



*A Comprehensive Strategy uniting the  
community to meet the needs of our youth*

# **Corpus Christi Comprehensive Strategic Plan**

June 1999

## **VISION**

*Corpus Christi and Nueces County will be a community committed, philosophically and financially, to the well-being, education and success of children. Government, schools and individuals will work together diligently, interacting and sharing ideas and concerns to improve the quality of life for all citizens. Everyone will be an active participant in promoting a safer and healthier community.*

### **Youth Opportunities United**

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# **SECTION I**

## **I. INTRODUCTION AND BACKGROUND**

### **A. DESCRIPTION OF THE COMMUNITY**

Corpus Christi, Texas, situated on the Gulf Coast midway between Houston and the Mexican border, is the 7<sup>th</sup> largest city in Texas and 59<sup>th</sup> largest in the nation. The Metropolitan Statistical Area, which includes Nueces and San Patricio counties, has grown by over 100,000 since 1975, reaching 381,258 in 1996. Nueces County covers 835.9 square miles, 163 of which are urban. Over 88% of the County population resides in the City of Corpus Christi. The median age is 31.1 years, with 31 percent of the MSA population in the 0-17 age category.

Fifty-two percent of the population is of Hispanic origin. The estimated median household income is \$31,925, with 33.3 percent of the MSA population having a household income of \$19,999 or less. Per capita personal income in 1996 was estimated at \$19,885, which is nearly five thousand below the national per capita income. Countywide population is expected to increase over the next 20 years by approximately 82,000. Much of that population growth is within the under 14 and over 65 age groups. This means that the community has a higher rate of dependents per worker than the rest of the State of Texas.

The community has seen increased diversity in its economic base in the past decade. The petrochemical industry generated one billion dollars in revenues in 1997 and employed over 50,000 workers. Agriculture remains a mainstay of the local economy, with cotton, corn, and sorghum being the primary crops. Tourism produced 500 million dollars in revenues in 1997. The military presence through the army depot and navy air station provides 11,000 jobs in the community. The community is the health care center for the region, employing 24,000 in this industry. A growing teleservice industry is present. The community is a transportation hub for rail, air and highway systems in the region, and it has the 6<sup>th</sup> largest port in the United States. The port moved over 83 million tons of cargo in 1997. The community is served by a growing regional, comprehensive university and a strong community college. However, economic growth has not been as strong as in other regions in the State, unemployment remains higher than the State average, and income levels remain below State averages.

The downturn of the oil industry in the mid-1980's moved Corpus Christi to diversify its economic base to include major development of tourism, health care, business services, chemical and electronic component manufacturing, telemarketing, and international maritime cargo transportation industries. The military maintains a strong presence in the community through the Naval Air Training Command, mine warfare, and military helicopter repair and maintenance. Agriculture and ranching continue to be major contributors to the region.

While Corpus Christi and the South Texas economy are expected to show growth by the end of the decade, statistics also show projected trends toward a young, under-educated, unskilled labor force—a potential threat to future growth and development.

Corpus Christi and Nueces County also have a long history of citizen involvement in community issues. In the last ten years, several assessment and planning initiatives involving thousands of participants have given the city and county direction for growth and development. Many more citizens have given their time and skills in implementing proposed projects. During one such effort in 1992-1993 focusing on youth crime, the Texas Cities Action Plan (T-CAP) initiative, participants agreed on a vision—a picture of what the community can and should look like entering the 21<sup>st</sup> Century. This **Vision Statement** continues to influence community efforts currently underway, from the City of Corpus Christi Commission on Children and Youth's *Master Plan* to Corpus Christi's part in the national youth initiative, America's Promise. It is the vision adopted by this comprehensive planning process, Youth Opportunities United.

**Corpus Christi and Nueces County will be a community committed, philosophically and financially, to the well-being, education and success of children. Governments, schools and individuals will work together diligently, interacting and sharing ideas and concerns to improve the quality of life for all citizens. Everyone will be an active participant in promoting a safer and healthier community.**

## **B. STATEMENT OF THE PROBLEM**

Continued high levels of juvenile arrests and delinquency concern our community and the nation. Locally, while juvenile arrests have declined from 1996 to the present for many offenses, the level of arrests remains significantly higher than at the start of the decade. Community concerns about gang activity, drug use among juveniles, and juvenile violence remain among the most common concerns voiced to community leaders and in local opinion polls. Yet community resources to handle these problems are limited because many other issues compete for the economic resources of local governments. Elected officials have responded to public fears about juvenile crime by passing a slew of “get tough” measures nationwide. However, these measures are too often only band-aids that cover up the wound, without addressing the reasons that youth commit crimes. In this community, measures such as the day-time curfew, zero-tolerance policies in school districts, a juvenile boot camp, and improved class-C misdemeanor tracking are some of the changes made to improve the intervention and sanctioning parts of the local system. While these are necessary in a comprehensive strategy to deal with juvenile delinquency, they do not adequately address underlying causes. The community needs to develop a full continuum of programs from prevention through intervention to graduated sanctions. The problem for Corpus Christi and Nueces County is to develop a spectrum of collaborative preventive programs, while at the same time improving the coverage and coordination of present intervention and sanctioning programs.

To address this fundamental problem, systemic and structural problems must be addressed. Past juvenile delinquency efforts have not been successful because they have focused on keeping juveniles from misbehaving and have had a narrow focus on the school arena or the family. Successful delinquency prevention strategies must be positive. They must emphasize opportunities for healthy social, physical, and mental development. Also, successful delinquency prevention strategies must be comprehensive in scope. They must include the individual, family, school, and community domains. For these successes to occur, a preventive, comprehensive strategy needs to be developed that is risk-focused and based on systematic analysis of factors contributing to delinquency and assessment of resources providing protective factors.

At the start of the YOU process, Corpus Christi and Nueces County had not engaged in a data driven, research based analysis of delinquency risk factors, nor had they systematically completed an assessment of resources providing protective factors. Further, the structure of local prevention, intervention, and sanctioning systems in the community has not been adequately integrated and collaborative. Thus, the problem for the community is to address, by creation and enhancement of structures and systems, an adequate, long-term, continuous process of collaborative analysis, assessment, planning, and implementation of delinquency prevention programs. This comprehensive planning and implementation process must be created to provide the foundation for the community's comprehensive juvenile delinquency prevention program continuum.

### **C. SOCIAL DEVELOPMENT STRATEGY AS A PHILOSOPHICAL FRAMEWORK**

A community's strength depends on commonly held beliefs and values and a shared knowledge and understanding of what is acceptable—what is right. This community's prior planning efforts have assisted in identifying these beliefs. They are well expressed in the Commission on Children and Youth's *Master Plan*. Knowing a community's strengths, however, must be balanced by understanding its weaknesses. What is acceptable and appropriate in a community must answer those things that are identified as inappropriate and possibly damaging opportunities and activities. If not identified and dealt with, these **risk factors** will adversely impact behavior. Risk factors are found in four domains: community, family, school, and individual. These precursors to delinquency have been identified from extensive research. The comprehensive strategy process permits the development of data indicators for the risk factors using local data. This process provides a more accurate image of the causes of delinquency in the community and their connection to protective factors. Without this analysis, what a community may be conscious of, then, is a high number of **problem behaviors** that lead to band-aid measures. What is needed is a process by which a community can identify risk factors while also determining and enhancing those beliefs and practices that define healthy behavior. The ongoing comprehensive strategy process will help this community to be more connected to data and research-based risk analysis than it has been in prior planning efforts.

**Healthy behavior** is the strength of the community. Behavior, whether appropriate or disruptive, is based on an individual's values—the importance we place on those things in our lives that affect us. It is played out in how we feel about ourselves and others around us and how we go about relating to each other at home, at school, in our workplace—wherever we join others in activities. We make appropriate choices when there are clear **beliefs and standards** that relay what is appropriate and acceptable in our society. When these standards are defined and communicated in communities, families, schools and peer groups, they produce supportive practices or activities that provide reinforcement and reaffirmation of the appropriate and acceptable behavior.

For young people, effective practices are those that incorporate supportive relationships with positive adults who provide opportunities for involvement, the skills to be successful in that involvement, and recognition for successful involvement. **Bonding** with others who advocate healthy choices and behaviors helps strengthen a young person's ability to make right choices, avoiding activities and environments that can produce inappropriate, even criminal and violent, action.

Successful **social development strategies** addressing youth issues are the product of a community's commitment to planning techniques that are comprehensive. Through needs assessments that collect data defining the indicators of problems, by identifying productive strategies to address those problems, by encouraging healthy practices, and by measuring the effectiveness of those practices, a community can build a foundation on which to plan, develop and implement strategies that will enhance those things that protect and encourage healthy behaviors. Commitment to the comprehensive strategy planning process is a major step forward for the Commission on Children and Youth in service of its legislated mission: to support a comprehensive system of services and advance policies to meet the needs of the community's children, youth, and their families.



### Five Principles of Effective Community Strategic Planning

1. **Strengthen the family** to instill moral values and provide guidance and support to children.
2. **Support core social institutions** in their roles of developing capable, mature, and responsible youth.
3. **Promote delinquency prevention** as the most cost-effective approach to reducing juvenile delinquency.
4. **Intervene immediately and effectively** when delinquent behavior occurs in order to successfully prevent delinquent offenders from becoming chronic offenders or progressively committing more serious and violent crimes.
5. **Identify and control** the small group of serious, violent, and chronic juvenile offenders who have committed felony offenses or have failed to respond to rehabilitation efforts.

The Five Principles of Effective Community Planning echo the Guiding Values and Principles of the Commission on Children and Youth. These Five Principles, expressed on page four of the Commission's *Master Plan*, demonstrate that this community believes in strengthening the family and core social institutions in order to support the positive development of children. The Values and Principles commit the community to a full comprehensive range of prevention and intervention programs that are proven to be effective through evaluation. Also, the Values and Principles require the community to include youth in its strategic planning process.

Using the Office of Juvenile Justice Delinquency Prevention (OJJDP) Comprehensive Strategy framework, citizens of Corpus Christi have begun building the structure through which the problem of juvenile delinquency will be addressed. The framework is based on five general principles that delineate successful attempts at *comprehensive* community planning from those that only provide band-aids.

The successful implementation of this process depends on the community *as a whole* participating not only in the data gathering—the justification of the need—but also in the development of the services net—a continuum of services that will provide multiple resources to all young people in need. With the development of a community comprehensive strategic plan, citizens of Corpus Christi and Nueces County will accomplish the **Vision** set before the community in the *Master Plan* of the Commission on Children and Youth: a safer and healthier community.

## II. OVERVIEW OF COMPREHENSIVE STRATEGY PLANNING

### A. COLLABORATIVE GOVERNING SYSTEMS

The City of Corpus Christi has a council-manger form of government with a mayor and eight council members elected in accordance with a federally-mandated modified single member district system. Corpus Christi is the county seat for Nueces County and is governed

by a county judge and four elected commissioners. The judiciary system includes justices of the peace, municipal courts, county courts, state district courts, and federal district court.

Seventeen independent school districts serve the Corpus Christi Metropolitan Statistical Area, five of which are located within the City. Of the five, the Corpus Christi Independent School District (CCISD) is the largest, with 62 campuses and approximately 42,000 students in pre-kindergarten through Grade 12. Texas A&M University-Corpus Christi, Del Mar College, Texas A&M University-Kingsville and Bee County College-Beeville serve the higher education needs of Corpus Christi, Nueces County and the coastal bend area of South Texas.

The Greater Corpus Christi Business Alliance (the Alliance) was formed in 1994 by the merger of the Corpus Christi Chamber of Commerce, the Corpus Christi Bay Area Economic Development Corporation, the Corpus Christi Area Convention and Visitors Bureau and the Small Business Development Center. In 1997, the Nueces County Business and Education Coalition merged with the Alliance to become the Alliance Business and Education Committee.

Currently 64 industrial district contracts between the City and industries located outside or adjacent to city limits bring in more than \$4 million in revenue to the city. Most of the heavy industry in the port area is within industrial districts. An Enterprise Zone authorized by the state and approved locally to develop workforce opportunities includes most of Corpus Christi Beach and the downtown area, including the harbor.

The Commission on Children and Youth was established by city ordinance in June of 1994 as an advisory body to the City Council and city staff. The membership of the Commission is structured so that it is itself a collaboration of government, non-profit agencies, businesses, and individuals. In 1998, citizens of Corpus Christi approved an increase in the sales tax directed toward crime prevention programs and projects monitored by the Crime Control and Prevention District. A Council of Governments brings together representatives of local governments to provide direction for the disbursement of state and federal funds to programs. The City is a recipient of Weed and Seed and Community Youth Development (CYD) grants for the development of juvenile crime prevention programs in designated neighborhoods. United Way of the Coastal Bend provides funding and direction to non-profit social service agencies and serves as a collaborative building agent for community planning efforts.

Nueces County, the City of Corpus Christi, and the United Way of the Coastal Bend joined forces as funding partners in the development and implementation of the OJJDP Comprehensive Strategy planning initiative, locally known as **Youth Opportunities United (Y.O.U.)**. The commitment has since extended to include educational institutions and both non-profit and for-profit youth and family serving organizations and institutions. This historic agreement, endorsed by community leaders, has been the key element in the successful planning, development and production of the five-year strategic plan. The continued commitment of all entities will be the key element in the successful completion and implementation of the Comprehensive Strategy plan and accomplishment of the Commission's *Master Plan*.

## **B. STRUCTURE OF THE PLANNING AND COMMUNITY PARTNERS TEAMS**

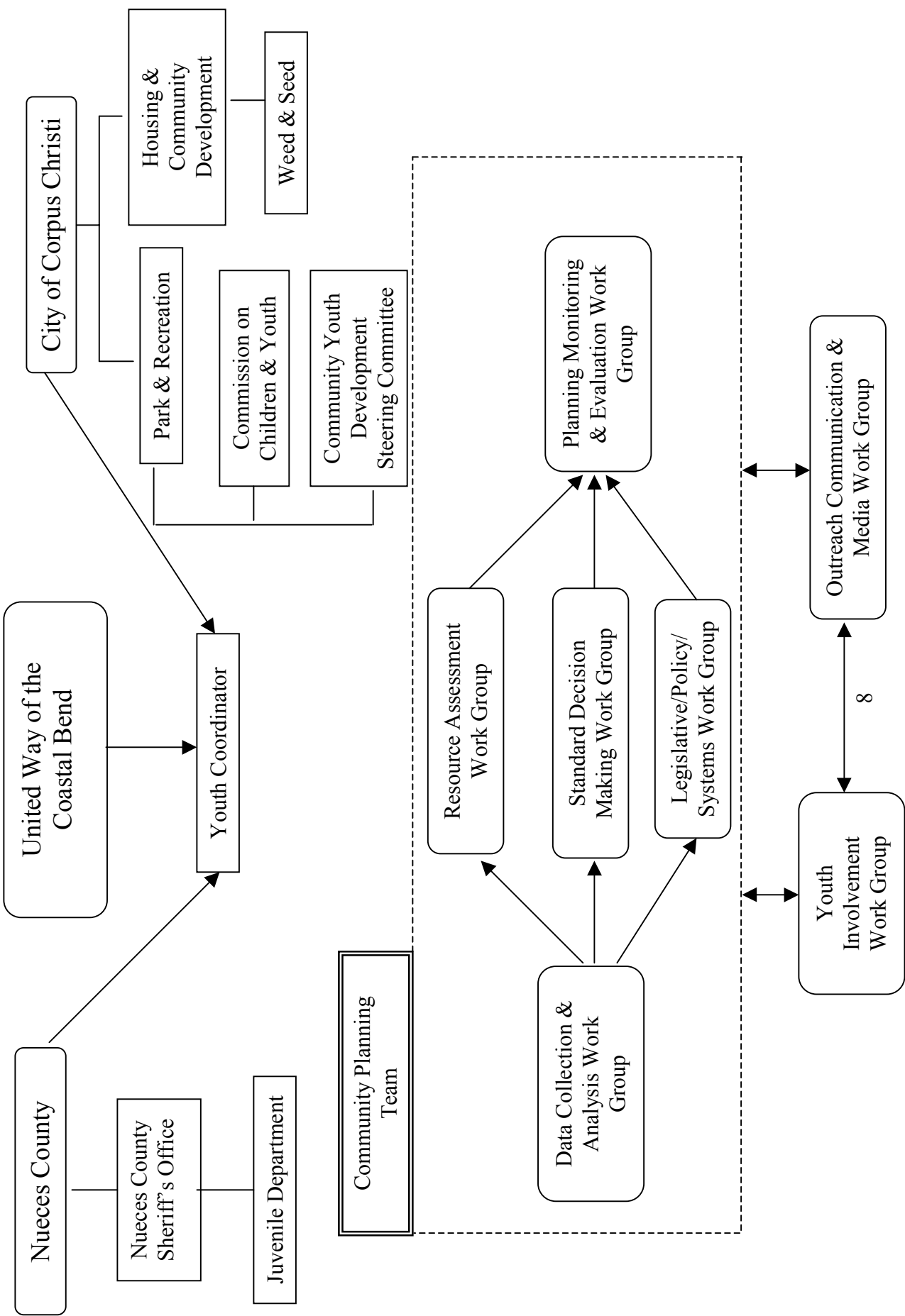
Two groups are participating in the Comprehensive Strategy Workplan as per OJJDP guidelines. The first group is the **Community Partners Team**. This group is responsible for working collaboratively to mobilize support, champion the effort, keep the effort in the public eye, redirect and provide access to key resources, and endorse work of the community planning team and hold it accountable. The goal is to coordinate and consolidate the Commission on Children and Youth's *Master Plan* with the Comprehensive Strategy development process. The group is composed of key leaders from county and city governments and departments, law enforcement and judiciary, school districts, health and human resources agencies, social service organizations, business and professional organizations, civic organization, religion, and representatives from parent and youth groups.

The second group, **Community Planning Team**, is charged with conducting risk and needs assessments, establishing prevention, intervention and sanctions priorities; identifying service gaps; defining best practices; and developing long-range, outcome-based strategies. The Team may also be directed to coordinate agency/department policies when needed and to support and develop policies and procedures that institutionalize the comprehensive service continuum. This group, with a membership of almost 100, is composed of representatives from the Community Leaders Team, Commission on Children and Youth members, and representatives from all elements of the community. The Team is divided into seven work groups:

- Data Collection and Analysis
- Resources Assessment
- Structured Decision Making
- Legislative/Policy/Systems
- Planning, Monitoring and Evaluation
- Outreach Communications and Media
- Youth Involvement.

A third group, a **Steering Committee** composed of representatives from Nueces County, the City of Corpus Christi, United Way of the Coastal Bend, the Community Partners Team and Work Group Co-Chairs was formed for the purpose of providing on-going communication between the Work Groups. It also provides communication between the Community Leader Team and support entities. The committee will continue in this capacity as the plan is implemented. (*Refer to Chart A: Comprehensive Strategy Organization.*)

CHART A: COMPREHENSIVE STRATEGY ORGANIZATION



Members of the Commission on Children and Youth volunteered to serve within each of these groups. It was hoped that this would serve to keep the planning process consistent with the *Master Plan* and would provide continuity with past planning efforts.

### C. OVERVIEW OF THE PROCESS

In response to recommendations from several community planning initiatives (particularly the T-CAP, Vision 2000 community planning and United Way *Project Compass* reports), the City of Corpus Christi established the City Commission on Children and Youth in 1995. As charged by resolution, the Commission developed and published a Community *Master Plan* in 1997. The *Master Plan* was adopted by the Corpus Christi City Council and endorsed by the Nueces County Commissioners in April 1997.

In November 1996, Texas was selected by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) as one of seven states to receive funding for training and technical assistance to develop a comprehensive strategy statewide to prevent serious, violent and chronic juvenile crime. In September 1997 the Governor's Office, along with the U.S. Department of Justice and the Texas Department of Protective and Regulator Services, presented the Comprehensive Strategy to Corpus Christi. The Commission's *Master Plan* was accepted by the OJJDP as the basis for a comprehensive strategy initiative and has been recognized as a model plan for other cities in planning their comprehensive strategy. Parallel to this, the Kenedy Foundation began working to pull community leaders together to examine and address serious youth issues. This initiative was the founding source of the Youth Issues Roundtable hosted by Texas A&M University-Corpus Christi, University Outreach, which currently provides an information network for community leaders.

