define themselves as modeling one or the other development concepts. However, youth development programs should recognize that both personal development and social development rely on and strengthen each other. Community youth development *strategies* should consider incorporating both development models, and those containing both of these elements should react well when placed against the comprehensive strategy continuum of care...whether prevention, intervention, sanctioned, confined, or after-care.

The following Comprehensive Strategy Development Project Plan outlines three proposed projects that focus on building both personal development and social development components. In doing so, effort will be made to incorporate systemic reform strategies that focus on individual growth and self-sufficiency within a comprehensive and accountability-based approach to services.

PROPOSED PROJECT - IMMEDIATE IMPACT

Goal I: Comprehensive strategy planning processes will be vibrant and effective.

<i>Action</i>	<i>Timeline</i>	<i>Partners</i>
Objective I.A: Community strategies for youth are data-driven, research-based and outcome-focused.		
<ul style="list-style-type: none"> – Continue gathering data on risk factors – Complete 2nd tier survey of social services, faith community and business sector to continue identifying resources and gaps in services – Develop and implement process to analyze effectiveness of services and service delivery system – Provide training for social services, faith and business youth development organizations in outcome planning and effective operational and program management – Promote personal and social development models among service providers 	<ul style="list-style-type: none"> ➤ Continuing ➤ EOY 2002 ➤ Initiate process by EOY 2002 ➤ Targeted audience training Fall 2002 ➤ Continuing 	Social Science Research Center, Texas A&M University-CC United Way of the Coastal Bend Volunteer Center of the Coastal Bend Coastal Bend Alliance for Youth Commission on Children & Youth YOU Steering Committee
Objective I.B: Collaboration and networking are strengthened through effective promotion and training.		
<ul style="list-style-type: none"> – Provide training for social services, faith and business youth development organizations in collaboration building – Provide training in developing communication and networking technologies, including web page design and internet access – Continue to provide forums for networking and opportunities to identify and explore barriers to effective service delivery 	<ul style="list-style-type: none"> ➤ Training Fall 2002 ➤ Training Fall 2002 ➤ Continuing 	United Way of the Coastal Bend Volunteer Center of the Coastal Bend Del Mar College Coastal Bend Alliance for Youth Commission on Children & Youth YOU Steering Committee
Objective I.C: Collaborative initiatives are adequately funded increasing the community’s capacity to provide a continuum of		

services for youth and their families.		
<ul style="list-style-type: none"> - Identify legislative foci and funding streams supporting legislative issues - Provide training for services personnel on funding planning/development and grant writing - Continue to coordinate collaborative proposals for funding 	<ul style="list-style-type: none"> ➤ Summer and Fall 2002 ➤ Fall 2002 ➤ Continuing 	Coastal Bend Alliance for Youth CC Chamber of Commerce YOU Grants Coordination Office United Way of the Coastal Bend Volunteer Center of the Coastal Bend

Goal II: Substance abuse prevention/treatment organizations, the faith community and the business sector link youth development services with the Municipal Juvenile Court system and the Juvenile Assessment Center.

<i>Action</i>	<i>Timeline</i>	<i>Partners</i>
Objective II.A: Youth development organizations and agencies are prepared to work collaboratively with the juvenile courts and juvenile department in developing a seamless continuum of services.		
<ul style="list-style-type: none"> ➤ Develop a multi-disciplinary team working toward: accountability-based criteria and language commonly recognized by judicial and services, faith and business personnel ➤ Provide training for services personnel in accountability-based sanctions and working with juvenile placed in community service and deferred sentencing ➤ Reinforce referral, record-keeping and reporting systems between courts and services, including integrated paperwork, processes and documentation to streamline offender/client assessment, referral and tracking 	<ul style="list-style-type: none"> ➤ Team developed by EOY 2002 	Initiator and Oversight: YOU Steering Committee Convener: Juvenile Assessment Center Representation: Juvenile Department, Municipal, JP, county courts, law enforcement, health and social services (including substance abuse, family counseling, mental health/mental retardation, and hospitals), education, faith community, business sector
<ul style="list-style-type: none"> ➤ Strengthen computer system linkage between court, Juvenile Assessment Center, Nueces County Juvenile 		