Due in part to the extensive work having been done to address youth issues in the community, Corpus Christi was selected in 1998 as one of the sites in Texas where training would be made available. **Corpus Christi was ready for the Comprehensive Strategy planning initiative.** The Community Planning Team began selection of the seven Work Group members during the spring and all Work Groups were complete and had set meeting schedules by the summer. Following OJJDP guidelines, the groups began the tasks of research, review, and prioritization. They also set time lines for their recommendations and developed strategies for action. Deadlines for project delivery were proposed and approved by the Steering Committee. Each work group built on and supported the other so that there was a seamless process of information gathering, review, and sharing.

**The Data Collection and Analysis Work Group** was responsible for developing a statistical and demographic data profile of the community, collecting juvenile justice data, conducting an analysis of data sources and accessibility, and analyzing the data to identify priorities and key issues. This information was then forwarded to the Resource Assessment, Structured Decision Making, and Legislative/Policy/Systems Work Groups.

**The Resource Assessment Work Group** was responsible for collecting information about existing prevention and graduated sanctions programs. Using data from the Data

Collection and Analysis Work Group, the Resource Assessment Work Group conducted inventory and assessment of programs/services consistent with prioritized risk factors, identified gaps in programs/services, and identified key issues related to program effectiveness and delivery. This information was shared with other work groups.

The Structured Decision Making Work Group mapped the current juvenile justice system and its interaction with the child protective system and other state agencies to identify the critical decision points and document the current decision making processes used at each decision point. This information was shared with other work groups.

The Planning, Monitoring and Evaluation Work Group was responsible for integrating all the issues and recommendations provided by the Data Collection and Analysis, Resource Assessment, Structured Decision Making, and Legislative/Policy/Systems Work Groups. Based on recommendations and issues identified by these groups, the Planning, Monitoring and Evaluation Work Group developed a cohesive five-year Comprehensive Strategy plan and report.

The Outreach/Communication and Media Work Group was responsible for communicating the Comprehensive Strategy process to the key leaders and stakeholders and the community, recruiting and training new planning team members, and educating and updating key leaders, stakeholders, and the public about the work of the Community Planning Team.

The Youth Involvement Work Group, locally named the Y.O.U./America's Promise Youth Advisory Committee, provided input from youth to all work groups.

### **III. COMMUNITY ASSESSMENT**

Each of the Work Groups was engaged in procedures determined by OJJDP guidelines. The following are summaries of Work Group Reports. Please refer to full reports in Section II for a complete commentary on assessment methods, data, projections, and recommendations.

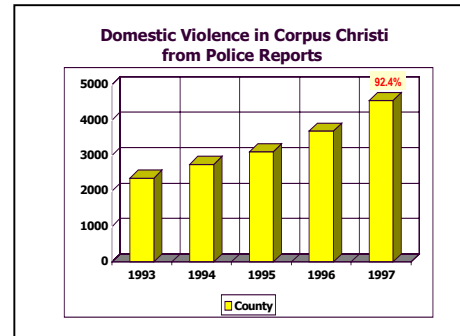
#### **A. RISK FACTOR DATA AND TREND ANALYSIS**

The mission of the Data Collection and Analysis Work Group was to provide to the Y.O.U. Committees and the community as a whole a research and data based image of the risk factors producing juvenile delinquency in the community. It also recommended the Priority Risk Factors adopted by Y.O.U.

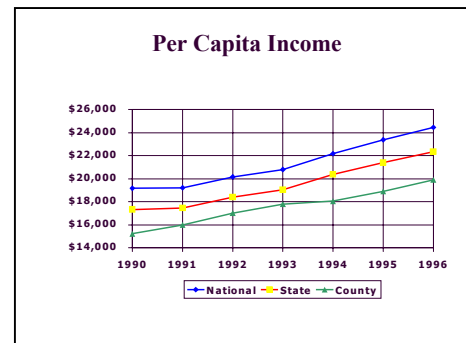
The Data Work Group collected and analyzed data for 51 indicators related to 18 risk factors. Inadequate data or data indicators that point in opposite directions were found for seven risk factors. These factors may have an effect in the community, but additional data is needed to make that determination. The data show that five risk factors are present and contributing to delinquency and other problem behaviors in the community. A third set of risk factors comprises the community's priority risk factors.

An integrated cluster of four risk factor sets was identified as the group of **Priority Risk Factors for the community**. They are related to each other by cause and effect and contribute to all five problem behaviors: delinquency, violence, drug use, teen pregnancy, and dropout. The Priority Risk Factors are reported in their order of seriousness for the community.

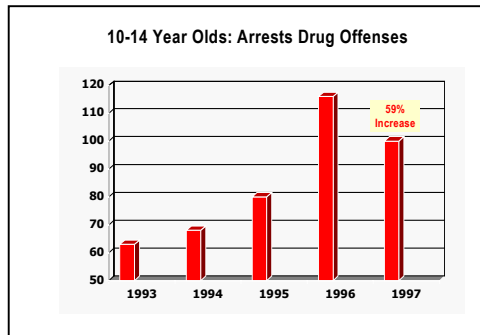
1. **Family Management Problems and Family Conflict** is confirmed by higher rates of child abuse victimization, domestic violence, and divorce in the County as compared to the State, increasing runaway and domestic violence arrests, and increasing numbers of domestic violence victims served by local agencies. These conditions interfere with bonding and the development of healthy beliefs and clear standards. They damage children's potential for development.



2. **Extreme Economic Deprivation** is confirmed by significantly lower per capita income and a higher rate of unemployment for the County when compared to the State. Also, the County has higher proportions of families in poverty and students from economically disadvantaged families than the State. The community has not experienced the same level of economic growth as much of the rest of the State. This leaves families under economic stress and unable to provide adequate support to children. Children grow up in environments conducive to the development of problem behaviors.



3. **Early Academic Failure and Lack of Commitment to School** are confirmed by lower TAAS scores, lower proportions of students scoring above criteria on SAT and ACT tests than the State, and lower average daily attendance rates for major County school districts compared to the State.



**4. Early Initiation of the Problem Behavior** is confirmed by higher rates of delinquency for the 10 to 14 age range than the State and nation, increasing drug arrests for this same age group, frequent higher dropout rates than the State, and a higher teen pregnancy rate than the State.

Data collection was limited by the level of government for which data is tabulated, the absence of data for some indicators, the presence

of multiple school districts in the County, and time limitations on the part of volunteer Work group members.

The Data Work Group recommends that data for five-year periods for current and new indicators be collected. The data set should be updated yearly. The capacity to collect neighborhood data, mapping data, program evaluation data, and resource agency data needs to be developed.

The Data Work Group recommends as its primary objective the creation of a permanent data collection and analysis office with a government agency asked to report regularly to the Commission for Children and Youth. The continuation of the strategic planning process and development of monitoring and evaluation of programs and the plan itself will require continuous data collection and monitoring.

## **DATA COLLECTION AND ANALYSIS RECOMMENDATIONS AND PRIMARY OBJECTIVE**

Strategic and action planning depend on adequate data collection. Additional data will be needed to monitor and evaluate pilot projects, program modifications, and targeted activities. An ongoing data collection system is needed.

The Data Work Group recommends the collection of data for a minimum of a five-year period for each indicator, discovery of new data indicators, and creation of an ongoing data collection effort that continues the collection and analysis effort, localizes data in support of projects, begins to map indicators, and supports the expansion of the resource assessment.

### **PRIMARY OBJECTIVE**

In order to accomplish these recommendations, the Data Collection and Analysis Work Group recommends the creation of a permanent, budgeted, data collection and analysis office by September 1, 1999. The office should be within a government agency, have sufficient full-time personnel, prepare quarterly reports to be provided to the Corpus Christi Commission for Children and Youth, maintain a depository of annual reports from local agencies and establish a file of evaluation reports concerning programs addressing risk factors in the community.



The institutionalization of data collection and analysis by creation of such an office will support the strategic planning, monitoring, and evaluation processes of Y.O.U. over the long term. It is necessary if these processes are to be successful.

## **B. ASSESSMENT OF CURRENT LOCAL RESOURCE CONTINUUM**

This report documents an assessment of 90 existing public and private agencies in Nueces County, Texas which serve youth. The purpose of the assessment was to identify gaps in those programs and services that address the Priority Risk Factors for Nueces County youth. The assessment builds on prior research which identified those Priority Risk Factors as

- family management problems and family conflict,
- extreme economic deprivation,
- academic failure beginning in late elementary school and lack of commitment to school, and
- early initiation of problem behavior.

The assessment initially identified many agencies through an electronic database maintained by the United Way of the Coastal Bend and later identified others through public outreach. Mail and telephone surveys requested basic information about individual agency programs, including program name, number of persons served, ages and genders served, geographic area served, times/days/seasons of delivery, and financial or other eligibility. Researchers then assessed which Priority Risk Factor(s) each program addressed, and how well each program served regional needs regarding Availability (geographic, financial, cultural, physical), Adequacy, Appropriateness, and Acceptability.

Only 32% of the surveyed programs, an inadequate number, address extreme economic deprivation. In contrast, surveyed programs address 48-71% of the other Priority Risk Factors. Most programs surveyed are geographically, financially, culturally, and physically available, but geographic inaccessibility is the greatest accessibility challenge for many programs (21% of all programs surveyed are geographically inaccessible). The majority of programs (71%) are inadequate to serve existing County needs, for they may serve too few youth, have limited times or days of services, have limited locations, or otherwise cannot meet demand. All programs surveyed are appropriate and most programs are acceptable. Most programs focus on prevention rather than intervention or sanction-level. Finally, fewer programs surveyed address needs of infants and children than serve other age groups, and existing infant/youth programs are markedly inadequate to meet demand.

#### RESOURCE ASSESSMENT PRIMARY RECOMMENDATION:

- To increase/expand programs for infants through age 10.

#### SECONDARY RECOMMENDATIONS:

- To increase/expand programs to address extreme economic deprivation
- To assist, support, and collaborate to increase youth program adequacy
- To continue to focus on prevention programs.

Community efforts should concentrate on increasing and expanding prevention/intervention programs to serve youths ages 6-10. Efforts should also increase and expand the number of programs to serve younger children, pre-birth to age 5, and their parents, with special focus on infants (pre-birth to age 2) and their parents, to fill identified community gaps. Children in Nueces County ages 0-10 are not receiving adequate services.

#### RESOURCE ASSESSMENT WORK GROUP ACTION PLAN

Goal: Expand/increase programs that serve infants through age five and their families.

- Programs should address family management and family conflict and extreme economic deprivation by educating families and the community on early child development, child health, brain development, and the promotion of self-regulating behaviors.
- Families should be connected to appropriate community resources with the goal of overall self-sufficiency.

### **C. STRUCTURED DECISION MAKING ANALYSIS**

The role of the Structured Decision Making Work Group is to map the current juvenile justice system to identify the critical decision points and to document the current decision making processes (objective, multi-disciplinary teams, subjective recommendations, staff expertise, etc.) used at each decision point. The Work Group identifies who makes the decision/recommendation at each point, what data is collected, and how the collected data is used, with particular attention to duplication in data collection, variations in definitions of terms, and time required to complete each process. This is not an inventory of programs or options, but of the processes by which youth are placed or moved through the system.

Structured decision making implies that the juvenile should move along the continuum of phases from early intervention to intermediate sanctions to secure corrections. Risk and Needs Assessments are used to determine appropriate placement to ensure “the right program for the right child at the right time.” The sanctions increase as the severity of the offense or

number of offenses occur. Accountability and follow through are a crucial part of the process.

The committee reviewed the descriptions of how children enter each system and the various decision-making processes of the Nueces County Juvenile Justice System, Child Protective Services, Mental Health and Mental Retardation, the Adult Probation System and the Corpus Christi Independent School System.

The following areas were highlighted for improvement under the Juvenile Justice System:

- integration recommendations from the Juvenile Board into the process,
- increased training and education opportunities for the Corpus Christi Independent School District Police Department,
- an intermediate sanction facility to increase accountability for youth who have committed a crime,
- increased case coordination with the Texas Youth Commission, and
- integration of the Juvenile County Court into the structured decision making process.

Under the Child Protective Service System the following recommendations were listed:

- identification of a lead agency for each family with complex problems,
- increased information sharing among agencies as to their services and limitations,
- active participation of the family in the identification of needs and service plans, and
- the creation of simple memorandums of understanding between agencies.

Education is needed regarding the mental health process so appropriate identification of children in need of mental health services can be made and the system better accessed by those already identified. Areas of improvement include a strong collaboration with other entities to develop an integrated system for early identification of children needing behavioral health/substance abuse services.

Greater coordination is needed between the Corpus Christi Independent School District and the Corpus Christi Police Department. An action plan on the handling of juvenile crimes committed on CCISD campuses is being developed. The CCISDPD will receive training, and transportation issues will be resolved.

The Adult Probation Department will participate in a longitudinal study with the Juvenile Department to determine how many juveniles become a part of the adult system.

## STRUCTURED DECISION MAKING PRIMARY RECOMMENDATION

Overall, better agency coordination for the children served is a priority. In order to increase coordination and address the identified risk factors, the committee chose as its priority action item the juvenile assessment center or the expansion of the current **Truancy Reduction Impact Program (TRIP)**. The application of the comprehensive strategy process to the juvenile assessment center and having a coordinated, collaborative approach to all services for children and youth will ensure that Nueces County meets the goals set in the five year plan.

### THE JUVENILE ASSESSMENT CENTER ACTION PLAN/TIMELINE

- In June 1999, have City Council approve plan to open the Juvenile Assessment Center by September 1999 under the management of the city of Corpus Christi using funds from the Crime Control and Prevention District as submitted in the Board's budget to the City Council for the second year of operation.
- Have City of Corpus Christi post job requirement for the positions of director, case managers, and counselors by June 1999.
- Have City of Corpus Christi finalize location of the assessment center by June 1999.
- Have City of Corpus Christi hire the director of the assessment center in June 1999.
- Have director of the assessment center hire the case managers and counselors by mid-July 1999.
- Have the Juvenile Department develop a valid risk/needs assessment instrument to be used in the evaluation of juveniles referred to the Juvenile Assessment Center by August 1999.
- Complete training in the use of the instrument by August 1999.
- Conduct an information system needs study by an IS consultant for the assessment center using funds already allocated by CCPD's Juvenile Block Grant.
- Set up information system, training, and protocols.
- Bring electronic linking of the computer systems of the assessment center to the Municipal Court, Juvenile Justice Department, Justices of the Peace and County Court at Law Courts for prompt information access on juveniles, to be completed by January 2000 using funds in the Juvenile Block Grant.
- Collaborate with existing community agencies to more effectively provide services to youth, thereby lowering the cost of the assessment center and avoiding duplication of services. Collaborative agencies used to provide service to the juveniles and their families will have demonstrated their effectiveness and provide programmatic components consistent with research based "best practices." The identification of and collaborative agreements with these community agencies will be completed by August

1999 by the director of the assessment center. Memorandums of Understanding/Intra-local agreements will be completed as needed.

- Open the Assessment Center September 1999.
- Provide a pre-trial and assessment report and dispositional recommendation to Municipal Court judges and Justices of the Peace by the assessment center case managers as part of juvenile's pre-trial investigation and case information in cases filed after the opening of the assessment center in September 1999.
- Have director, Juvenile Department and others meet with law enforcement to begin the discussion/process of changing the Juvenile Field Interrogation Report to reflect the officer's information on the juvenile's participation in gang activity by October 1999.
- Have assessment center's case managers provide the court with follow up information on the juvenile's and the family's compliance with the court's orders by October 1999.
- Provide ongoing evaluation of the effectiveness of the collaborating community agencies' programs, ensuring that the overall goal of 25% reduction in juvenile arrests, specifically property arrests, is being met as well as allowing for programmatic adjustments as new research is obtained. First evaluation report to be completed by December 2000 by Texas A&M University-Corpus Christi.
- Perform a five year longitudinal study on how many juveniles become a part of the adult probation system.
- Standardize the law enforcement Juvenile Filed Interrogation Report (FIR) county-wide to include information from the reporting officer to determine whether the offenses are gang related or not.

#### **D. LEGISLATIVE/POLICY/SYSTEMS ANALYSIS**

The role of the Legislative/Policy/Systems Issues Work Group is to review and assess current laws, policies, and procedures (local and state level). The work group identifies who is currently making the decisions and recommendations and what Legislative/Policy/Systems need to be prioritized. This would include absence, duplication, or enhancement of systems.

This is a way of looking at gaps in the systems, updating or enforcing policies and making legislative changes to procedure, coordination, and consistent data.

Structured Policy systems implies coordination and communication about systems either in place or not in place. The structure of Legislative/Policy/Systems implies standardizing data collection processes among coordinating agencies. Entities must advocate for a consistent MIS (Management Information System) shared data system with levels of security and confidentiality.

The Committee Work Group received operational issues, city ordinances and copies of agreements. The issues of the committee were to look at the problem areas that produce gaps in the systems. Law enforcement, state agencies, school districts, non-profit agencies,

courts, and social service agencies were reviewed.

The following areas were highlighted for change:

- Recommend a standardized data collection process among coordinating agencies to ensure consistent collection and adequate accessibility. A mechanism should be in place to unify and share consistent data through an MIS (Management Information System) shared Data System, with levels of security provided for confidentiality of the youth and family as appropriate.
- Develop systems where all parties that have an influence on the care of young people share information, e.g., Law Enforcement, State Agencies including TDPRS (Texas Department of Protective and Regulatory Services), school districts, specified non-profit agencies, courts, and social service agencies.
- Strengthen prevention programs that have an evaluation component within their organizational structure and that have been certified or chartered for all groups 0-21 years of age and their families. Our primary focus will be addressing prevention with the children from 0-13 years of age and their families.
- Recommend a policy or process that clearly defines jurisdiction roles and responsibilities of all law enforcement agencies that deal with youth issues. Troubled youth in need of law enforcement intervention are currently being denied services due to jurisdictional discrepancies.
- Recommend school buildings remain open to the community outside of regular school hours to offer more extensive programs and services for youth and their families. Programs should include recreation, mentoring, tutoring, parenting classes, language classes, etc.
- Recommend changes to enhance service delivery to children involved with Child Protective Services and other agencies to evaluate internal processes (caseloads, responsibilities, and additional staff) as compared to the Child Welfare League of America's Report and Judge McCowen's Petition.

Areas of change include the collaboration of entities and the development of an integrated system for consistent data collection and sharing of information.

The end result should be better agency coordination, communication, and collaboration on services provided to children and families. Also, changes should lead to development of a system that addresses the needs of children and makes decision-makers advocates for children.

All participants should develop a plan for prevention (juvenile crime, child abuse, drug abuse, etc.). This plan should show good use of resources already made available at no cost by other agencies and/or community groups.

## **E. OUTREACH, COMMUNICATION AND MEDIA PLANNING**

The Outreach, Communication and Media Work Group is responsible for engaging community leaders and stakeholders in the comprehensive strategy process under Youth Opportunities United (Y.O.U.), for recruiting and training new members to the community planning team, for selling the comprehensive strategy to the community, and educating and updating community leaders, stakeholders and the public about the work of Y.O.U.

One of the first tasks of this Work Group was to develop a logo and a name that would be easily identified by the media/community leaders and public. The official logo “YOU” or Youth Opportunities United was selected for this purpose by the steering committee. The selected logo and name have been utilized as approved.

A fact sheet was developed explaining “where we came from and how we got here.” This became part of a guide made available to the media and also provided for a longer recruitment and orientation packet. This information was distributed to community leaders, media and other persons who attended an introductory press conference on January 19, 1999. For this press release a five-minute video presentation was developed in collaboration with the local ABC/NBC affiliate television stations. Key persons from the City, County, United Way, and Council of Governments were also involved. Introduced at this press conference was a web site.

Utilizing the information provided by the Data Collection and Analysis Work Group, a number of public presentations have been arranged. This presentation, available on Power Point, can be customized for time and/or audience. Consistency of message is provided by a tie-in to community risk factors. Public presentations are an ongoing part of YOU, not just by this work group, but by all participants with public contacts.

The Outreach, Communication and Media Work Group continues to work on several methods of reaching the public. They include:

- Youth Video Programs – The production of half hour video programs about each work group is planned. The purpose is to explain the YOU program to the public via public television. Youth are being hired to complete this project and will be paid for through Texas Workforce Commission summer program funds. In addition, two videos will be produced related to projects, to be completed in October 1999. One is about the Youth Summit in Corpus Christi. The other is about the Youth Council, which includes representatives from twelve local school districts.
- Speakers’ Bureau – Each task force has been asked to designate two persons to be a part of a Speakers’ Bureau. Training and a basic outline are being developed so that all persons present the same message. Several members of this task force have volunteered to be speakers. This Speakers’ Bureau is the basic element of the Five-Year Action Plan.

- Press Conference promoting the final plan – This has been scheduled for June 10 and will be held at West Oso High School. A banner has been made, and a summary of what has been accomplished will be provided to those in attendance.

All past and future activities will have the purpose of image identification. Ideally, all persons will be able to recognize the logo and YOU name. Organizations with programs addressing the risk factors will benefit from this image recognition, which showcases products and programs involved. The community will be aware of and accept the basic principles of YOU. Ultimately we will see a positive change in statistics relating to the youth of our community.

#### OUTREACH, COMMUNICATION AND MEDIA ACTION PLAN

The Outreach, Communication and Media Work Group is responsible for engaging key leaders and stakeholders in the comprehensive strategy process under Youth Opportunities United (YOU), for recruiting and training new members to the community planning team, for selling the comprehensive strategy to the community, and for educating and updating key leaders, stakeholders and the public about the work of YOU.

As part of the five-year comprehensive strategy plan, the Outreach, Communication and Media Work Group will promote Youth Opportunities United to the community so that they will accept, adopt and inculcate the principles of YOU.

To achieve this goal, a Speakers' Bureau will be organized with individuals who will be trained to speak about YOU in order to educate citizens in the community so that they understand the basic principles of YOU. In order to determine if citizens understand these principles, a survey will be developed and distributed at YOU presentations. The survey will also be used to track the number of people who have been educated about YOU. During the five-year timeframe, the Speakers' Bureau will educate the following number of people:

Year 1	700 people
Year 2	1,400 people
Year 3	3,500 people
Year 4	5,600 people
Year 5	10,000 people

Activities of this committee will reach approximately 60% of Nueces County's households by the year 2004.



## **F. Y.O.U./AMERICA'S PROMISE YOUTH ADVISORY COMMITTEE PLANNING**

In March, 1999, the Youth Opportunities (Y.O.U.) Steering Committee, jointly with America's Promise Coastal Bend Connection, initiated the development of a Y.O.U./America's Promise Youth Advisory Committee. The move was in response to the call for youth involvement in the OJJDP Comprehensive Strategy initiative, and followed recommendations from the Commission on Children and Youth and also from the America's Promise national, state and local initiatives.

The Youth Advisory Committee, composed of youth and adults representing a broad range of the community, meets in informal sessions bi-weekly. Goals are (1) to hold a Youth Summit to be held in the fall of 1999 and (2) to develop an on-going community-wide Youth Council. Both will provide opportunities for young people to voice their concerns and issues, participate in community planning, and work on implementing targeted projects and activities.

As an exercise, committee members were asked to address the five behavior problems identified by OJJDP. The group was specifically asked to describe a needed change in each of the five problem behaviors, develop a strategy to accomplish the change, and define what would be the expected outcome. The priority issue and recommendations of the committee are:

**PRIORITY:** The Youth Advisory Committee recommends that community effort be directed toward the development of educational strategies that will provide information (on the need for change and on the resources available to strengthen healthy behaviors) to all segments of the community in order to effect social change.

### **RECOMMENDATIONS (based on the five problem behaviors)**

- Substance Abuse - Reduce alcoholism among young people by educating parents on the availability of alcohol in the home leading to teenage drinking.
- Delinquency - Reduce the number of young people in the juvenile system by educating parents and teachers on the indicators for early identification of problem behaviors.
- Teen Pregnancy - Reach more teenagers and parents with information on teenage pregnancy through educational strategies that allow teens, parents and teachers to learn together about the many issues involved.
- School Dropout - Challenge young people to develop goal-setting techniques and to complete school by educating the business community on the need to provide workforce-readiness activities, such as job shadowing and opportunities for employment.
- Violence - Reduce violence through educating all segments of the community on the early indicators of uncontrolled anger and violence and the affects of media on young viewers.

## **G. SUMMARY OF PRIORITY RECOMMENDATIONS**

The priority recommendations from the Structured Decision Making, Legislative/Policy/Systems, and Data Collection work groups focus on **systemic change**, i.e., changes in information sharing processes, coordination of service processes, and data-gathering and reporting systems. The Resource Assessment Work Group recommendation addresses **program** gaps. Resource Assessment and Legislative/Policy/Systems also look at the impact of service systems directly on **participants** (clients.) Youth Involvement addressed the five behavior problems in developing a **social change** priority. Outreach Communication and Media concentrates on **communication** channels, while Planning, Monitoring and Evaluation focuses on **evaluation** processes.

The following is a summary of the priority recommendations developed by each Work Group.

### **DATA COLLECTION AND ANALYSIS WORK GROUP**

**Priority Recommendation:** Institutionalize data collection and analysis by creating a data collection and analysis office which will support the strategic planning, monitoring and evaluation processes of Y.O.U. over the long term.

**Proposed Action:** Create a permanent budgeted, data collection and analysis office by September 1, 1999. The office should be within a government agency, have sufficient full-time personnel, prepare quarterly reports to be provided to the Corpus Christi Commission on Children and Youth, maintain a depository of annual reports from local agencies and establish a file of evaluation reports concerning programs addressing risk factors in the community. Planning for the creation of the office should start in June 1999 with an opening date of September 1, 1999. Available funds should be solicited for initial operation with long-term funding generated through City and County budgeting process.

### **RESOURCE ASSESSMENT WORK GROUP**

**Priority Recommendation:** Develop programs for infants through age 10. Community efforts should concentrate on increasing and expanding prevention/intervention programs to serve youth ages 6-10. Efforts should also increase and expand the number of programs to serve younger children, pre-birth to age 5 and their parents, with special focus on infants (pre-birth to age 2) and their parents, to fill identified community gaps in services.

**Proposed Action:** Expand/increase programs that address family management and family conflict and extreme economic deprivation by educating families and the community on early child development, child health, brain development, and the promotion of self-regulating behaviors. Families will be connected to appropriate community resources with the goal of overall self-sufficiency.

## **STRUCTURED DECISION MAKING WORK GROUP**

**Priority Recommendation:** Develop better overall agency coordination of services, including shared information about the children served, in order for systems to respond effectively and in a timely manner to the needs of families and children.

**Proposed Action:** Expand the Truancy Reduction Impact Program (TRIP) Center to a twenty-four hour Juvenile Assessment Center providing referral, assessment, case management and follow-up services for juveniles and families referred by law enforcement. Provide pre-court information and recommendations to municipal and justice of the peace courts as well as post-court follow-up and feedback. Approval of the plan by City Council in June 1999 with the Center becoming operational September 1999. Overall goal is to reduce juvenile arrests by 25% by September 2000.

## **LEGISLATIVE/POLICY/SYSTEMS WORK GROUP**

**Priority Recommendation:** Develop a process that clearly defines jurisdictional roles and responsibilities of all law enforcement agencies that deal with youth criminal activity and child victimization.

**Proposed Action:** Develop a standardized data collection process, Management Information System (MIS), with levels of security provided for confidentiality of the youth and family as appropriate. Access among coordinating agencies will ensure consistent collection and adequate accessibility of data, assisting in the determination of jurisdictional roles and responsibilities. The outcome will be a more efficient and effective movement of youth along the continuum of services, with the goal of reducing the number of children in juvenile crime significantly by 2003.

## **OUTREACH COMMUNICATION AND MEDIA WORK GROUP**

**Priority Recommendation:** Promote Youth Opportunities United to the community so that citizens will accept, adopt and inculcate the principles of Y.O.U.

**Proposed Action:** Organize a Speakers' Bureau composed of individuals who will be trained in order to educate citizens in the community so that they understand the basic principles of Y.O.U. Activities of this committee will reach approximately 60% of Nueces County's households by 2004.

## **YOUTH INVOLVEMENT WORK GROUP (Y.O.U./AMERICA'S PROMISE YOUTH ADVISORY COMMITTEE)**

**Priority Recommendation:** Direct community effort toward the development of educational strategies that will provide information (on the need for change and on the resources available to strengthen healthy behaviors) to all segments of the community in order to effect social change.

**Proposed Action:** Develop a community-wide Youth Council by December 1, 1999, which will provide a voice for the youth of the community, act as an advisory committee to city and

county governments on youth issues, and promote the principles of Y.O.U. to all segments of the community.

The priority recommendations reviewed above form the basis of the strategic planning for systemic change in the following action plan.

#### **IV. STRATEGIC PLAN STAGE I**

##### **A. DESIRED OUTCOMES**

As an exercise, the Y.O.U./Americas Promise Youth Advisory Committee (the Youth Involvement Work Group) was asked to address the five behavior problems identified by OJJDP. The group was specifically asked to define change in each of the behaviors and determine the strategy for change and the outcome. The Planning, Monitoring and Evaluation Work Group extended the matrix to identify which of the six priority risk factors would be addressed and to indicate a target project which would impact the problem behavior.

*(Refer to Chart B: Desired Outcomes Matrix - Impact on Problem Behavior.)*

**CHART B: DESIRED OUTCOMES MATRIX—IMPACT ON PROBLEM BEHAVIOR**

<b>Problem Behavior</b>	<b>Change</b>	<b>Strategy</b>	<b>Outcome</b>	<b>Risk Factor Addressed</b>	<b>Target Project</b>
Substance Abuse	Less teenage drinking at home	Educate parents about availability of alcohol at home leading to teenage drinking	Reduce availability of alcohol in the home, reducing alcoholism among young people	Family management Early initiation of problem behavior	Juvenile Assessment Center Safe Communities Success by 6®
Delinquency	Catch problem behavior early	Educate parents and teachers on indicators for early identification of problem behaviors	Fewer young people in trouble in the juvenile system	Family management Academic failure Early initiation of the problem behavior	Juvenile Assessment Center YOU Initiative Success by 6® Safe Communities
Teen Pregnancy	Change educational attitudes	Educate teachers, parents and youth together on multi-issues	Effective education strategies reaching more teens and parents	Extreme economic deprivation Family management Family conflict Lack of commitment to school Early initiation of the problem behavior	YOU Initiative Success by 6®
School Dropout	Increase incentives to stay in school and complete education	Educate business community on need for youth job shadowing and opportunity for employment Teach young people goal-setting techniques	More young people staying in school – challenged to complete education	Extreme Economic Deprivation Lack of commitment to school Early initiation of the problem behavior	Juvenile Assessment Center YOU Initiative Success by 6®
Violence	Less violence through anger control and awareness of influences through media	Educate community on anger indicators and affects of media on young viewers	Reduce violence through anger control, conflict resolution	Family management Lack of Commitment to school	Juvenile Assessment Center YOU Initiative Safe Communities

## **B. TARGET PROJECTS**

In adopting the five principles of effective community planning (see page 5), it was determined that prevention efforts should focus on interventions that:

- address identified risk factors to which most children in the community might be exposed,
- focus on young people exposed to multiple risk factors,
- address risk and protective factors early in the life of young people,
- address multiple risk factors in multiple domains,
- create a continuum of prevention and intervention services,
- reach and communicate effectively with all young people and their families,
- work for the long-term, and
- involve a service delivery system that is unified in its vision of risk-focused prevention.

The Y.O.U. Community Planning Team agreed to focus attention on five target pilot projects. Each immediately addresses most or all of the six priority risk factors determined by the Data Collection and Analysis Work Group and gaps in services identified by the Resource Assessment Work Group. These projects provide an opportunity to impact problem behaviors through strategies that are data driven, research based and outcome focused.

## **JUVENILE ASSESSMENT CENTER**

The Juvenile Assessment Center will provide assessment, referral, case management, and follow-up services for juvenile and families referred by law enforcement or the municipal courts. The assessment center will provide for pre-court information and recommendations

to municipal and justice of the peace courts as well as post-court follow up. Electronic linkage of the Center with the Municipal Court, Juvenile Justice Department, Justices of the Peace, and County Court at Law will provide prompt information access on juveniles. Collaboration with school districts and existing community youth agencies will effectively provide services to youth and their families. Ongoing evaluation of the effectiveness of the collaboration and the collaborating community agencies' programs will ensure that the overall goal of a 25% reduction in juvenile arrests, specifically property arrests, is met. The Center is expected to open in September of 1999 and serve 600 youth in the first year.

<p>Risk Factors Impacted:</p> <ul style="list-style-type: none"><li>Family Management</li><li>Family Conflict</li><li>Academic Failure</li><li>Lack of Commitment to School</li><li>Early Initiation of the Problem Behavior</li></ul>
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## **Y.O.U. (YOUTH OPPORTUNITIES UNITED) INITIATIVE**

The Y.O.U. Initiative is a supervised after-school multi-activities program for middle school students at selected sites, supported with paid adult and youth staff and volunteer assistance. The project will establish an extensive collaboration between existing community-based resources, social services, agencies and volunteers to provide middle school-aged youth with (1) after school educational instruction and recreational programs; (2) a nutritional program; (3) youth and family counseling; (4) substance and alcohol abuse prevention programs; (5) student mentoring; and (6) youth employment. The focus of the project is on prevention of delinquent activity with emphasis on identifying gaps in services and/or overlapping services, allowing at-risk youth to fall through the cracks as outlined in the Y.O.U. Assessment Report. The project will be initiated in September, 1999, at six sites, and is expected to impact over 1200 students through May, 2000.

Risk Factors Impacted:  
Extreme Economic Deprivation  
Family Management Problems  
Family Conflict  
Lack of Commitment to School  
Early Initiation of the Problem Behavior

## **SUCCESS BY 6 PROJECT**

The Y.O.U. process has determined that teen pregnancy is a major problem in Nueces County which exacerbates the delinquency risk factors of family management problems, family conflict, and extreme economic deprivation. Each of these risk factors also works against the development of healthy, successful children being born to and raised by young parents. Success by 6, through a collaborative effort, is developing community strategies designed to assist all children by addressing the needs of teenage parents: appropriate nutritional counseling, parenting skills and psychological counseling. The development of a resource guide of services available to children (prenatal through 18) will be distributed to all school counselors and participating faith counselors. Training for school counselors on community services and referral processes will be scheduled.

Risk Factors Impacted:  
Extreme Economic Deprivation  
Family Management Problems  
Family Conflict  
Academic Failure  
Lack of Commitment to School  
Early Initiation of the Problem Behavior

Initiation of the projects activities is expected to begin in November, 1999. Programs involved in the collaboration can expect to impact 400 teenage parents during the first year.

## SAFE COMMUNITIES

The Safe Communities concept will provide premier community support through enhancement of mental, emotional, and physical safety with awareness programs, activities and education. This support will be based on analysis and ongoing collection of data related to the safety needs and efforts in Nueces County. Safe Communities will collaborate with other groups and coalitions to meet our common goal of achieving a Safe Community in Nueces County. Community coalition building has begun. The data collection and planning phases begin in September 1999. A safety plan for the community is to be completed by October 2000.

<p>Risk Factors Impacted: Family Management Family Conflict Early Initiation of the Problem Behavior</p>
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## MENTOR NETWORK

Research indicates mentoring, an intense, prolonged and active relationship between caring adults and young people, is a successful strategy in providing at-risk youth with the resources and tools to become responsible participants in the community. Through role-modeling healthy and proper behaviors, mentors pass on to young people the values and beliefs of the community that encourage healthy behavior. The Mentor Network was organized in 1997 in response to the Commission on Children and Youth's *Master Plan* directive to identify and coordinate youth services. It provides opportunities for mentor programs to combine resources, share materials, expand recruiting and training components, and promote mentoring as a community volunteer strategy. Members of the Network are participating in the development of a state-wide mentor network and the establishment of quality standards for mentor programs.

<p>Risk Factors Impacted: Extreme Economic Deprivation Academic Failure Lack of Commitment to School Early Initiation of the Problem Behavior</p>
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The objective of the Mentor Network initiative is to provide at-risk youth with adult support that will encourage healthy activities and deter improper behavior leading to truancy and misbehavior. The goal is to have local quality standards for mentor programs in place by July 1999; to develop a promotion plan to reach 80% of the major industries and businesses in the region with information on mentor opportunities for employees by September 1999; and to match over 2,000 identified at-risk youth with eligible and trained mentors by November 1999.



### C. SYSTEMS AND LINKAGES

In the development of the target projects, however, systemic changes have been identified by the Work Groups that must occur in the project development stages and as the projects are implemented. An extension of the Desired Outcomes matrix would include references to gaps in linkages and systems that ultimately discourage the accomplishment of program goals. These are summarized from the Work Groups:

Practice	Gap	Resolution
Resource Assessment	Need to increase agency response rate to data collection to determine efficiency and effectiveness of service continuum. Data gathered indicated need for programs responding to economic deprivation; geographic accessibility; services for young children (prenatal through 10).	Development of ongoing data collection and evaluation processes. Increased/Expanded programs addressing young children and families and economic deprivation; expand accessibility of programs;
Objective Decision Making	Need for better coordination of processes directing movement of youth (and families) within and between systems	Increased information sharing among agencies as to services and limitations; shared system of early identification of children needing services; active participation of family in service planning.
Legislative/Policy/Systems (Information Systems)	Need for standardized data collection process and clearly defined jurisdiction roles and responsibilities	Initiation of a lead agency approach augmented by case management processes; simple and generic memorandum of understandings outlining services and roles and responsibilities; active participation of family in service planning.

Accomplishment of benchmarks established in these three areas will indicate a much clearer path for the success of target projects. The challenge will be implementing changes in systems and linkages at the same time target projects are being implemented.

## **D. PLANNING FOR SYSTEMIC CHANGE**

The Planning, Monitoring and Evaluation Work Group, after reviewing the reports from the Data Collection and Analysis, Resource Assessment, Structured Decision Making, Legislative/Policy/Systems, Outreach, Communication and Media, and Youth Involvement Work Groups, agrees that there is a need to identify more community services and resources, assess the effectiveness of existing programs which did not respond to the initial surveys, and continue with collection and review of past and new data. These issues reflect a major barrier to the completion of a five-year comprehensive plan: insufficient information on which to base a completed *comprehensive* strategic plan. Instead, the Planning, Monitoring and Evaluation Work Group suggests that the YOU Strategic Plan be taken as a point in time document—that it provide a framework from which to continue to build toward a long-term comprehensive plan for community action.

With this suggestion in mind, the Planning, Monitoring and Evaluation Work Group concludes that the tasks of identifying outcomes in regard to program and juvenile behavior change outcomes should be completed in the next year. Specific outcomes in the following four areas need to be identified and placed in the next edition of the YOU Strategic Plan:

- (1) program and participant outcomes within 6 months to 3 years;
- (2) priority area outcomes within 3 to 10 years;
- (3) problem behavior outcomes within 10-15 years; and
- (4) attainment of community vision within 15-20 years.

Evaluation determinates will result directly from progress made toward the accomplishment of Work Group recommendations addressing (1) *program and participant change* measured by standard and acceptable statistical data gathering techniques reporting positive outcomes and (2) *systemic change* within priority areas measured by a decrease in identified gaps and an increase in services provided.

Evaluation development is embedded in the plan rather than standing as an established process due to a weakness in baseline data. The work group has determined there is a need to identify more community services and resources, assess the effectiveness of existing programs which did not respond to the initial surveys, and continue with collection and review of more current data as it becomes available.

Recognizing that this document defines only the beginning of an ongoing and intensive research, planning and implementation process, the Planning, Monitoring and Evaluation Work Group supports the following recommendations:

### **COMMUNICATION PLANNING OUTCOMES (ongoing)**

**Outreach, Communication and Media Work Group:** Promote Youth Opportunities United (Y.O.U) to the community so that citizens accept, adopt and inculcate the principles of Y.O.U.

**Work Group Recommendation:** Organize a Speakers Bureau under the Commission on Children and Youth and composed of individuals who will be trained to educate citizens in the community so that they understand the basic principles of Y.O.U. Activities of the Bureau will reach approximately 60% of Nueces County households by 2004.

#### **COLLABORATION PROCESS OUTCOMES (present to 1 year)**

**Planning, Monitoring and Evaluation Work Group:** Work Groups continually noted the need for coordination of services and shared information. Systemic change strengthening linkages and systems within and between agencies will enable programs addressing youth issues to make the best use of their resources to reach targeted populations with efficient and effective programs.

**PME Recommendation:** Coordinate community projects (i.e., Weed and Seed, Community Youth Development (CYD), Youth Opportunities United (Y.O.U.), and the Juvenile Assessment Center) through a Youth Services Office supported by the Commission on Children and Youth, with the purpose of maintaining the integrity of the Comprehensive Strategy Plan, monitoring progress on the recommendations and action items, and continuing to promote the Vision to the community. The office, funded through city and county budgets with private, business, foundation and grant support, will open by June 2000.