Court, Nueces County Juvenile Department, area school districts and social/health services.		
Objective II.B: Faith-based volunteer programs, such as the Bill Glass Ministries, provide bonding, recognition and reinforcement (protective factors) for youth within the juvenile justice system.		
<ul style="list-style-type: none"> – Identify all faith-based youth development and volunteer programs – Provide volunteer management training to organizations providing volunteer programs with at-risk youth – Promote the need for volunteers – Advocate for compliance with quality program standards 	<ul style="list-style-type: none"> ➤ Fall 2002 ➤ Fall 2002 ➤ Continuing ➤ Continuing 	<p>YOU Steering Committee Mayor’s Faith-Community Task Group Volunteer Center of the Coastal Bend Coastal Bend Mentor Alliance Coastal Bend Alliance for Youth Nueces County Juvenile Department print and broadcast media</p>
Objective II.C: The business sector and substance abuse prevention/treatment providers support youth in the juvenile justice system.		
<ul style="list-style-type: none"> – Identify business opportunities for youth, particularly those business willing or already working with at-risk youth – Identify youth in the juvenile justice system who would benefit from employment/career development (age, economic status, educational attainment level) – Develop capacity of business sector to employ youth reentering the community and implement process for restitution to individual victims and/or class of victims – Support youth entering workforce with substance abuse prevention and self-sufficiency training 	<ul style="list-style-type: none"> ➤ Fall 2002 ➤ EOY 2002 ➤ EOY 2002 ➤ Spring 2003 	<p>Municipal Juvenile Court Juvenile Assessment Center Chambers of Commerce Coastal Bend Business Roundtable Workforce Development Board Workforce Network, Inc. Del Mar College Youth Continuum of Care Coalition Nueces County Juvenile Department</p>

PROPOSED PROJECT - SHORT TERM IMPACT

Goal III: All youth in the Municipal Juvenile Court system participate in accountability-based diversion programs.

<i>Action</i>	<i>Timeline</i>	<i>Partners</i>
Objective III.A: Multi-disciplinary team objectives developed and implemented. (II.A)		
See Objective II.A.		
Objective III.B: Linkage between the Municipal Juvenile Court, Juvenile Assessment Center and social/health services provide opportunities to identify juveniles involved in “gateway” misbehavior and direct juveniles to diversion programs.		
<ul style="list-style-type: none"> – Strengthen case management linkage between court and Juvenile Assessment Center. – Develop capacity of community resource partners to participate in case management system – Advocate for increased funding supporting additional staff and case management capacity 	<ul style="list-style-type: none"> ➤ Continuing 	Municipal Juvenile Court Juvenile Assessment Center Nueces County Juvenile Department Communities In Schools La Raza Youth Continuum of Care Coalition
Objective III.C: Juvenile courts and community organizations partner to provide relevant and appropriate community service opportunities for youth sentenced to community service fine payment.		
<ul style="list-style-type: none"> – Complete survey of organizations needing volunteers and capable of working with youth referred to community service – Educate judges on availability of appropriate community youth volunteer/restitution programs – Develop cross-training for judges and community service providers (Objective II.A.) – Explore opportunities to connect juvenile offenders with crime victims services for education on impact of misbehavior and criminal activities. 	<ul style="list-style-type: none"> ➤ Fall 2002 	Municipal Juvenile Court Juvenile Assessment Center Nueces County Juvenile Department United Way of the Coastal Bend Volunteer Center of the Coastal Bend Family Counseling Service
Objective III.D: Selected juveniles receiving deferred sentencing participate in accountability-based neighborhood diversion		

programs.		
<ul style="list-style-type: none"> – Study Court Appointed Special Assistants (CASA) as model for <i>directed</i> volunteer-based mentoring/monitoring program – Work with Weed & Seed and Community Youth Development (CYD) to identify <i>appropriate</i> site and initiate neighborhood volunteer-based mentoring/monitoring program – Provide <i>directed</i> training through the Juvenile Assessment Center and Bill Glass Ministries – Develop neighborhood based work sites and volunteer opportunities – Initiate program – Develop restitution process and feed-back to courts 	<ul style="list-style-type: none"> ➤ Fall 2002 ➤ Spring 2003 ➤ Summer 2003 	<ul style="list-style-type: none"> Convener and Oversight: Juvenile Assessment Center Municipal Juvenile Court Nueces County Juvenile Court Weed & Seed Community Youth Development Communities In Schools Nueces County Juvenile Department Corpus Christi Police Department Nueces County Sheriff's Department Bill Glass Ministries Chambers of Commerce
Objective III.E.: Substance abuse prevention/intervention/treatment programs provide personal and social competency training for juveniles referred to the accountability-based neighborhood diversion programs.		
<ul style="list-style-type: none"> – Complete survey of available substance abuse resources and define/categorize levels of care – Provide cross-agency training for judges and law enforcement on service capacity – Provide training for faith and business partners on accessing prevention, intervention and treatment programs – Provide personal and social competency training for juvenile referred to program. 	<ul style="list-style-type: none"> ➤ Spring 2003 ➤ Summer 2003 	<ul style="list-style-type: none"> Youth Continuum of Care Coalition Juvenile Assessment Center Communities In Schools Municipal, JP, and county judges Corpus Christi Police Department Nueces County Sheriff's Department Nueces County Juvenile Department

PROPOSED PROJECT - LONG TERM IMPACT

Goal IV: Juveniles leave the juvenile justice system having received training in personal and social competence and reenter the community as productive citizens.