#### **PROGRAM AND PARTICIPANT OUTCOMES (6 months to 3 years)**

**Data Collection and Analysis Work Group:** The continuation of the strategic planning process and development of monitoring and evaluation of programs and the plan itself will require continuous data collection and monitoring. The Data Work Group recommends that data for five-year periods for current and new indicators be collected and updated yearly.

**Work Group Recommendation:** Create a permanent, budgeted data collection and analysis office by September 1999. The office, established within a government agency with full-time staff, will be responsible for preparing reports to the Commission on Children and Youth, maintaining a depository of annual reports from local agencies, and establishing a file of evaluation reports concerning programs addressing risk factors in the community.

**Resource Assessment Work Group Recommendation:** Ongoing data collection efforts on a regular basis will increase the agency response rate and provide more complete information to enable more detailed future assessment.

#### **PRIORITY AREA OUTCOMES (3 years to 10 years)**

**Structured Decision Making and Legislative/Policy/Systems Work Groups:** Develop a process that clearly defines jurisdictional roles and responsibilities, and develop better overall agency coordination of services, including shared information in order for systems to respond effectively and in a timely manner. Structured decision making implies that the juvenile should move along the continuum of phases from early intervention to intermediate sanctions

to secure corrections. Systems should ensure the right program for the right child at the right time.

**Work Group Recommendations:** Develop a standardized data collection process, Management Information System (MIS), with access among coordinating agencies to ensure consistent collection and adequate accessibility of data by 2004. (Build from current juvenile justice and health system and workforce development networks focusing on standardized entry and case management systems.) Information generated will allow agencies and organizations to identify gaps in the continuum of services and enforce linkages. The system will be maintained by the Youth Services office.

### **PROBLEM BEHAVIOR OUTCOMES (10 years to 15 years)**

**Youth Involvement Work Group:** Direct community effort toward the development of educational strategies that will provide information (on the need for change and on the resources available to strengthen healthy behaviors) to all segments of the community in order to effect social change.

**PME Recommendation** Develop a 20-year action plan that addresses the five problem behaviors based on identified outcomes. Establish baseline with data collected from three previous years (1997-2000). Initiate a first tier tracking component in 2000 that will track youth from birth (or prenatal) to age 10, completed in 2010, in order to monitor social behavior changes. The data collection and analysis office will maintain tracking and benchmark records. The Youth Services office will generate annual reports to the community regarding progress reported from youth service agencies.

### **COMPLETING THE VISION (15 years to 20 years)**

**Planning, Monitoring and Evaluation Work Group:** The concept of comprehensive strategic planning implies longitudinal thinking. This is not a one-time activity—it is the development of processes and procedures that form a foundation for building a community's Vision.

**PME Recommendation:** Maintain the structure of the comprehensive strategic planning process as an addendum to the Commission on Children and Youth, and managed through a Youth Services Offices. Plan a succession of reports to the community on the status of the Comprehensive Strategy Planning initiative, beginning with the first comprehensive Participant and Program Outcome Report in June 2000 and ending with a community celebration of its Vision in 2020.

*(Refer to Chart C: Five-Year Strategic Plan.)*

**CHART C: FIVE-YEAR STRATEGIC PLAN**

<b>Project</b>	<b>Strategy</b>	<b>Population Target</b>	<b>Performance Measure</b>	<b>Start or Completion Date</b>	<b>Responsible Agencies</b>	<b>Technical Assistance</b>	<b>System/Linkage Issues</b>
Juvenile Assessment Center	Holding facility for daytime and nighttime curfew violators; Assessment of social service needs Referral to appropriate services; Tracking to determine compliance and outcomes	Serve approximately 600 youth in the first year	25% reduction in juvenile arrests	Center operational September 1999	Municipal Courts School District Law Enforcement Social Service Agencies	Information system; Evaluation Component	Data collection and sharing among participant agencies; Inter-agency agreements of roles and responsibilities; Tracking component
Y.O.U. After-school Initiative	Structured after-school activities for middle-school youth; Site coordinator from law enforcement field; Youth employment; Access to social skill activities, programs provided by youth service agencies	Serve approximately 1200 students the first year	25% reduction in juvenile crime arrests between 3:00-7:00 p.m. by September 2000	Operational at 6 sites September 1999	School Districts Youth serving agencies Law enforcement	Information system; Tracking component	Inter-agency agreements of roles and responsibilities; Tracking component
Success by 6®	Multi-agency program to provide social service assistance and educational and workforce opportunities to teenage parents; services for children prenatal through age 10	Nueces County	Multi-level services to 400 teenage parents by November 2000	Project operational November 1999	Social service agencies School districts	Information system; Tracking component Evaluation component	Inter-agency agreements of roles and responsibilities; Data collection and sharing among participant agencies

**CHART C (cont.) PAGE 2**

<b>Project</b>	<b>Strategy</b>	<b>Population Target</b>	<b>Performance Measure</b>	<b>Start or Completion Date</b>	<b>Responsible Agencies</b>	<b>Technical Assistance</b>	<b>System/Linkage Issues</b>
Safe Communities	Collaboration of agencies to educate public on safety issues; Collection and sharing of data on safety needs of community	Nueces County	Data collection system in place and safety plan developed	Project operational September 1999	Health care and social services agencies School districts Law enforcement Texas A&M University-CC	Information system	Data collection and sharing among participant agencies
Mentor Network	Network of agencies providing mentor programs; Sharing information and resources to promote mentoring to the community; Monitoring quality standards of programs;	Goal is to match 2,000 identified at-risk youth with eligible and trained mentors	School attendance rate increase among target population by 25% by November 2000	Youth matched with mentors by November 1999	Network Membership composed of School districts, youth serving agencies, Greater Corpus Christi Business Alliance, professional and civic organization	None at this time	Successful model in place
Y.O.U. Speakers' Bureau	Individuals trained to promote the principles and activities of the Y.O.U. initiative to the public	60% of Nueces County households	Effectiveness of initiative determined through survey tools	Population target reached by 2004	Y.O.U. members	Survey	Tracking component
Data Collection and Analysis Office	Permanent office established to collect and analysis past and current data, survey agencies regarding program outcomes, maintain reports, and preparing reports to the community on data and trends	All government, social service and youth serving agencies	First Y.O.U. Comprehensive Participant and Program Outcome Report published June 2000	Office operational fall 1999	City and County through the Commission on Children & Youth	Information system; Tracking component; Evaluation component	Data collection process and sharing among community agencies; Definition of outcome standards; Coordination of agency evaluation tools and techniques

**CHART C (cont.) PAGE 3**

<b>Project</b>	<b>Strategy</b>	<b>Population Target</b>	<b>Performance Measure</b>	<b>Start or Completion Date</b>	<b>Responsible Agencies</b>	<b>Technical Assistance</b>	<b>System/Linkage Issues</b>
Youth Services Office	Coordination of youth services collaboration and coalition efforts; Monitoring grant programs; Information collection and sharing through MIS project; Maintaining Y.O.U. initiative and reporting progress toward vision to community	All government, social services and youth serving agencies	Collaboration evaluation report after first year June 2001	Office operational June 200 MIS completed by 2004	City and County through the Commission on Children & Youth	Information system collection and management system (MIS); Tracking component; Evaluation component	Data collection and sharing among all community participants; Tracking component; Recording and reporting structure.

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## V. STRATEGIC PLAN – STAGE II

### A. PROMISING APPROACHES

While the Corpus Christi Comprehensive Strategy planning initiative has identified five target projects that are based on current data and available research, there is a strong commitment to the development of a process that will continue to grow and expand into new strategies and initiatives. **Taken as a point-in-time report, this Five-Year Comprehensive Strategic document is not expected to solve the problems of the community, but rather to give the community a framework—a structure—through which problems will be solved.** In that respect, based on priority recommendations while taking into account the identified gaps and the linkage and system changes needed, a series of promising approaches in addressing the continuum of services gives the community guidelines for future planning. Following is a matrix of existing program strategies that fall within the graduated system of sanctions and intervention continuum.

*(Refer to Chart D: Continuum.)*



**CHART D: PROMISING APPROACHES CONTINUUM**

<b>Continuum</b>	<b>Existing Approaches to be Coordinated</b>	<b>Priority Risk Factor Addressed</b>	<b>Protective Factor Increased</b>	<b>Gaps To Be Closed (if applicable)</b>	<b>Objective Decision Making Practices (if applicable)</b>	<b>Information Systems Practices (if applicable)</b>
Prevention for all youth	Pre-post natal education & support; Parenting education; Drug/Alcohol education; Values clarification; Recreation; Life skills training	Family management; Family conflict; Early initiation of problem behavior; Extreme economic deprivation	Bonding; Healthy beliefs and clear standards	Need for early childhood programs; Greater accessibility of programs	Make the best use of limited resources	Coordinated data gathering and sharing
Prevention for youth at greatest risk	Curfew enforcement Truancy consequences; Home visitation; Drug/Alcohol education; Life skill training; Mentoring	Family management; Family conflict; Lack of commitment to school; Extreme economic deprivation	Healthy beliefs and clear standards	Limited evaluation of successful prevention program strategies for expansion or replication	Coordination of tools and process used for identification of early problem behaviors	Shared knowledge of services available; Determination and coordination of case management system
Immediate intervention programs	Support system enhancement; Abuse identification; Mental health services; Cognitive therapy; Conflict resolution training; Teen court; Empathy development; Mentoring	Family management; Family conflict; Lack of commitment to school; Extreme economic deprivation	Healthy beliefs and clear standards	Lack of coordination of processes directing movement of youth within and between systems	Coordination of risk screening, needs assessment, and process outcomes tools	Coordinated system of referrals; Active case management process

**CHART D (cont.) PAGE 2**

<b>Continuum</b>	<b>Existing Approaches to be Coordinated</b>	<b>Priority Risk Factor Addressed</b>	<b>Protective Factor Increased</b>	<b>Gaps To Be Closed (if applicable)</b>	<b>Objective Decision Making Practices (if applicable)</b>	<b>Information Systems Practices (if applicable)</b>
Intermediate sanctions programs	Diversion Mentoring with reinforcement; Boot Camp; Community service;	Family management; Family conflict	Healthy beliefs and clear standards	Lack of performance measure to determine recidivism	Tracking youth after services	Communication among agencies regarding shared goals and expected outcomes
Community confinement programs	<i>State sanctioned programs:</i> Boot Camp; Community-based, residential and electronic monitoring	Family management; Family conflict	Clear standards	Effective – no gaps		
Training school programs	<i>State sanctioned programs</i>		Clear standards	Need this	Determine benefit to youth and community after incarceration	Communicate training successes with business community; Establish follow up information systems
Aftercare programs	<i>State sanctioned programs</i>		Clear standards	Need to expand	Determine resources	

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**SECTION II  
WORK GROUP  
REPORTS**

**DATA COLLECTION AND ANALYSIS  
WORK GROUP**

**REPORT**

# DATA COLLECTION AND ANALYSIS WORKGROUP

## RISK FACTOR DATA AND TREND ANALYSIS

### INTRODUCTION

Community wide strategic planning processes must be based on the most accurate image of social problems as possible. This is especially so if these processes are intended to result in action plans focused on prevention. The problem image should be developed from real, local data in a comparative context based on proven research. To this end, the Data Collection and Analysis Workgroup was charged with collecting data on the risk factors and data indicators as outlined in *The Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*. Its mission was to provide to the YOU committees and the community as a whole a research and data based image of the risk factors producing juvenile delinquency in the community. The Workgroup took as part of its charge the analysis of the risk factor data and recommendation of priority risk factors for Corpus Christi and Nueces County.

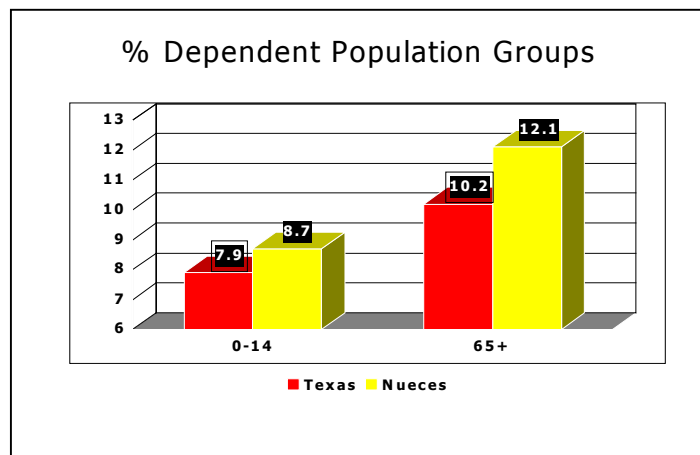
Initially, the Workgroup attempted to collect as complete a set of data indicators as possible focused on data for the years 1995, 1996, and 1997. As time passed, data were added backward to 1993 and forward for 1998 for many data indicators. Effort was made to find data for each of the eighteen risk factors listed in the *Guide*. However, as the priority risk factors became more evident, the Workgroup focused its attention on data clarifying those factors.

An overview of the data found for the risk factors and their data indicators is provided. The overview begins with risk factors for which little data was available and those that do not appear to be significant for the community. It proceeds through risk factors that are clearly present and that contribute to delinquency in the community, but not selected as priority. This is followed by an analysis of the Priority Risk Factors. Finally, data collection issues are discussed and an action step is recommended. Please, refer to the appropriate tables in the **Data Collection Tool**, provided as an appendix, in support of these findings.

Data sources are provided in the **Tool**.

### THE POPULATION CONTEXT

Prior to addressing the risk factors, a description of changes in Nueces County population needs to be provided as a context. From 1990 to 2000, the population for Nueces County is predicted to have increased by 14.5% while the Texas population will have increased 17.6%. Thus, the County is growing at a slower rate than the State as a whole. However, the predicted growth for the Nueces County 0 to 14 age group is 20.2% and for the 65 and over age group the predicted growth is 37.4%. Both of these are near double the predicted changes for the State as a whole. As a result



of the larger growth in the young and old age groups, Nueces County will have only 58% of its population in the 18 to 64 age range as workers and tax payers compared to 62% for Texas. The County will have a greater ratio of dependents to workers. Therefore, it is likely that both personal income and tax payments of County residents will need to go farther and work harder than in other parts of the State. Family and community resources both in terms of active adults and funds are less available to deal with risk factors in this community than in others.

## **RISK FACTORS WITH POSSIBLE IMPACT ON NUECES COUNTY**

The following seven risk factors may be present in the community. However, inadequate data or data indicators that point in opposite directions have been found.

**Rebelliousness:** No breakdown of suicide by age was discovered. Nueces County reported 52 suicides in 1994 and only 33 in 1996. Juvenile suicides in the County were reported as 5 in 1994, 1 in 1995, 2 in 1996 and, 4 in 1997. These numbers are too small to use in making valid assumptions.

Reported gang involvement measured by gang related crimes has declined in Nueces County from 1995 to 1997. This decrease was 29.6%.

Vandalism arrests in the State have decreased 5.9% from 1993 to 1996 after a peak in 1994. Incidents of vandalism reported to the Corpus Christi Police Department decreased 10.6% from 1995 to 1997 after a 6.4% increase in 1996. It may be that the local decrease reflects the downward trend in national and state data for the 1993-1996 time period. Data for a longer time are needed to establish whether a trend is present.

With the present data indicators, this risk factor is not presently contributing to delinquency in Nueces County.

**Transitions and Mobility:** The only data found concerning student movement in and out of school comes from a statewide study in 1994. The study reported that 16.7% of all students registered in the beginning of the 1993-1994 school year had moved by the end of the year. Also, 66% of all first graders registered at the beginning of the 1991-1992 school year had moved within the following four years. An effort should be made to find local data for this data indicator.

Data for the number of new homes constructed and the proportion of residents in rental housing were not found. Several requests for this data met with no response. It is believed that the data exist. An effort should be made to obtain data for these two indicators.

With the present lack of local data, no conclusion can be made concerning this risk factor.

**Parent Attitudes and Involvement in the Problem Behavior:** Adult violent crime arrests appear to have declined in the State, but have increased in Nueces County. From 1993 to 1996, violent crime arrests declined 6.8% in Texas. However, in Nueces County, violent crime arrests from 1995 to 1997 increased 3.2%. Note that violent crime arrests peaked in 1996 and declined in 1997, but remained above the 1995 figure.

Statewide data reported in 1990 indicated that 40% of mothers used alcohol or drugs within the year of pregnancy and 28% used alcohol or drugs during pregnancy. No additional or local data

were found concerning this indicator. It may be possible to obtain data on the number of children born with fetal alcohol syndrome. However, initial attempts did not meet with success.

Alternate data indicators and data for additional years need to be found for this risk factor. At this point, an insufficient base for reaching a conclusion exists.

**Early and Persistent Anti-Social Behavior:** The Workgroup was unable to find data for this indicator for the State, and most school districts were not responsive to this question in our mailed survey. The Corpus Christi Independent School District (CCISD) reported 31.2 discipline incidents per 1,000 elementary students in 1997. This rate is similar to the 31.9 per 1,000 reported for all students in the same year. This indicates that discipline problems arise at the same rate in the early and later grades. If anti-social behavior did not start early, the rate for elementary school children ought to be lower than for the later grades. A significant increase in the all student discipline rate is reported by CCISD over the 1993 to 1997 time period as reported in association with a data indicator discussed below.

No adequate data were found in published reports or through our survey for the number of elementary special education students diagnosed with behavioral disorder or attention deficit disorder. Additional attempts to determine if these data are available and obtain them need to be made.

At this point, it may be concluded that this risk factor is likely to be present, but confirmation through a second data indicator is needed.

**Media Portrayals of Violence:** No local data are available for this risk factor. A national study conducted for the National Cable Television Association recently reported that violent content was in 61% of the television programs surveyed. This was an increase from 1984 when only 50% of the programs were found to have violent content. Pay cable networks programming included violent content in 92% of the programs surveyed.

The 1998 Texas Crime Poll conducted by Sam Houston State University indicates that 48% of Texans believe that media depiction of crime and violence have caused a large increase in the crime rate. This figure was an increase over the 28% reporting this opinion in 1978. A similar finding was reported in regard to movies.

Because television programming is available within Nueces County in all formats, it may be assumed that the increase in violent content nationally has occurred locally. Therefore, it is likely that this risk factor is present in the community.

**Availability of Firearms:** Again, no data could be found directly bearing on firearm ownership or sales in the community. A national opinion poll has been taken on firearm ownership by homeowners each year for several decades. This data indicates a steady level of 40 to 42% of American homes report the presence of a firearm. The region in which Texas is placed tends to report greater ownership of firearms than the nation as a whole. Approximately 48% of homes within the region report the presence of a firearm.

Brady Bill applications for firearms have been decreasing both nationally and in Corpus Christi. However, it cannot be determined how many of these applications resulted in a firearm

purchase. Further, these data would not account for firearms sold between citizens and not from a commercial outlet.

It is likely from the survey data that Texas as part of its region has more firearms in homes than the rest of the U.S. This would also be true for the community. While it is likely that this risk factor is present in the community, additional local data indicators need to be found to confirm it.

**Low Neighborhood Attachment and Community Disorganization:** Voter turnout appears to be dropping in Nueces County. At the national and State levels, voter turnout as a percent of the voting age population appears to have dropped somewhat in non-presidential election years. The percent of registered voters who voted in the same elections has dropped significantly.

However, two other indicators show positive trends. The number of churches and synagogues with listings in the Corpus Christi area telephone book yellow pages increased 18% from 1994 to 1998.

Also, the number of homicides in the State and in Nueces County has been dropping. Reported homicides dropped 39.5% from 1993 to 1997 in Nueces County. Historically, local homicide totals have fluctuated dramatically. The 1993 figure is followed by a 60.3% one-year decrease to 1994 and then by a one year 186% increase to 1995. The next two years reflect decreases. Data for a longer time period and alternate data are needed for this indicator.

The data available do not provide a basis from which to judge if this risk factor is operative in the community.

## **RISK FACTORS WITH CLEAR IMPACT IN THE COMMUNITY**

The following five risk factors are supported by data indicators for which adequate data are available. The data permit the conclusion that these risk factors are present and are contributing to the presence of delinquency in the community.

**Favorable Attitudes Toward the Problem Behavior:** Texas school children perceive marijuana and alcohol use as dangerous. However, some disturbing details are present in these data. For alcohol, the proportion of 7th to 12th graders perceiving it as very dangerous declined from 50% in 1992 to 43% in 1998. In the 1994 data, the proportion of students perceiving alcohol use as very dangerous declines from 49.6% of 7th graders to only 42.8% of 12th graders.