<i>Action</i>	<i>Timeline</i>	<i>Partners</i>
Objective IV.A: The business sector and youth-development services cooperate to provide personal and social competency training for juveniles in justice system and continued as juveniles reenter school system.		
<ul style="list-style-type: none"> – Develop personal and social competency curriculum including job readiness and career exploration – Partner with courts and case management systems to provide training for juveniles 	➤ Fall 2003	Multi-disciplinary Team YOU Steering Committee Chambers of Commerce Youth Continuum of Care Coalition
Objective IV.B: Older juveniles leaving the juvenile justice system are referred to employment opportunities that are relevant and appropriate and focus on developing continuing education opportunities.		
<ul style="list-style-type: none"> – Complete survey of youth employment opportunities and categorize according to economic and education attainment needs of youth – Match juvenile with appropriate employment – Develop entrepreneurship training opportunities for young adults 	➤ Spring 2004	YOU Steering Committee Chambers of Commerce Coastal Bend Business Roundtable Workforce Network Del Mar College Nueces County Juvenile Department
Objective IV.C: Young adults reentering the community participate in job-related continuing education opportunities.		
<ul style="list-style-type: none"> – Strengthen partnership between justice and social services and institutions of higher learning and trade centers – Strengthen GED programs for young adults – Strengthen scholarships for trade schools and technology programs 	➤ Spring 2004	YOU Steering Committee Area school districts Del Mar College Texas A&M University-CC Workforce Development Board Coastal Bend Business Roundtable

Goal V: Diversion and reentry initiatives will be evaluated for effectiveness.

<i>Action</i>	<i>Timeline</i>	<i>Partners</i>
Objective V.A: All partners participate in yearly evaluation of programs and effectiveness of collaboration processes.		
<ul style="list-style-type: none"> – Develop evaluation tools and establish guidelines for evaluation process – Implement – Report 	<ul style="list-style-type: none"> ➤ Beginning Summer 2003 	Social Science Research Center, Texas A&M University-CC YOU Steering Committee

Standing Ready

The following agencies are already involved in or have expressed interest in further discussion regarding the following action items:

<i>Action</i>	<i>Standing Ready</i>
I.A., V.A. Data collection and analysis	*Social Science Research Ctr., Texas A&M U-CC *Corpus Christi ISD
I.B. Collaboration and networking forums	*Coastal Bend Alliance for Youth *Community Outreach, Texas A&M U-CC *Turning Point Counseling Center
I.A., I.B. Training and organizational review II.A., II.B., III.C., III.D., III.E.,	*Volunteer Center of the Coastal Bend *United Way of the Coastal Bend *Coastal Bend Alliance for Youth *Corpus Christi ISD *Nueces County Juvenile Dept.
I.C. Grant Coordination and training in grant writing	*YOU Grants Development Office
II.A., III.A Develop multi-disciplinary team	*Juvenile Assessment Center *Corpus Christi ISD *Youth Continuum of Care Coalition *Mental Health & Mental Retardation, Nueces County *Nueces County Juvenile Dept. *Turning Point Counseling Center
III.D. Develop volunteer-based mentoring/monitoring program for youth receiving deferred sentencing	*Municipal Juvenile Court *Juvenile Assessment Center *Weed & Seed *Calvary Tabernacle Church (Seed Tech Site) *Bill Glass Ministries *Coastal Bend Mentor Alliance *Nueces County Juvenile Dept.
IV.A. Personal and social competency training for youth in juvenile system	*Juvenile Assessment Center *Bill Glass Ministries *Love, INC. *Family Counseling Services *Corpus Christi ISD
IV.B. Education-based employment for juveniles leaving the justice system	*Nueces County Juvenile Dept. *Corpus Christi ISD, Adult Learning Center *Corpus Christi Chamber of Commerce *Coastal Bend Business Roundtable *Workforce Development Board
IV.C. Job-related continuing education opportunities	*Del Mar College *Texas A&M U-CC *Workforce Network, Inc.
V.A. Evaluation	*Social Science Research Ctr., Texas A&M U-CC

THE PLAN WITHIN THE PLAN

The Case for the “Larger Picture”

The **Comprehensive Strategy Development Project** responds to the need to encourage community partners...including the juvenile court system, substance abuse service providers, the faith community, and the business sector...to work collaboratively toward decreasing juvenile crime by developing processes and protocols which would ensure efficient and effective administration of accountability-based sanctions. It also responds to the need to link these community resources with the juvenile justice system in order to provide a network of services specifically addressing restitution and re-entry into the community.