For marijuana, the proportion of 7th to 12th graders perceiving it as very dangerous declined from 76% in 1992 to only 58.5% in 1998. In the 1998 data, the proportion of students perceiving marijuana use as very dangerous declines from 74.5% of 7th graders to only 49.4% of 12th graders. Of concern is the fact that in 1998, while only 3% of 7th graders indicated that marijuana was not at all dangerous a full 8.1% of 12th graders believe that it is not at all dangerous.

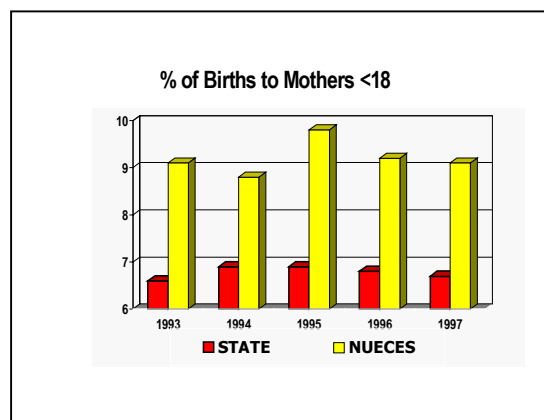
While these data are statewide, they are included in this section because they support the evidence provided below demonstrating a dramatic increase in juvenile drug arrests and drug arrests of juveniles in the 10 to 14 age groups. The significant increase in drug arrests may be related to the changes of attitude demonstrated here. It is believed that this risk factor is present in the community.



**Friends Who Engage in the Problem Behavior:** The best data available concerning reported marijuana and alcohol use by 8th, 10th, and 12th graders' friends comes from statewide surveys conducted every other year from 1992 to 1998. Additionally, 4th to 6th graders were surveyed in 1994 and 1996. Over the 1992 to 1998 time period, an increased proportion of students at all grades reported that some or all of their friends used alcohol. The largest increases were with 8th and 10th graders. A small drop was recorded for 4th to 6th graders from 1994 to 1996. A local survey using these questions would be useful.

Over the 1992 to 1998 time period, an increased proportion of students at all grades reported that some or all of their friends used marijuana. In 1998, nearly double the proportion of students at each grade level reported friends used marijuana than in 1992. An additional 3.4% of 4th to 6th graders reported their friends used marijuana in 1996 as compared to 1994.

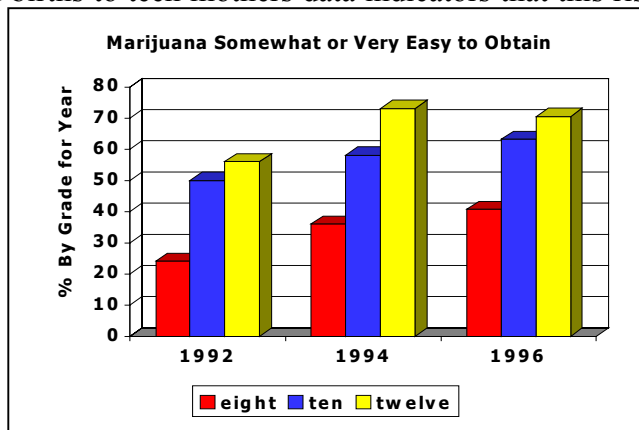
For Texas, the number of juveniles in drug treatment funded by the Texas Commission on Alcohol and Drug Abuse (TCADA) remained relatively stable from 1995 to 1997 with a drop in 1996. Nueces County recorded a significant increase from 1995 to 1996, but remained above 300 in 1997. The low figure for 1995 may reflect a reduction in funding to the County rather than a difference in juveniles needing treatment. No data has been obtained concerning other drug treatment programs operating in the County beyond those funded by TCADA. Data from other treatment programs need to be obtained.



Adolescent pregnancies appear to be a significant problem for Nueces County when compared to the State. The proportion of live births that were to mothers under 18 years of age in the State has remained about 6.9% over the 1994-1996 time period. The figures for Nueces County have varied from a low of 8.8% in 1994 to a high of 9.7% in 1995. The 1995 high placed the County as first in the State for births to teen mothers. The 9.3% figure for 1996 indicated that Nueces County had the highest proportion of births to this age group among the 9 most populated counties in the State.

It is clear from the drug treatment and births to teen mothers data indicators that this risk factor is present in the community.

**Availability of Drugs:** No county or community data were found for student perceptions of the availability of marijuana and alcohol. A statewide survey performed every two years from 1992 to 1998 with students in various grades indicates that Texas school children in the 8th, 10th and 12th grades find marijuana and alcohol about as available as national Texas samples. Clearly, significantly more Texas school children



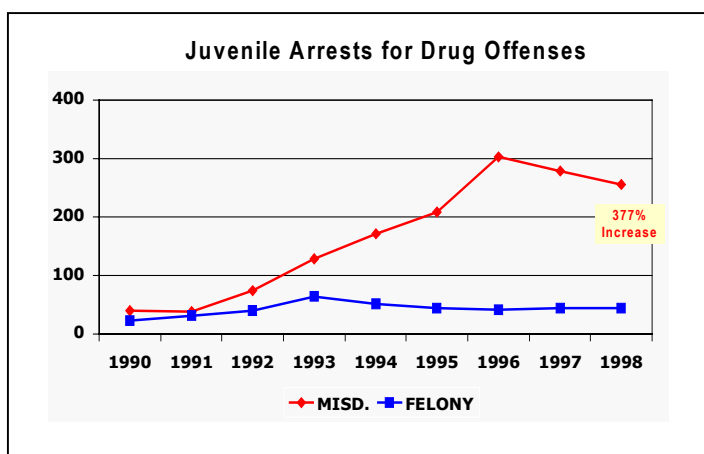
found alcohol and marijuana easily available in 1998 than did in 1992. Children in elementary and middle schools also reported the availability of these drugs. Some 10% of 4th to 6th graders report that they had been offered marijuana and one third reported that they had been offered alcohol within the past year. Again, a local survey may be needed to confirm this data indicator.

Sales of alcoholic beverages from liquor stores have remained relatively stable from 1993 to 1997. However, fourth quarter sales have increased 7% over the 1992 to 1997 time period with some up and down periods. An alternate measure of availability of alcohol is sales tax receipts for mixed beverages. This indicator demonstrates a 9% increase in alcohol sales for the 1993 to 1997 time period with increases each year.

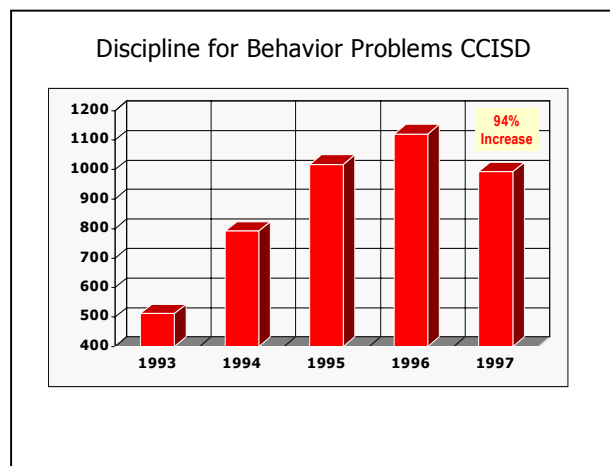
Additional data indicators should be sought for this risk factor focused on drugs other than alcohol. Still, it may be concluded that alcohol and marijuana are increasingly available in the community.

### **Community Laws and Norms Favorable toward Drug Use and Crime:**

Juvenile arrests for drug abuse violations from 1993 to 1998 increased by 111% in the State and 80.8% for Nueces County. However, County juvenile drug arrests demonstrate a dramatic 377% increase from 1990 to the 1998. The 1990 to 1996 increase had been over 446% but some decline in arrests has occurred in the last two years. These data are a clear indication that the community has a serious juvenile drug use problem.



Juvenile arrests for violent crime in the State dropped 17% from 1993 to 1996. In Nueces County, juvenile violent crime arrests have dropped only 9.5% from 1993 to 1998. Juvenile violent crime arrests had increased 98.6% from 1993 to 1995 before declining to the present level. The 1998 figure remains 29% higher than the number of juvenile violent crime arrests in 1990.



While juvenile violence appears to be declining after a peak, the problem has not returned to the lower levels reported at the beginning of the decade.

Significant for this risk factor is a dramatic increase in school discipline for behavior problems. CCISD reports an increase of 94% from 1993 to 1997 in discipline for behavior problems. The 1997 figure is a decline from the 1996 high which reflected a 118% increase over 1993. A part of this increase may be the adoption of zero tolerance policies, increased staff, and greater attention to discipline issues within

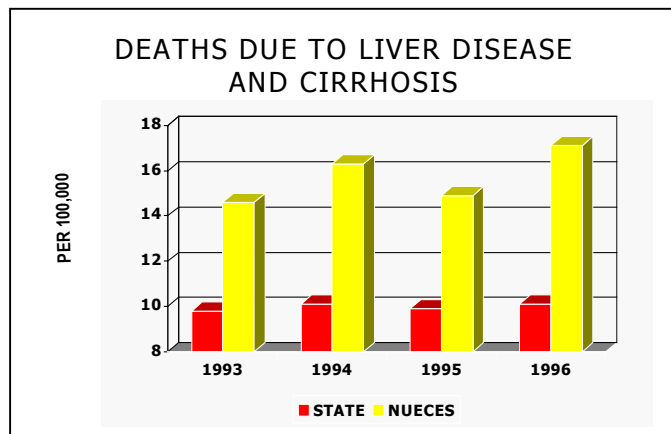
CCISD. However, it remains likely that the figures also reflect a true increase in behavior problems. Data from other school districts need to be obtained.

Juvenile arrests for curfew, vandalism, and disorderly conduct have increased in the State 82% from 1993 to 1996. This appears to reflect an increase in the coverage of curfew laws and thus an increase in enforcement behavior. Arrests for these offenses in Nueces County went up 70% from 1995 to 1996, but declined by 61.5% in 1997. It cannot be determined if this was a change in juvenile behavior or of police enforcement practice. The data need to be extended over a greater number of years to determine if a trend is occurring.

These data indicators support the conclusion that this risk factor is present in the community.

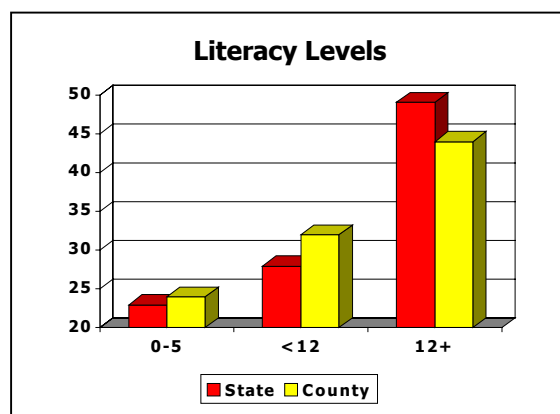
### **Family History of High Risk**

**Behavior:** The number of adults in drug treatment programs for the State and the County have been dropping. However, these figures reflect programs reporting to the Texas Commission on Alcohol and Drug abuse. It is not known if a change in funding levels and persons seeking alternate treatment account for some portion of this decline. An alternate data indicator is the number of deaths due to liver disease and cirrhosis. These figures indicate that Nueces County has a much higher death rate due to liver disease and cirrhosis than the State. The County death rate has increased 15.5% from 1993 to 1996. The 1996 death rate for Nueces County is 69.3% higher than that for the State. This is a clear indicator that drug and alcohol use is a significant problem in the community.



No data are available for the number of parents in prison. The Texas Department of Criminal Justice, Institutional Division reports that they do not maintain data on this issue.

Nueces County has a higher level of adult illiteracy than the State as a whole. A 1994 national survey indicated that 23% of the States adult population tested in Level 1 (0-5th grade) and an additional 28% tested in Level 2 (less than high school completion) on the literacy scale. Figures reported for Nueces County were 24% for Level 1 and 32% for Level 2. Thus, a greater proportion of County residents function at lower literacy levels than the State.



Figures reported for Nueces County were 24% for Level 1 and 32% for Level 2. Thus, a greater proportion of County residents function at lower literacy levels than the State.

The only data found to examine educational attainment of less than 12 years for the 18 years of age and over population was the 1990 census. These data indicate that 31.7% of this population for Nueces County had not completed high school.

Again, for this risk factor, the data indicate that it is present in the community.

## **PRIORITY RISK FACTORS**

The Data Collection and Analysis Workgroup reviewed and discussed the risk factors and their associated data indicators. Based on this analysis, six priority risk factors were selected and recommended to the Y.O.U. committees. These six factors were adopted as the Priority Risk Factors for the community. Two pairs of risk factors are linked so closely in their affects and the data indicators that support them that they are reported as sets. The four risk factor sets for Nueces County-Corpus Christi are:

- 1. Family Management Problems and Family Conflict,**
- 2. Extreme Economic Deprivation,**
- 3. Early Academic Failure and Lack of Commitment to School, and**
- 4. Early Initiation of the Problem Behavior.**

These risk factors are those which are clearly indicative of problems for Corpus Christi and Nueces County. They form an integrated cluster, related by cause and effect with each risk factor also serving to compound the effects of the others. All of the priority risk factors are related to the five problem behaviors: delinquency, drug abuse, teen pregnancy, violence, and dropout. Their integration should assist in designing strategies for their amelioration and strategies chosen to affect one will likely affect the others. At least one of the four priority risk factor sets is found in each of the four domains: community, family, school, and individual/peer. Thus, appropriate response strategies may be found in any of the four domains. Further, these priority risk factors are the most appropriate set of risk factors with which to remain consistent with the broad mandate established by the Corpus Christi Commission for Children and Youth's Master Plan. This should help the Y.O.U. process build upon the planning and program development that has occurred in the community over the past decade.

The Priority Risk Factor Sets are reported in their order of seriousness for the community.

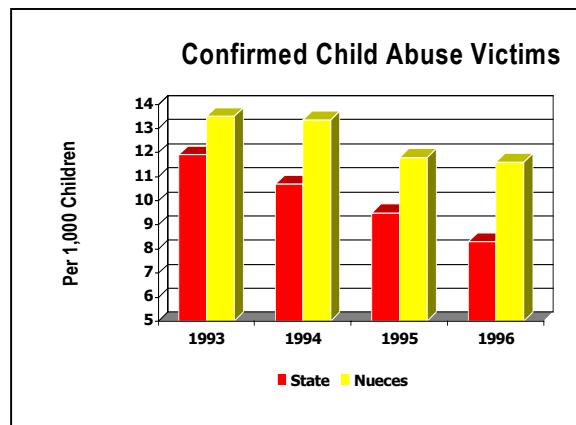
### **1. Family Management Problems and Family Conflict**

These risk factors have been grouped together because they are inherently related. Domestic violence includes child abuse. Families that are experiencing management problems are families in conflict. Failure of a marriage due to conflict is a failure of managing the family as a social unit.

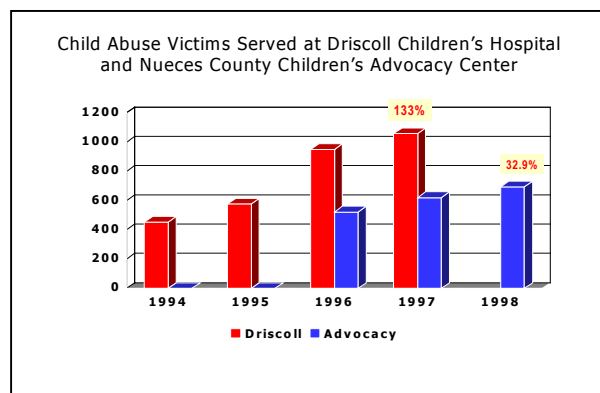
The research literature well supports the conclusions that child abuse, domestic violence, family conflict, and failure of parenting contribute to juvenile delinquency and adult criminality. These problems contribute to the cycle of violence wherein children experiencing these things grow up to be poor and potentially abusive parents themselves. Nueces County is an example of the reality of these research findings.

**Family Management Problems:** From 1993 to 1996, cases of reported child abuse and neglect declined 7.9% for the State and 14.6% for Nueces County. Nueces County reports have become a greater proportion of the State reports over this time period. Notably, confirmed cases derived from these reports have increased from 1992 to 1995 followed by a decline in 1996.

It is clear from the data available that Nueces County continues to experience a higher level of reports of child abuse and neglect. The data reported above result in rates of reports by 1,000 population in 1994 of 5.9 and in 1995 of 5.7 for the State. The rates of reports of child abuse and neglect for Nueces County are 8.6 for 1994 and 9.3 for 1995. The rate per 1,000 children of confirmed victims of child abuse in Nueces County has also been greater than that for the State across the 1993 to 1996 period. For example the 1996 rate of confirmed victims for Texas was 8.3 while the rate for Nueces County was 11.6. These data demonstrate that a greater number of children are at risk of abuse in the County.

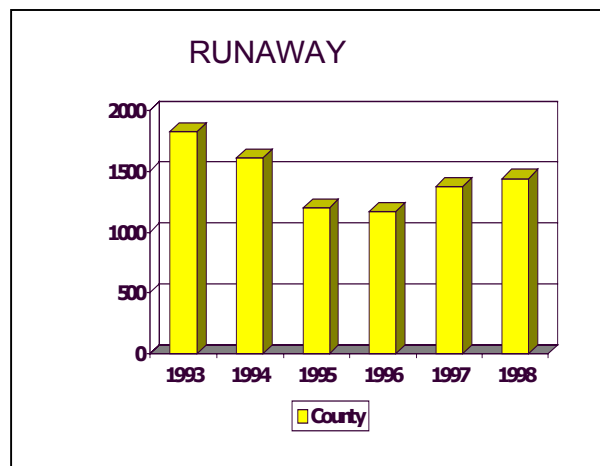


The reality of these confirmed child abuse victims can be further evidenced through the number of clients served by local response agencies. Driscoll Foundation Children's Hospital reports a 133% increase in child abuse victims treated from 1994 to 1997. The Nueces County Children's Advocacy Center reports a 32.9% increase in victims served from 1996 to 1998. It is unlikely that all of the increase in child abuse victims served can be accounted for by improvements in response systems. It is likely that the community is experiencing real increases in child abuse cases.



The number of children living in foster parent homes in the State has increased from 1993 to 1997 by 12.8% with a peak in 1996. Over the same period, the increase was 5.4% for Nueces County with a peak occurring in 1995.

Two alternate statewide sources of data for runaway indicate a relatively stable problem. Texas



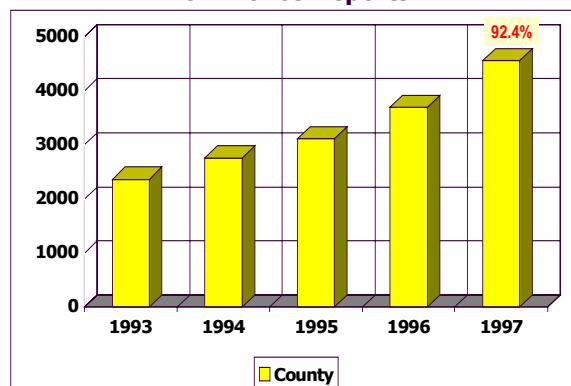
Uniform Crime Reports for police arrests of runaways and Texas Juvenile Probation Referrals both indicate little change between 1993 and 1997.

County referrals to the Nueces County Juvenile Probation Department for runaway demonstrate a reduction from 1993 to 1996. However, increases have occurred in 1997 and 1998. The 1998 figure for Nueces County reflects a decrease of 21.1% in runaway referrals since 1993, but it is a surprising 23.3% increase over the low point in 1996 and is 28.5% higher than 1990. Thus, the long-term trend is upward even though the decline to 1996 occurred.

These data indicators demonstrate that family management problems not only remain present in the community but are also increasing.

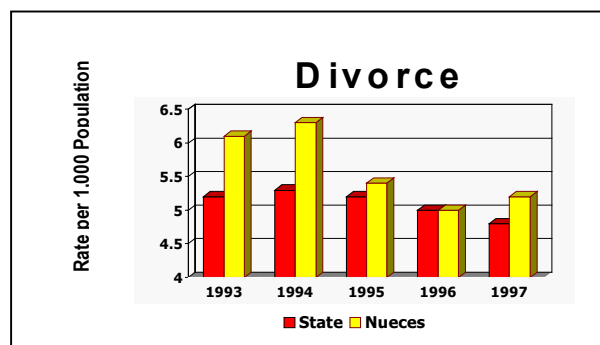
**Family Conflict:** Domestic violence reports have been increasing in the State and County. From 1993 to 1998, domestic violence reports increased 16.9% in Texas. From 1993 to 1998, domestic violence reports increased 92.4% in the City of Corpus Christi. Connected to this is a dramatic increase in the rate of domestic violence reports in Nueces County as compared to the State. In 1995, the rate of domestic violence reports for the State by 1,000 population was 9.2, but for Nueces County it was 10.0. With Nueces County population increasing at a slower rate, but domestic violence increasing at a higher rate than the State, the data show an increasing gap in these figures. The rate of domestic violence for the State in 1996 was 9.3 while it had increased to 11.9 in Nueces County. Very clearly, domestic violence affects a greater number of Nueces County residents than it does other Texans.

**Domestic Violence in Corpus Christi from Police Reports**



Another clear indicator that domestic violence is increasing in Nueces County at a greater rate than the State are the figures for the number of domestic violence victims served by the Texas Department of Human Services. From 1993 to 1997, the number of victims served for the State of Texas increased by only 8.2% while the number of victims served in Nueces County increased by 167.3%. From these two data indicators, it may be concluded that family conflict is present and increasing in the community.

The number of divorces in the State and the County has declined from 1993 to 1996. The rate of divorces per 1,000 population for the State has dropped from 5.2 in 1993 to 5.0 in 1996. The rate of divorces per 1,000 population for the County is higher. In 1993 it was 6.1 and in 1994 it was 6.3. The rate dropped to the same as the State in 1996, but again increased to 5.2 in 1997, which was higher than the State 4.8 rate.



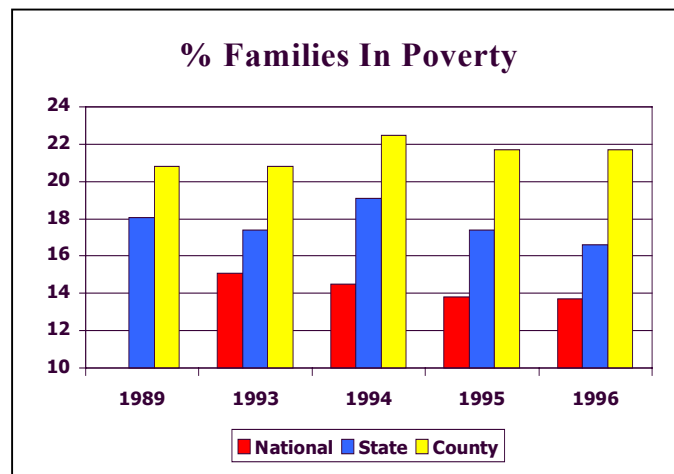
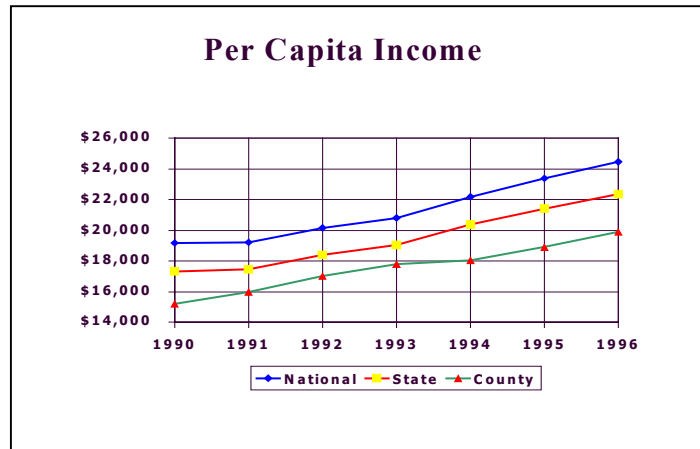
higher level in the County than the State.

This set of risk factors is clearly present in the community. Data indicators for child abuse, domestic violence, runaway and divorce all indicate greater effects in the community when compared to the State and the problems appear to be increasing.

## 2. Extreme Economic Deprivation

Family management problems and conflict occur often in situations of family stress. A significant stress on families is poverty. While the following data show some gains for Nueces County, these have not mirrored the improvements elsewhere in the State. Extreme Economic Deprivation remains an important risk factor for this community.

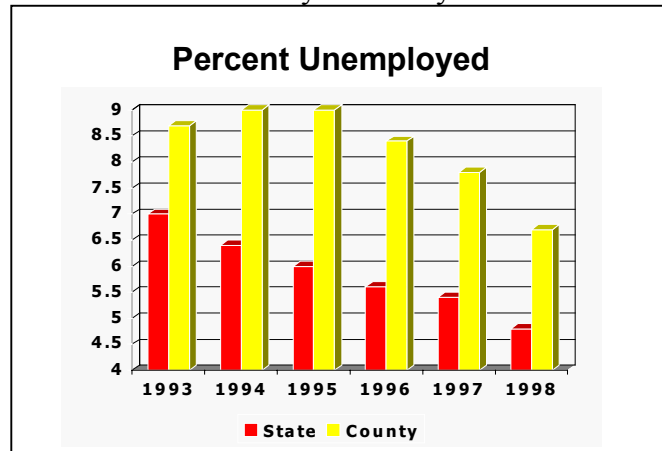
Nueces County clearly demonstrates worse economic conditions than the nation or the State. One way of looking at economic deprivation is through the use of per capita income figures. In 1990, per capita income for the Nation was \$19,142. For Texas, it was only \$17,310.00 and for Nueces County it was only \$15,218.00. Per capita



income in Nueces County was only 87.9% of the State figure and 79.5% of the National one. Texas per capita income remained at 92% of the National figure for 1995 and 1996. Nueces County per capita income grew to 92% of the State figure by 1992, but by 1996 it had dropped to only 89.1% of the State figure. It has grown slightly in regard to the national figure to become 81% of it. It is important to recall the population information provided earlier. The per capita income information means that the smaller number of wage earners in the community definitely make less than

those in other parts of the State. It becomes obvious that with more dependents and fewer dollars, families in the community are likely to be under greater economic stress.

Unemployment in the County has historically been higher than state levels. It is possible to demonstrate this with data extending back more than forty years. More recently, from 1993 to 1998, State unemployment dropped 2.5 percentage points for an improvement of 35.7%. For the County, unemployment dropped only 2

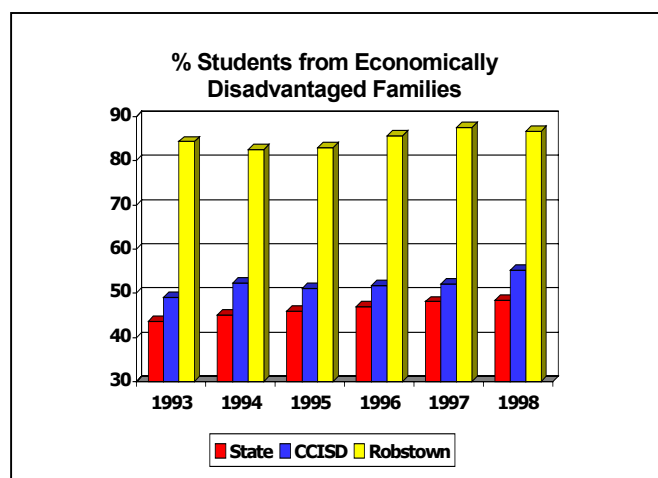




percentage points for a 22.9% improvement. The County unemployment rate remains about 2 percentage points higher than that for the State. City of Corpus Christi unemployment rates are considerably higher than those for the cities in the Austin to Ft. Worth-Dallas corridor including those for Austin, Waco, and Ft. Worth.

The proportion of families living below the poverty level has been gradually decreasing for the Nation and the State. In Nueces County, the proportion of families living below the poverty level has increased by .9 % or a difference of 2.3% between 1989 and 1995 figures. The poverty level remained at that point, 21.7% in 1996. The proportion of families in poverty for Nueces County in 1996 was 30.1% higher than that for the State and 58.4% higher than that for the nation. Data for 1989 indicate that poverty is more prevalent among the County's minority population with 53% of Blacks and 40% of Hispanics reported as poor.

Fewer jobs and lower paying jobs mean less income for families with children. This can best be seen by the school district data on children from economically disadvantaged families. A greater



proportion of Nueces County's children in its largest school district are from economically disadvantaged families than the State. A pocket of even greater poverty is reflected by the Robstown ISD data. Its proportion of children that are economically disadvantaged is almost double that of the State.

These proportions in 1998 ranged as low as 24.9% for Calallen ISD to as high as 86.7% for Robstown ISD. The largest school district, CCISD, reported between 51.1% and 52.2% for each school year from 1994-1995 to 1996-1997, but reported an increase to

55.3% for the 1997-1998 year. The proportions of students from economically disadvantaged families in most Nueces County school districts have remained stable over the past three years. Summed across all of the reporting districts in the County, it appears that a majority of local school children come from economically disadvantaged families.

The number of families and children in poverty has increased in Nueces County since 1989 while it has decreased nationally and statewide. Economic growth has not extended to Nueces County families in poverty. This lack of growth is reflected in the fact that unemployment

remains higher in the County than in the State. Recently, unemployment rates under 2 and 3 percent have been reported for cities in central and north central Texas while it remains above 6% here. Per capita income for Nueces County residents remains well below that for the State and even lower when compared to national data.

These data indicators demonstrate that extreme economic deprivation is a significant risk factor for the community.



### 3. Early Academic Failure and Lack of Commitment to School

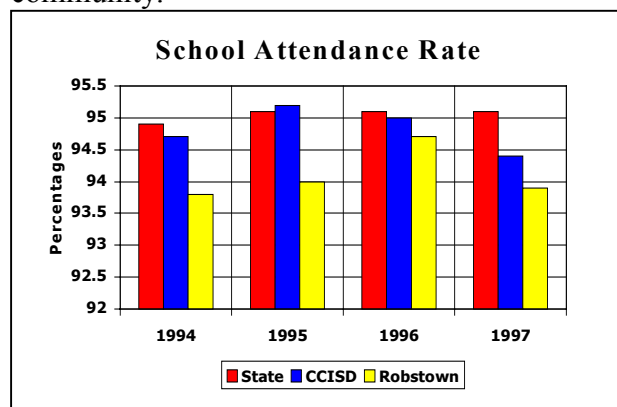
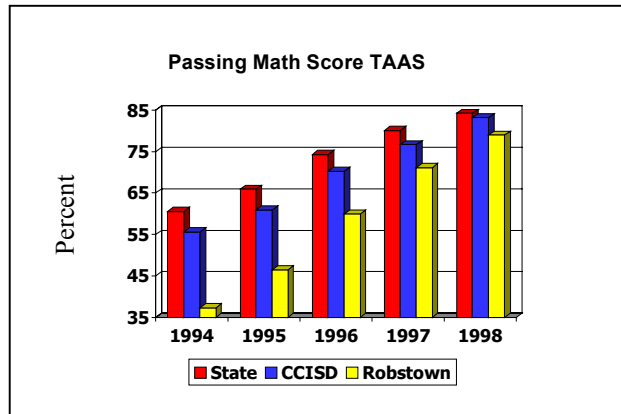
Families that are poorly managed, in conflict, and suffer from economic deprivation and stress are not strongly supportive of participation in school by their children. Evidence that this is so is found in the community.

**Early Academic Failure:** The Workgroup was unable to find data for grade repetition in published sources and the school districts did not respond adequately to this question in the survey. An alternate data measure might be the proportion of students receiving at least one failing grade in each grading period. These data are available, but were not collected. Data for both of these indicators should be sought.

Reading and Math proficiency is improving in the State and within the County's school districts. As measured by the TAAS test, both reading and math test scores have improved over the past five academic years for the State and for the five largest school districts in Nueces County. However, for two of these school districts, CCISD and Robstown ISD, representing a majority of the students in the county, test scores have been below the State average for both reading and math.

Another data indicator for this risk factor is the proportion of eligible students scoring at or above the Texas Education Agency accountability criteria on the SAT or ACT. For the 1993 to 1996 school years this was reported as the proportion of all students eligible to take the exams, but changed to the proportion of students taking the exam. On this indicator, Calallen and Corpus Christi ISDs have had lower proportions than the State three of the last five years. Tuloso-Midway has had lower proportions in four of the last five years and Robstown has had lower proportions in each of the last five years. Of the five largest school districts in the County, four of them report improvements over the last three years in this proportion.

These indicators support the conclusion that early academic failure is present in the community.



**Lack of Commitment to School:** Average daily attendance has remained relatively stable at 95% in the State since 1994. Three of the five largest school districts in Nueces County (Calallen, Flour Bluff, and Tuloso Midway) report similar and slightly better attendance rates for this same time period. CCISD and Robstown ISD have generally had lower attendance rates than the State. These two districts demonstrated declines in average daily

attendance from the 1995 to 1997 time period. The drop in attendance is small, but it is present. It should be noted that all three of the other large districts also recorded slight declines in attendance from 1996 to 1997. The changes were small.

Truancy appears to be declining in the State and Nueces County. From 1995 to 1997, truancy reports declined 22.3% in the State. For Nueces County, truancy reports declined 33.8% from 1993 to 1997. For the 1995 to 1997 time period the decline was 25.3%.

It is troubling that the average daily attendance in Nueces County's largest and also its poorest school districts has recently declined to lower than the State average. These same school districts representing a majority of the County's school children also have below average reading and math proficiency scores. As reported elsewhere, other indicators show that these two school districts have occasionally had annual dropout rates higher than the State average. Also, Nueces County has a higher adult illiteracy rate than the State and has fewer high school graduates.

Given the data indicators here and considering the dropout, literacy, and high school completion indicators, it may be concluded that early academic failure and lack of commitment to school are risk factors operating in the community.

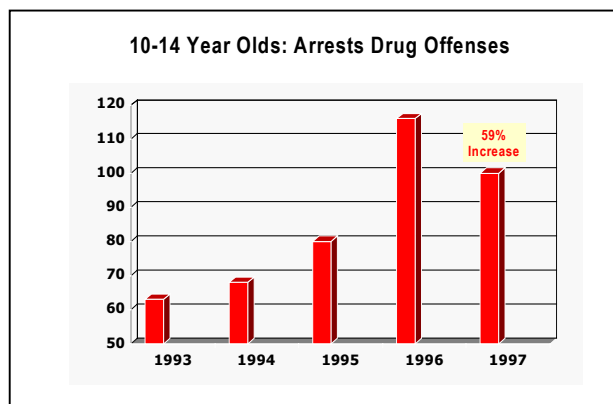
The connection among the risk factors can be seen well here. Economic growth is heavily dependent upon a workforce that can perform well in today's market. Our community cannot offer as high a proportion of high school educated, literate, prospective employees as other communities can. Thus, we are unable to compete for new businesses and industries as well. As a result salaries remain low and unemployment remains high. Economic stress on families is perpetuated.

#### **4. Early Initiation of the Problem Behavior**

It is likely that children from families in conflict, under economic stress, and poorly supportive of academic success will demonstrate early onset of problem behaviors. This is found in the community.

Arrests of juveniles in the 10 to 14 age group for drug and alcohol offenses have increased in the State and County. From 1993 to 1997, arrests for these offenses increased 25.1% in the State. For the same time period, arrests for these offenses increased 59% in Nueces County. This is almost double the increase for the State.

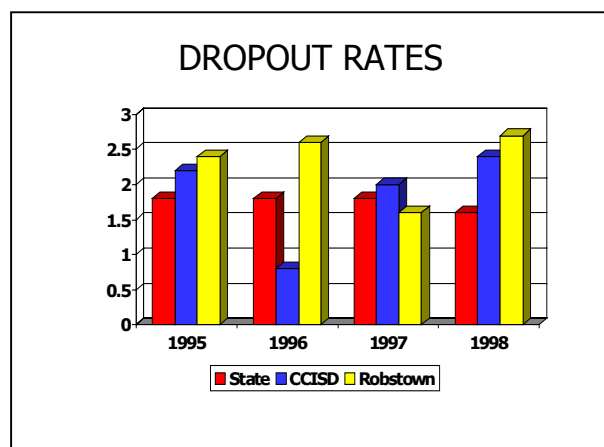
Violence arrests for the 10 to 14 age groups have declined in the State and County. Arrests declined from 1994 to 1996 by 20.1% in the State. Arrests declined only 17.9% for Nueces County from 1995 to 1997. However, when all arrests are considered, Nueces County has a higher rate of arrest of 10 to 14 year olds than the State or nation. A recent National Institute of Justice report indicates that 10 to 14 year olds made up 32% of all juveniles arrested in 1996. For Texas the proportion was 38% and for Nueces County it was 41%. When limited to 10 to 12 year olds, the National proportion was 9%. For Texas it was 8.6% and for Nueces County it was 9.6%. This is clear evidence that problem



behaviors begin earlier in the community when compared to the State.

Significantly, juveniles entering TCADA funded treatment for drug abuse in the County have tended to report their first use of alcohol or marijuana at an earlier age than the rest of the State. For example, the average age of first use for juveniles entering treatment in Nueces County was 8 for alcohol and 11 for marijuana in 1996. For both of these substances the State figure was 12 years of age.

Data for dropouts prior to 9th grade were not readily available for most years. Census data for 1990 indicate that a greater proportion of Nueces County residents dropped out prior to 9th grade



than for the State. In a 1996 study, the longitudinal dropout rate for Texas was 9.1% while for CCISD it was 13.4% and for Robstown, ISD it was 15.3%. The other large Nueces County ISDs were below the State rate. The annual dropout rate was 1.8% for the State and 2.0% for CCISD in 1997. For the previous year, the CCISD rate was lower than that for the State.

However, Robstown ISD's rate was higher. Both CCISD and Robstown ISD demonstrated an increase in the dropout rate from 1996 to 1998.

Arrests of 10 to 14 year olds for violence have not declined in Nueces County as much as in

the State. More significantly, arrests for drug and alcohol offenses have increased. This increase in drug and alcohol arrests is linked to the perceived ready availability of alcohol and marijuana and the reduced belief in these drugs' dangerousness with advancing student age. Nueces County children appear to start their use of alcohol and marijuana at a younger age than the State average.

Also, as noted above, available data indicate that dropout at an early age occurs more frequently in Nueces County than in the State. In general, dropout remains a problem for school districts covering a majority of students in the County.

It is useful to consider teen pregnancy as an alternate data indicator for this risk factor. It was noted earlier that this problem is greater here than in the State as a whole.

From these data indicators, it may be concluded that early initiation of the problem behavior is present in the community.

The data reviewed above provide evidence that the Corpus Christi-Nueces County community suffers from juvenile delinquency fueled by four Priority Risk Factor Sets. Family management problems and family conflict provide unstable environments, reduce the probability of social bonding, and prevent the development of healthy beliefs and clear standards for behavior. They damage children's potential development early and reduce the possibility that families can be supportive of successful growth, educational completion, and gainful employment.

Extreme economic deprivation contributes significantly to the stresses that lead to family management problems and conflict, reduces parents' resources to be supportive of children, and creates family and neighborhood environments conducive to the development of behavioral problems.

As a result, children from these environments demonstrate early academic failure and lack of commitment to school. At the same time, these risk factors contribute to the failure of children to grow-up with the education and skills to be competitive in the economy, prepared for advanced education or technical training, and ready for professional jobs. They leave youth without the coping, problem solving, communication, and other skills necessary to be good parents and manage families well.

Lack of commitment to school and early academic failure open the door for youth to engage in problem behaviors at an early age. This early initiation of the problem behavior tends to remove children from environments where successful development is likely. These children are less likely to bond with their families, social institutions, or society itself. They are less likely to develop socially acceptable standards of behavior and healthy beliefs. They are more likely to fail in school, fail to develop an adequate work ethic or advanced job skills, and fail to develop the necessary knowledge and skills to be good parents. Thus, they are likely to grow into adulthood to establish families in environments of economic deprivation that they fail to manage well.

In the manner described, the four Priority Risk Factor Sets perpetuate themselves and the production of delinquency, violence, drug use, teen pregnancy, and dropout in the community. The data have provided the Youth Opportunities United strategic planning process a clear, valid problem image on which to focus its recommendations for community intervention.