This need was identified in the 1999 *YOU Comprehensive Strategy Plan* corresponding to the goals set out by the Office of Juvenile Justice and Delinquency Prevention’s comprehensive strategy planning process. As outlined in Chart D: Promising Approaches Continuum (*Corpus Christ Comprehensive Strategic Plan* [titled by Southwest Texas University], page 37-38), research on resources and systems indicated Corpus Christi had identified and was working strongly toward collaborative prevention and intervention efforts; was doing well in developing intermediate sanctions and community confinement programs; but was weak in training school and after-care (re-entry) strategies and programs. This weakness was indicated even earlier in the *City of Corpus Christi/Nueces County “State of Readiness Assessment” for OJJDP’s Comprehensive Strategy Training and Technical Assistance* report produced in 1998.

However, the goal of increasing after-care/re-entry initiatives must align with ongoing prevention and intervention efforts. Immediate and short term impact strategies outlined in the *Comprehensive Strategy Development Project Plan* aim at strengthening juvenile justice intervention processes while also providing stronger community resources to work alongside these processes. This effort supports the *YOU Comprehensive Strategy Plan* published in 1999:

- Expand/increase programs that address extreme economic deprivation.
- Support collaboration as a way to increase adequacy of youth programs.
- Continue to focus on prevention programs.
 (“Expand/increase programs for children specifically prenatal through age 10” is not specifically addressed in this Plan.)

Long term impact strategies outlined in the plan can be taken as the end piece to the Continuum of Care...not detracting from prevention efforts but complimenting strategies to identify early developmental issues, prevent misbehavior with education, and respond to gateway activities with intervention initiatives. Early childhood development, substance abuse, family management, conflict resolution, crime victims advocacy, workforce development, literacy, housing, health, education, value-based, and recreational programs must work in partnership with the law enforcement and justice systems in order to continue building toward a seamless continuum of care for *all* children and youth, at any time.

Attention should also be paid to how funding for activities outlined in the *Comprehensive Strategy Development Project Plan* is approached. Many action items transcend the JAIBG proposed focus on juvenile crime and rehabilitation, such as early identification before adjudication; strengthened case management capabilities of support and service agencies; expanded volunteer capacity; inter-agency training; networking for expanded services; integration of protocols and systems; technological improvements. And not least, every responsive initiative must focus on data-based and measurable outcomes, an integral part of any budget. Leveraging resources within the community as well as from state and national funding streams will be imperative. The good story is that many of the resources to accomplish these activities already exist in the community or in funding being drawn down from state and federal streams. Through collaboration and program linkages, new creative mixes of budgeting and financing can be explored.

This report and plan does not suggest that the goals and activities recommended and outlined be given absolute or even priority status in community youth and family development efforts. However, in order to accomplish success in building a full and seamless Continuum of Care, collaborative and outcome-focused strategies such as those recommended must develop. This is an opportunity to see the plan *as part of* the larger picture and develop it as a model for focused and specific systemic reform and outcome-based services for youth.

YOU Within the Community

With the JAIBG award and implementation of the Comprehensive Strategy Development Project, YOU has the opportunity to explore how the YOU comprehensive strategy planning process and subsequent activities corresponds with and impacts wider community planning initiatives. Corpus Christi and Nueces County have a strong history of community efforts focusing on youth issues, seen in the 1990's T-CAP Report, VISION 2000, Commission on Children and Youth *Master Plan*, United Way of the Coastal Bend's *Project Compass*, Council of Governments *Nueces County Community Plan*, and others. National initiatives have also found a home in the Coastal Bend such as the America's Promise initiative, Rotary Club's Voices of Youth project, OJJDP's Operation Weed & Seed, the Community Youth Development project. Within the context of populations and issues other than youth, there have been initiatives to study and plan strategies affecting aging, special needs, disabilities, and undereducated populations; and larger community issues such as the environment, safety, and economic development.

YOU has been successful in encouraging attention to youth and family issues in partnership with other community planning and action initiatives. The following Community Collaborative Initiatives Matrix is only a small sampling of other things happening in the community...it will hopefully instigate thought about how YOU activities fit into and influence the 'bigger picture' and impact the developing, and still fragile, *environment of change* occurring in Nueces County.

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