## **RESTATEMENT OF PRIORITY RISK FACTORS**

The preceding analysis of eighteen risk factors using data for Nueces County and the City of Corpus Christi has included fifty-one data indicators. The analysis of the data indicators in relation to risk factors demonstrates that seven risk factors may be present in the community. These include:

- **Rebelliousness,**
- **Transitions and Mobility,**
- **Parent Attitudes and Involvement in the Problem Behavior,**
- **Early and Persistent Anti-Social Behavior,**
- **Media Portrayals of Violence,**
- **Availability of Firearms, and**
- **Low Neighborhood Attachment and Community Disorganization.**

For five risk factors, the evidence is stronger and the data indicators provide a clearer image of them. The following five risk factors have impact on delinquency in the community:

- **Favorable Attitudes Toward the Problem Behavior,**
- **Friends Who Engage in the Problem Behavior,**
- **Availability of Drugs,**
- **Community Laws and Norms Favorable Toward Drug Use and Crime, and**
- **Family History of High Risk Behavior.**

The strongest evidence from data indicators is found with four sets of Priority Risk Factors. For these Priority Risk Factors, the data provide unmistakable, long-term trends that are confirmed through the use of multiple data indicators. The Priority Risk Factors for the community are:

- 1. Family Management Problems and Family Conflict,**
- 2. Extreme Economic Deprivation,**
- 3. Early Academic Failure and Lack of Commitment to School, and**
- 4. Early Initiation of the Problem Behavior.**

The Priority Risk Factors exist within each of the four domains: community, family, school, and individual. They each contribute to all five, problem behaviors: delinquency, teen pregnancy, drug use, violence, and dropout. They are interconnected by both cause and effect. Thus, the set of Priority Risk Factors is most appropriate for a **comprehensive** strategy to prevent juvenile delinquency.

## **DATA COLLECTION ISSUES**

Data collection was limited by several problems. First, data are not collected by most agencies at the County or State level for the "community" or city as requested on the forms in use by the Workgroup. Thus, the best or only data available tended to be county level.

Second, data were not available for many data indicators. The Workgroup was unable to find sources for data concerning firearms ownership or sales, media portrayals of violence, student movement in and out of school, parents in prison, educational attainment less than 12 years, and elementary students with behavioral disorder or attention deficit disorder, among others. Where data were found they were not current or not county or community level. Data were reported in an alternate form where possible. For example, where alcohol sales data were not available, alcohol sales tax receipts were used as an indicator of the level of sales.

Third, collection of data indicators regarding school information confronted the problem of the existence of 14 separate school districts or reporting entities in Nueces County. The majority of these did not respond to a survey. The Workgroup chose to focus its data collection on the largest district, Corpus Christi Independent School District, and, where available, the next 4 largest districts (Calallen, Flour Bluff, Robstown, and Tulooso Midway). This permitted data to be collected for the overwhelming majority of students within the County without stretching the capacity of the Workgroup. For many school related data indicators, data might later be converted to County level data by summing across all of the reporting districts. This process was too time consuming for the Workgroup to attempt.

Fourth, data for the most current year was not readily available from many State level sources. Because much county level data is reported in annual reports of State agencies, this problem is compounded. Some recent improvement of this problem has come about due to the placing of data on web sites prior to the production and delivery of paper documents. However, as the Y.O.U. process continues, it will become more important to have relevant data in hand in a more timely fashion.

The fifth and perhaps most important problem, was that data collection became too labor intensive to be sustained by full-time employed volunteers. The original, December 3, 1998, report

has been revised several times by ongoing efforts, but this effort cannot continue. Data for other indicators and longer time periods can be found. This effort needs to be made. If the Y.O.U. process is to be successful in the long run, a more full-time, ongoing, data collection system needs to be put into place. This leads directly to the recommendation of the Data Collection and Analysis Workgroup.

## **RECOMMENDATIONS AND PRIMARY OBJECTIVE**

As noted at the beginning of this report, strategic and action planning are dependent upon adequate data collection. Further, as Y.O.U. moves from planning to action, additional data needs will develop in order to monitor and evaluate pilot projects, program modifications, and targeted activities. An ongoing data collection system is needed. In connection with such a data collection system, the Workgroup offers the following seven recommendations followed by its primary objective.

### **RECOMMENDATIONS**

1. Data for additional indicators should be collected as noted throughout the analysis of risk factors above.
2. Data for each indicator should be extended for at least 5 years back from the present year.
3. Data should be added for each indicator yearly.
4. The system should develop the capacity to generate data on select indicators at units of measurement smaller than the city or county level as neighborhood, postal zip code, or school district boundaries are used to establish program areas.
5. The system should develop the capacity to map appropriate data indicators in a Geographic Information System in support of evaluation of localized initiatives.
6. The system should develop the capacity to collect data for project evaluation for any new or improved program resulting from and sponsored by the Y.O.U. planning process.
7. The system should have the capacity to collect the appropriate data for the expansion of the number of agencies covered in the resource assessment segment of this plan.

### **PRIMARY OBJECTIVE**

**In order to accomplish these recommendations, the Data Collection and Analysis Workgroup recommends the creation of a data collection and analysis office.** The office should be within a government agency or directly contracted with such an agency. The office should have sufficient full-time personnel to perform the data collection tasks identified above. The office should be a regularly budgeted part of the agency that is not dependent upon grants or other short-term funding. The office should be required to prepare quarterly reports to be provided to the Corpus Christi Commission for Children and Youth. The Commission should be tasked with endorsement of the reports to both the Corpus Christi City Council and the Nueces County Commissioners. The office should become a depository of annual reports from local government and non-profit agencies and should maintain a file of evaluation reports concerning programs addressing risk factors in the

community. The office should provide data or data reports upon request to government agencies, non-profit organizations, and businesses addressing risk factors or applying for grants to address risk factors. The office should provide additional data or data reports to the Corpus Christi Commission for Children and Youth, its Y.O.U. Steering Committee, or any sub-committee as needed.

The planning for the creation of a data collection and analysis office should start in June 1999 with an opening date of September 1, 1999. It should open with available funds from any source, but should be entered into the regular budget of the City or County in the next budget cycle.

The institutionalization of data collection and analysis by creation of such an office will support the strategic planning, monitoring, and evaluation processes of Y.O.U. over the long term. It is necessary if these processes are to be successful.

**City of Corpus Christi  
Nueces County**

**DELINQUENCY  
RISK FACTORS WITH  
SUPPORTING DATA INDICATORS**

**Data Collection and Analysis Committee  
DATA COLLECTION TOOL**

**May 17, 1999  
Revised Edition**

**Comprehensive Strategy Training And Technical Assistance  
Developmental Research & Programs, Inc.  
National Council on Crime and Delinquency**



## DATA INDICATORS FOR RISK FACTORS WITH POSSIBLE IMPACT

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Rebelliousness</b>  Sources: 4, 26	<b>Reported gang involvement. Gang related juvenile crimes</b>	<b>National</b>					
		<b>County</b>			125	110	88

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Rebelliousness</b>  Sources: 4, 26, 30, 36	<b>Vandalism and graffiti damage reported.</b>	<b>National arrests</b>	119,142	122,085	104,425	103,333	
		<b>State Arrests</b>	16,710	17,612	16,345	15,722	
		<b>Community Incidents</b>			4,740	5,042	4,237

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Transitions And Mobility</b>  Source: 10	<b>Existing home sales.</b>	<b>National</b>					
		<b>State</b>					
	<b>Total Home Sales for Nueces and San Patricio Counties</b>	<b>County</b>	2,784	2793	2,796	3,140	3,053

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
Transitions And Mobility Source: 34	Student movement in and out of school. Proportion students who moved within the school year.	State		16.7%			

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
Parent Attitudes And Involvement In The Problem Behavior  Sources: 4, 24, 30, 36	Adult violent crimes arrests.	National Age 18+	528,738	519,898	503,638	445,915	414,891
		State	34,074	33,646	32,523	31,756	29,889
		County			2,888	3,160	2,981

Risk Factor	Indicator	Level	1990	1994	1995	1996	1997
Parent Attitudes And Involvement In The Problem Behavior  Source: 23	Drug use during pregnancy.	National					
	% of mothers who used drugs in year of pregnancy	State	40%				
	% of mothers who used drugs in pregnancy	State	28%				

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
Early And Persistent Anti-Social Behavior  Source: 11	Elementary student discipline problems. Rate per 1,000 elementary students.	CCISD					31.2
	Alternate Measure: Discipline rate per 1,000 students all grades, all schools	CCISD			28.5	32.2	31.9

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
Availability Of Firearms  Sources: 37, 38, 39	Firearm sales. Alternative measure is number of Brady Bill Applications	National			4,009,000	2,593,000	2,671,000
	Number of Brady Bill Applications Processed by CCPD	Community			3,218	2,215	1,722

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
Availability Of Firearms  Source: 24	Firearms in homes. Percent reporting firearm in home.	National	42%	41%		40%	42%
		Region	52%	48%		48%	

Risk Factor	Indicator	Level	1990	1992	1994	1996	1998
<b>Low Neighborhood Attachment/Community Disorganization</b>  <b>Source: 3, 42</b>	<b>Percent of Population Voting in National Elections.</b>	<b>National % of voting age</b>	35.0%	55.2%	38.9%	50.8%	
		<b>State % of voting age</b>	26.8%	49.0%	35.0%	43.0%	
		<b>County % registered</b>	44%	69%	45%	51%	32%

Risk Factor	Indicator	Level	1993	1994	1996	1997	1998
<b>Low Neighborhood Attachment/Community Disorganization</b>	<b>Number of Churches and Synagogues with listings in the Corpus Christi area telephone book yellow pages.</b>	<b>County Plus</b>		254	251	286	300

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Low Neighborhood Attachment/Community Disorganization</b>  <b>Sources: 30, 36</b>	<b>Homicides.</b>	<b>National</b>	24,530	23,330	21,610	19,645	18,209
		<b>State</b>	2,149	2,023	1,694	1,476	1,328
		<b>County</b>	38	15	43	26	23

## DATA INDICATORS FOR RISK FACTORS WITH CLEAR IMPACT

Risk Factor	Indicator	Level	1992	1994	1995	1996	1997	1998
<b>Favorable Attitudes Toward The Problem Behavior</b>  <b>Sources: 13, 17, 18, 19, 20, 21, 24</b>	<b>Perceived harmfulness of marijuana use- 8th, 10th, 12th graders. Great risk of harm if smoke regularly.</b>	<b>National</b>		8 74.3% 10 71.3% 12 64.0%	8 73.0% 10 67.9% 12 60.8%	8 70.9% 10 65.9% 12 59.9%	8 72.7% 10 65.9% 12 58.1%	
	<b>How dangerous to use. Responses of somewhat or very dangerous</b>	<b>State</b>	7-12th very d. 76%	8 83.7% 10 81.0% 12 81.8%		4-6 89.3% 81.9% 76.2% 76.8%		81.3% 74.7% 74.4%

Risk Factor	Indicator	Level	1992	1994	1995	1996	1997	1998
<b>Favorable Attitudes Toward The Problem Behavior</b>  <b>Sources: 13, 17, 18, 19, 20, 21, 24</b>	<b>Perceived harmfulness of alcohol use- 8th, 10th, 12th graders. Great risk of harm with 4 or 5 drinks a day</b>	<b>National</b>		12 66.2%	12 62.8%	12 65.6%	12 63.0%	
	<b>How dangerous to use. Responses of somewhat or very dangerous</b>	<b>State</b>	7-12th Very d. 50%	8 77.0% 10 80.5% 12 83.1%		4-6 91.1% 76.3% 79.8% 83.9%		75.4% 78.1% 83.1%

Risk Factor	Indicator	Level	1992	1994	1996	1998
<b>Friends Who Engage In The Problem Behavior</b>  <b>Sources: 13, 17, 18, 19, 20, 21</b>	<b>Reported alcohol use by friends-4-6th, 8th, 10th, 12th graders.</b>	<b>National</b>				
	<b>4-6th graders reporting some or all friends use alcohol</b>	<b>State</b>				
		<b>4-6</b>		37.3%	35.4%	
		<b>8</b>	31.7%	49.2%	45.4%	46.1%
		<b>10</b>	49.4%	69.2%	65.7%	67.9%
		<b>12</b>	73.5%	74.7%	72.5%	73.8%
	<b>8-12th graders reporting that some, most, or all friends use alcohol.</b>					

Risk Factor	Indicator	Level	1992	1994	1996	1998
<b>Friends Who Engage In The Problem Behavior</b>  <b>Sources: 13, 17, 18, 19, 20, 21</b>	<b>Reported marijuana use by friends-4-6th, 8th, 10th, 12th graders.</b>  <b>4-6th graders reporting some or all friends use marijuana.</b>  <b>8-12th graders reporting that some, most, or all friends use marijuana.</b>	<b>National</b>				
		<b>State</b>				
		<b>4-6</b>		8.8%	12.2%	
		<b>8</b>	12.3%	24.5%	30.5%	29.5%
		<b>10</b>	23.4%	35.0%	41.5%	42.8%
		<b>12</b>	21.8%	33.3%	41.6%	41.5%

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Friends Who Engage In The Problem Behavior</b>  <b>Sources: 1, 2, 50</b>	<b>Adolescents in treatment.</b>	<b>State</b>			3,028	2,328	3,052
		<b>County</b>			91	339	325

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Friends Who Engage In The Problem Behavior</b>  <b>Source: 14</b>	<b>Adolescent pregnancies. Number of Births to mothers &lt;18 years of age and as a % of total live births.</b>	<b>National</b>					
		<b>State</b>	21,120 6.6	22,069 6.9	22,389 6.9	22,382 6.8	22,288 6.7
		<b>County</b>	480 9.1	459 8.8	518 9.7	476 9.3	496 9.2

	Indicator	Level	1992	1994	1995	1996	1997	1998
Availability Of Drugs  Sources: 13, 17, 18, 19, 20 21, 24	Student perceptions of availability of marijuana - grades 4-6, 8, 10, 12.	National 12th	82.7%	85.5%	88.5%	88.7%	89.6%	
		State 4-6th		9.0%		10.0%		
	4-6th, Percent indicating someone offered marijuana in past year. 8-12th, Percent of students indicating that marijuana is somewhat or very easy to obtain.	8th	23.9%	36.2%		40.7%		37.5%
		10th	50.2%	58.3%		63.2%		62.2%
		12th	56.3%	73.4%		70.5%		68.3%

Risk Factor	Indicator	Level	1992	1994	1995	1996	1997	1998
Availability Of Drugs  Sources: 13, 17, 18, 19, 20, 21, 24	Student perceptions of availability of alcohol - grades 4-6, 8, 10, 12.	National 10th	88.6%	89.8%	89.7%	90.4%	89.0%	
		State 4-6th		34.0%		33.0%		
	4-6th, Percent indicating someone offered alcohol in past year. 8-12th, Percent of students indicating that alcohol is somewhat or very easy to obtain.	8th	64.7%	70.3%		68.5%		67.8%
		10th	82.8%	85.5%		83.0%		83.0%
		12th	89.0%	88.8%		89.1%		86.5%

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
Availability Of Drugs  Sources: 6, 7	Sales of alcoholic beverages.	National					
		County	20.5	20.7	20.1	19.4	20.0
	Gross total Liquor Store Sales in Millions of Dollars for 1st, 3rd, and 4th quarters	Corpus Christi MSA	570,149.09	570,345.70	579,200.68	599,601.84	621,799.61
	Annual Sales tax receipts for mixed beverages						

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>
<b>Community Laws And Norms Favorable Toward Problem Behaviors</b>  <b>Sources: 24, 26, 30, 36</b>	<b>Juvenile arrests for drug abuse violations.</b>	<b>National</b>	93,316	131,220	147,107	158,447	153,600	
		<b>State</b>	5,298	7,085	9,267	10,845	11,227	
		<b>County</b>	172	222	253	344	322	301

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>
<b>Community Laws And Norms Favorable Toward Problem Behaviors</b>  <b>Sources: 24, 26, 30, 36</b>	<b>Juvenile arrests for violent crime Homicide, sexual assault, robbery, and aggravated assault</b>	<b>National</b>	119,678	125,085	111,821	102,231		
		<b>State</b>	7,024	7,282	6,683	5,837	5,708	
		<b>County</b>	147	186	292	163	128	133

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>
<b>Community Laws And Norms Favorable Toward Problem Behaviors</b>	<b>School Discipline for Behavior Problems.</b>	<b>CCISD</b>	512	792	1,018	1,120	993



Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Community Laws And Norms Favorable Toward Problem Behaviors</b>  <b>Sources: 24, 26, 30, 36</b>	<b>Juvenile arrests for curfew, vandalism, disorderly conduct.</b>	<b>National</b>	325,708	365,301	349,594	405,419	371,343
		<b>State</b>	22,790	31,178	36,610	41,478	42,401
		<b>County</b>			1,911	3,247	1,249

Risk Factor	Indicator	Level	1990
<b>Family History Of High Risk Behavior</b>  <b>Source: 8, 9</b>	<b>Educational attainment less than 12 years of school of 18 and over population.</b>	<b>National</b>	22%
		<b>State</b>	28%
		<b>County</b>	31.7%

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Family History of High Risk Behavior</b>  <b>Source: 1, 2, 50</b>	<b>Adults in drug or alcoholism treatment units. Yearly total admissions.</b>	<b>State</b>	56,612	63,160	48,585		Jan. to Sept. 18,135
		<b>County</b>	1,374	1,956			year 901

Risk Factor Family History of High Risk Behavior  Source: 14	Indicator Rate per 100,000 of Deaths due to liver disease and cirrhosis	Level	1993	1994	1995	1996	1997
		State	9.8	10.1	9.9	10.1	
		County	14.6	16.3	14.9	17.1	

Risk Factor Family History Of High Risk Behavior  Source: 41	Indicator Adult Illiteracy. % Level 1 (0-5th grade) and % Level 2 (less than HS)	Level	1993	1994
		State		23%
		County		24%

## DATA INDICATORS FOR PRIORITY RISK FACTORS

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
Family Management Problems  Sources 28, 29	Reported child abuse and neglect cases.	National				2,025,956	3,195,000
	Total investigations	State	108,330	109,357	107,895	99,780	
	Total investigations	County	2,899	2,647	2,887	2,473	
	Confirmed cases	County Confirmed Cases	(1992) 1,045	1,563	1,457	1,079	

Risk Factor	Indicator	Level	1993	1994	1995	1996
Family Management Problems  Sources: 28, 29	Alleged and confirmed victims of child abuse and neglect with rate of confirmed per 1,000 children.	State	178,146 60,812 11.9	173,276 55,607 10.7	168,183 50,746 9.58	44,704 8.27
		County	4,676 1,217 13.52	4,252 1,244 13.3	4,507 1,116 11.8	1,079 11.6

Risk Factor	Indicator	1994	1995	1996	1997	1998
Family Management Problems  Source: 12  Source: 25	Children Treated at Driscoll Children's Hospital due to all forms of abuse.	454	577	950	1,580	
	Primary Victims Served by Nueces County Children's Advocacy Center due to Sexual Abuse			522	620	694

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997	1998
Family Management Problems  Source: 26, 30, 36	Runaway reports.	National Arrests	152,132	201,459	189,696	141,844		
	Arrests from Texas UCR	Arrests State Referrals	35,020	37,207	37,471	36,060	33,533	
	Juvenile Probation Referral Activity				16,285	14,511	16,157	
		County Referrals	1,822	1,606	1,202	1,166	1,368	1,438

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Family Management Problems</b>  <b>Sources: 28, 29</b>	<b>Children living in Foster Parent Homes.</b>	<b>National</b>					
		<b>State</b>	15,502	16,843	17,602	17,960	17,485
		<b>County</b>	335	380	386	379	353

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Family Conflict</b>  <b>Source: 14</b>	<b>Divorce.</b> <b>Number and rate per 1,000 population</b>	<b>National</b>					
		<b>State</b>	96,898 5.2	97,571 5.3	97,183 5.2	95,185 5.0	93,088 4.8
		<b>County</b>	1,851 6.1	1,933 6.3	1,670 5.4	1,559 5.0	1,637 5.2?

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Family Conflict</b>  <b>Sources: 4, 30</b>	<b>Domestic violence reports.</b>	<b>National</b>					
		<b>State</b>	155,767	163,223	172,472	178,389	181,773
		<b>Community</b>	2,367	2,760	3,114	3,689	4,554

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>
<b>Family Conflict</b>  <b>Source: 15</b>	<b>Number of Domestic Violence Victims served by Texas Department of Human Services</b>	<b>State</b>	37,318	38,114	39,681	38,206	40,368	30,694
		<b>County</b>	330	532	961	884	882	571

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>1989</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>
<b>Extreme Economic Deprivation</b>  <b>Sources: 5, 15, 16, 43, 56</b>	<b>Families living below the poverty level.</b>	<b>National</b>		15.1%	14.5%	13.8%	13.7%
		<b>State</b>	18.1%	17.4%	19.1%	17.4%	16.6%
		<b>County</b>	20.8%	20.8%	22.5%	21.7%	21.7%

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>
<b>Extreme Economic Deprivation</b>  <b>Source: 55</b>	<b>Unemployment.</b>	<b>National</b>	7.0%	6.0%	6.0%	5.0%	4.9%	4.5%
		<b>State</b>	7.0%	6.4%	6.0%	5.6%	5.4%	4.8
		<b>County</b>	8.7%	9.0%	9.0%	8.4%	7.8%	6.7

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>
<b>Extreme Economic Deprivation</b>  <b>Sources: 5, 8, 9</b>	<b>Per Capita Income in dollars</b>	<b>Nation</b>	19,142	19,201	20,146	20,809	22,186	23,359	24,436	25,602
		<b>State</b>	17,310	17,450	18,408	19,023	20,360	21,381	22,325	23,521
		<b>County</b>	15,218	15,980	17,013	17,783	18,063	18,909	19,885	

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>92-93</b>	<b>93-94</b>	<b>94-95</b>	<b>95-96</b>	<b>96-97</b>	<b>97-98</b>
<b>Extreme Economic Deprivation</b>  <b>Sources: 31, 54</b>	<b>Students from economically disadvantaged families. Free and Reduced Lunch Program.</b>	<b>State</b>	43.6%	45.1%	46%	46.9%	48.1%	
		<b>Robstown</b>	84.3%	82.6%	83.0%	85.7%	87.5%	86.7%
		<b>CCISD</b>	49.1%	52.3%	51.1%	51.7%	52.2%	55.3%
		<b>Tuloso Midway</b>	41.5%	43.4%	47.4%	42.3%	47.3%	43.8%
		<b>Flour Bluff</b>	39.6%	38.6%	39.8%	40.4%	39.9%	41.0%
		<b>Calallen</b>	21.4%	22.3%	27.4%	28.6%	26.0%	24.9%

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>1994</b>	<b>94-95</b>	<b>95-96</b>	<b>96-97</b>	<b>97-98</b>
<b>Academic Failure Beginning In Elementary School</b> <b>Sources: 31, 54</b>	<b>Reading and math proficiency. % passing Reading and Math TAAS tests for all grades combined.</b>	<b>State</b>	76.5; 60.5	78.4; 65.9	80.4; 74.2	84.0; 80.1	87.0; 84.2
		<b>Calallen</b>	86.8; 69.6	89.0; 80.0	89.7; 83.7	93.0; 89.5	94.8; 92.2
		<b>CCISD</b>	75.4; 55.6	75.9; 60.9	79.1; 70.2	82.9; 76.6	87.0; 83.1
		<b>Flour Bluff</b>	80.0; 64.0	81.8; 69.3	83.7; 74.7	86.5; 83.6	90.8; 87.7
		<b>Robstown</b>	55.8; 37.3	60.8; 46.5	67.1; 59.9	77.2; 71.1	82.1; 78.9
		<b>Tuloso Midway</b>	81.9; 64.2	80.1; 65.6	81.4; 81.7	88.4; 87.7	91.7; 90.1

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>93-94</b>	<b>94-95</b>	<b>95-96</b>	<b>96-97</b>	<b>97-98</b>
<b>Academic Failure Beginning In Elementary School</b> <b>Sources: 31, 54</b>	<b>Proportion of eligible students scoring at or above accountability criteria on SAT or ACT . For last two years the proportion is only of students taking the test.</b>	<b>State</b>	17.2	16.0	18.0	26.3	26.6
		<b>Calallen</b>	18.2	16.7	17.2	18.2	27.2
		<b>CCISD</b>	18.0	13.9	17.2	21.9	27.5
		<b>Flour Bluff</b>	13.5	18.9	20.2	30.5	31.8
		<b>Robstown</b>	2.2	.6	2.2	6.3	6.6
		<b>Tuloso Midway</b>	14.4	9.6	9.5	27.0	22.2

Risk Factor	Indicator	Level	1994	1995	1996	1997
<b>Lack Of Commitment To School</b>  Sources: 31,54	<b>Average Daily Attendance</b>	<b>State</b>	94.9%	95.1%	95.1%	95.1%
		<b>Calallen</b>	95.9%	95.7%	95.8%	95.4%
		<b>CCISD</b>	94.7%	95.2%	95.0%	94.4%
		<b>Flour Bluff</b>	95.4%	95.4%	95.6%	95.4%
		<b>Robstown</b>	93.8%	94.0%	94.7%	93.9%
		<b>Tuloso Midway</b>	95.1%	95.2%	95.4%	95.1%

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997	1998
<b>Lack Of Commitment To School</b>  Sources: 26, 30	<b>Truancy.</b>	<b>National</b>						
		<b>State</b>			3,758	3,586	3,048	
		<b>County</b>	613	516	423	369	316	318

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
<b>Early Initiation Of The Problem Behavior</b>  Sources: 26, 35	<b>Arrests age 10-14 --alcohol or drug related.</b>	<b>National</b>					
		<b>State</b>	2,235	2,135	2,605	3,150	2,796
		<b>County</b>	63	68	80	116	100



Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
Early Initiation Of The Problem Behavior  Sources: 26, 35	Arrests age 10-14--violence related. Murder, rape, robbery, aggravated Assault, assault	National					
		State			7,884	7,343	7,434
		County	189	228	259	196	181

Risk Factor	Indicator	Level	1993	1994	1995	1996	1997
Early Initiation Of The Problem Behavior  Sources: 1, 2, 50	Age at first use of Marijuana or Alcohol for individuals entering treatment.	State			13	12	12
		County			11	Alcoh. 8 Marij. 11	Alcoh. 13 Marij. 12

Risk Factor	Indicator	Level	1990		Data Indicator	Level	1996
Early Initiation Of The Problem Behavior					Longitudinal Drop-out Rate for 7-12th grades	National 10-12th	5%
Sources: 8, 32 33	Drop-outs prior to ninth grade. Number and as % of population	State	1,492,112 8.7%			State	9.1%
		County	30,148 10.4%			Calallen CCISD Flour Bluff Robstown Tuloso M.	5.1% 13.4% 5.2% 15.3% 7.2%

<b>Risk Factor</b>	<b>Indicator</b>	<b>Level</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>
<b>Early Initiation Of The Problem Behavior</b>  <b>Source: 31</b>	<b>Annual Dropout Rate</b>	<b>State</b>			1.8	1.8	1.8	1.6
		<b>Calallen</b>			1.5	.4	.8	.9
		<b>CCISD</b>			2.2	.8	2.0	2.4
		<b>Flour Bluff</b>			0.9	1.0	3.3	.9
		<b>Robstown</b>			2.4	2.6	1.6	2.7
		<b>Tuloso M.</b>			1.7	.7	.3	1.2

<b>Juvenile Crime Type</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>93-98% Change</b>	<b>96-98% Change</b>
<b>Felony Arrests</b>	865	956	860	691	510	431	-50.1	-37.6
<b>Misdemeanor Arrests</b>	1,688	2,330	2,332	2,204	1,939	1,819	+7.8	-17.5
<b>Violent Crimes</b>	753	927	1,011	883	834	737	-2.1	-16.5
<b>Homicide</b>	5	1	8	6	4	0		
<b>Rape/Sexual Assault</b>	36	36	42	45	33	42	+16.6%	-6.9
<b>Assault</b>	314	418	456	312	312	286	-8.9	-8.3
<b>Robbery</b>	42	55	80	34	31	23	-45.2	-32.3
<b>Property Crime</b>	1,029	1,228	1,020	865	656	546	-46.9	-36.9
<b>Burglary</b>	364	355	235	250	169	126	-65.4	-49.6
<b>Theft</b>	500	654	643	495	411	356	-28.8	-28.1
<b>Vehicle Theft</b>	114	219	142	120	76	64	-43.8	-46.7
<b>Drugs</b>	192	222	253	344	322	301	+56.8	-12.5
<b>Other Crimes Status</b>	2,606	2,251	1,726	1,620	1,771	1,915	-26.5	+18.2
<b>TOTAL ARRESTS</b>	5,159	5,537	4,918	4,515	4,220	4,165	-19.9	-7.8

<b>Juvenile Detention Characteristics</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>Percent Change</b>
<b>Number Of Admissions</b>			1,643	1,483	1,202	1,022	-26.8%
<b>Number Of Releases</b>			1,649	1,493	1,180	1,035	-28.4%
<b>Average Daily Population</b>			33	31	38	45	+15.1%
<b>Average Length Of Stay (days)</b>			7	8	11	13	+57.1%

<b>Juvenile Court Characteristics</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>93-98 Change</b>	<b>96-98 Change</b>
<b>Number Of Referrals</b>	520	548	530	498	435	505	-2.9	+1.4
<b>rate per 1,000 arrests</b>	100.0	99.6	108.0	111.0	103.0	121.1	+21.1	+9.0
<b>Number Of Dispositions</b>	474	569	509	594	578	698	+47.3	+17.5
<b>Nonjudicial Handling</b>	0	0	0	3	54			
<b>Judicial Handling</b>	315	334	346	362	279	328	+4.1	-9.4
	60.5	60.7	70.6	81.1	66.1	78.6	+30.1	-1.75
<b>Community Control Boot Camp</b>	0	0	0	23	42	61		+165.0
				5.1	10.3	14.6		+186.8
<b>Committed TYC</b>	58	93	77	78	87	112	+93.1	+43.6
	11.1	16.9	15.7	17.3	20.6	26.8	+141.4	+54.9
<b>Parole</b>								
<b>Transferred To Adult Court</b>	9	20	5	9	3	5	-40.0%	

## DATA SOURCES

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**RESOURCE ASSESSMENT  
WORK GROUP**

**REPORT**

**YOUTH OPPORTUNITIES UNITED**  
**COMPREHENSIVE STRATEGY**  
**RESOURCE ASSESSMENT WORK GROUP**  
**FINAL REPORT**

**MAY 17, 1999**

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Texas A&M University-Corpus Christi

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AVANCE, Inc. Corpus Christi Chapter

# **RESOURCE ASSESSMENT WORK GROUP**

## **REPORT**

### **INTRODUCTION**

The objective of the Resource Assessment Work Group was to gather information on youth programs in the community and to identify gaps in those programs and services that address the Priority Risk Factors for Nueces County youth. The Data Collection and Analysis Work Group identified these Priority Risk Factors which were the basis for this study by the Resource Assessment Work Group. These include:

#### **Community Domain**

1. Extreme Economic Deprivation

#### **Family Domain**

2. Family Management Problems
3. Family Conflict

#### **School Domain**

4. Academic Failure Beginning in Late Elementary School
5. Lack of Commitment to School

#### **Individual/Peer**

6. Early Initiation of the Problem Behavior

Please refer to the report of the Data Collection and Analysis Work Group for a summary of these Priority Risk Factors.

The Resource Assessment Work Group initially identified a large number of existing youth public and private agencies using an electronic database maintained by the United Way of the Coastal Bend, and targeted these agencies for further inquiry. The Work Group conducted a mail and follow-up telephone survey of targeted community youth agencies to request more comprehensive information about their programs. Concurrently, the Work Group held a community meeting, open to all interested youth agencies, to identify further relevant organizations not included in the United Way electronic database and to request information about their programs and services. Finally, the Work Group further identified a subset of targeted agencies which had not immediately responded to the survey but which delivered critical services to youth, served large numbers of youth, or were otherwise deemed crucial to include. Work Group members made multiple telephone follow-up requests to those agencies to obtain responses where possible.

The agency survey requested basic information about individual agency programs, including program name, number of persons served, genders and ages served, geographic

area served, times/days/seasons of delivery, and financial or other (religious, ethnic, cultural) eligibility.

Age categories selected were based on current age breaks by independent school districts (ISD's) and other programs. Not all ages in a category may be served by a particular program.

The Work Group then compiled survey information for each program, identified the Priority Risk Factors addressed, and assigned a Sanctions Level (Prevention, Intervention, Immediate, Intermediate, Secure Care, and After Care) to each program. Finally, the Work Group assessed how well each program served regional needs in light of the "Five A's" of Assessment, Availability (geographic, financial, cultural, physical), Adequacy, Appropriateness, and Acceptability. These terms are defined as follows (*Office of Juvenile Justice and Delinquency Prevention Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders Action Guide, Draft April 17, 1998*):

**Availability** – Are the prevention services offered available to all the children and youth who are most exposed to the priority risk factors? This dimension has to do with whether the type of service needed exists. Late-evening programming may be needed but is not available.

**Accessibility** -Are the prevention services offered accessible to all the children and youth who are most exposed to the priority risk factors? This dimension has to do with the ease with which the services can be obtained. Four factors are involved: 1) geographic accessibility; 2) financial accessibility; 3) cultural accessibility; 4) physical accessibility.

**Adequacy** – Are the services offered accessible to all the children and youth who are most exposed to the priority risk factors? This dimension refers to whether a service exists in sufficient amount to meet the needs of consumers. Tutoring may be needed every evening, but is only offered on Tuesdays and Thursdays.

**Appropriateness** – Are the services offered accessible to all the children and youth who are most exposed to the priority risk factors? This dimension has to do with whether or not the service is "suitable" for the consumer. For example, does it require certain clothing or equipment that low-income youth may not own?

**Accessibility** -Are the services offered accessible to all the children and youth who are most exposed to the priority risk factors? This dimension focuses on the extent to which the service meets the reasonable preferences of the consumer.

The survey and assessment tools are included at the end of this report.

Surveys were distributed to some 85 agencies, including Corpus Christi ISD, which is the largest ISD in Nueces County. Survey responses received from 33 agencies, describing 90 programs, are the basis for this initial assessment. While this survey is not

comprehensive, it represents an agency response rate (surveys distributed/responses received) of 39% and the Work Group concludes this is acceptable for an initial assessment of major regional gaps in programs and services. As noted, some major agencies providing critical services to youth, or serving large youth populations, did not initially respond to the survey request. This may stem from misidentification of the appropriate agency contact person in the United Way database, agency lack of understanding about the Youth Opportunities United initiative and its significance, agency lack of resources to respond in a timely manner, or agency lack of information readily available in the requested format. Corpus Christi ISD responded with a catalog of academic/instructional, enrichment, special and at-risk, and community collaborative initiatives that describe programs focusing on student needs and efforts to address school reform and systematic change. The survey reflects a sample of those specific programs which focus on prevention/intervention for elementary and middle school students. Further ongoing data collection is expected as an outgrowth of this initiative. Ongoing data collection efforts on a regular basis will increase the agency response rate and provide more complete information to enable more detailed future resource assessments.

## **GAPS IN YOUTH SERVICES**

Survey results are presented in tables at the end of this report. Survey results indicate that:

- 1.) **Too Few Programs Address Extreme Economic Deprivation.** An inadequate number of programs surveyed (29 of 90 programs, or 32%) address the Priority Risk Factor Extreme Economic Deprivation. Programs which address this Risk Factor might include youth employment, or career education and training. Programs surveyed address other Priority Risk Factors to a much greater extent; that is, 48-71% of surveyed programs address each of the other risk factors.
- 2.) **Program Availability Good.** Most programs surveyed (92%) are Available.
- 3.) **Program Accessibility Generally Good.** Most programs surveyed (81-96%) are geographically, financially, culturally, and physically Accessible. Geographic inaccessibility is the greatest accessibility challenge for many programs; 19% of all programs surveyed were deemed geographically inaccessible.
- 4.) **Programs Overwhelmingly Inadequate.** Fewer than 50% of the programs surveyed (26/90, or 29%) are Adequate to serve existing County needs. The other 71% of surveyed programs may serve too few youth, may have limited times or days of services, limited locations, or otherwise cannot meet overwhelming demand.
- 5.) **Program Appropriateness Good.** All programs surveyed are Appropriate.
- 6.) **Most Programs Acceptable.** TRIP was considered acceptable at the time it was introduced, but it is now broadly recognized that a more comprehensive case-

management approach would be more effective. All other programs are considered Acceptable.

- 7.) **Existing Programs Focus on Prevention.** This survey documented more programs focused on prevention (71) rather than intervention (49) or sanction-level (11). This is a positive note for the community, and agencies should continue to emphasize prevention programs. Such programs do not produce immediate results, but are least costly per child served, and most effective in the long run.
- 8.) **Fewer Programs Target Younger Ages.** Fewer programs surveyed address needs of infants (24 programs for pre-birth to age 2) and children (35 programs for ages 3-5) than serve other age groups, and existing infant/youth programs are markedly inadequate to meet the demand. The Work Group is gathering data to determine the impact of programs on the success of children in selected age groups.

## RESOURCE ASSESSMENT WORK GROUP RECOMMENDATIONS

Recommendations are as follows:

- 1.) **Increase/Expand Programs to Address Extreme Economic Deprivation.** Increase the number of programs, or expand those existing programs, which address the Priority Risk Factor of Extreme Economic Deprivation. An example would be a youth program that includes youth employment as a component.
- 2.) **Assist, Support and Collaborate to Increase Youth Program Adequacy.** The City, County, youth agencies, and community at large must assist, support, and collaborate to acquire additional resources, and use existing resources more effectively, to expand existing youth programs and services and create additional community youth programs and services, to comprehensively address the Priority Risk Factors for Nueces County.
- 3.) **Focus on Prevention Programs.** Youth programs should focus on prevention, as this will be most effective.
- 4.) **Increase/Expand Programs for Infants through Age 10.** Concentrate community efforts on increasing and expanding prevention/intervention programs to serve youths ages 6-10. Increase and expand the number of programs to serve younger children pre-birth to age 5, and their parents, with special focus on infants (pre-birth to age 2) and their parents, to fill identified community gaps. Our surveys have determined that children in Nueces County ages 0-10 are not receiving adequate services and task force members agree this is a critical age group. *This is the key recommendation.*



**RESOURCE ASSESSMENT WORK GROUP:**  
**SURVEY FORM DISTRIBUTED TO AGENCIES**

**YOU**  
Youth Opportunities United  
Agency/Organization Information Sheet

Agency Name\_\_\_\_\_

Director\_\_\_\_\_Title\_\_\_\_\_

Mailing Address\_\_\_\_\_City\_\_\_\_\_State\_\_\_\_\_Zip\_\_\_\_\_

Street Address\_\_\_\_\_City\_\_\_\_\_State\_\_\_\_\_Zip\_\_\_\_\_

Primary Phone\_\_\_\_\_Atl. Phone\_\_\_\_\_Fax\_\_\_\_\_

Days of Operation\_\_\_\_\_Hours of Operation\_\_\_\_\_

Agency Mission Statement:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Agency Type: Non-Profit\_\_\_\_\_Government\_\_\_\_\_For-Profit\_\_\_\_\_Other\_\_\_\_\_

Affiliation(s) with other Agencies/Organizations\_\_\_\_\_

Agency Funding Source(s)\_\_\_\_\_

What other gaps (unaddressed community needs) exist in your service delivery area?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

NOTE: We would appreciate any brochures you can contribute to our Resource Library.

Please return this form or fax to:

Youth Opportunities United  
C/o United Way INFO\*LINE  
P.O. Box 9011  
Corpus Christi, Texas 78469-9011  
(512) 882-4636 or 1-800-421-4636  
(512) 888-6882 fax number

**RESOURCE ASSESSMENT WORK GROUP:**  
**ASSESSMENT OF LOCAL YOUTH PROGRAMS**

Corpus Christi/Nueces County  
Resource Assessment Workgroup

Agency	Program/Service	Risk Factors							Availability					Accessability					Adequacy					Appropriateness					Acceptability					Sanctions/Level							Ages									
		1	2	3	4	5	6		Geographically	Financially	Culturally	Physically							Prevention	Intervention	Immediate	Intermediate		Secure Care	After Care	0-2	3-5		6-10	11-13	14-17	18-21																		
ARK	Assessment Center							X	X	X	X	X		X	X																																			
AVANCE	Parent Support/Education							X		X	X			X	X																																			
Bethune Day Care	Child Care							X	X	X	X	X	unk	X	X																																			
CASA	CASA Nueces County							X	X	X	X	X	X	X	X																																			
Cath Soc Serv	Counseling								X	X	X		X	X	X																																			
Cath Soc Serv	Immigration/Refugee								X		X		unk	X	X																																			
CBAids Foundation	Case Management							X	X	X	X	X		X	X																																			
CBAids Foundation	Education							X	X	X	X	X		X	X																																			
CBAids Foundation	Project Turnaround							X	X	X	X	X		X	X																																			
CBAids Foundation	Subcontractors							X	X	X	X	X		X	X																																			
CBAY	TRIP							X	X	X	X	X	X	X																																				
CBADAA	FAST							X		X	X	X		X	X																																			
CBADAA	Project Alpha							X		X	X			X	X																																			
CBADAA	Youth Potential							X	X	X	X	X	unk	X	X																																			
CCISD	Adopt-a-School							X	X	X	X	X	X	X	X																																			
CCISD	Fast							X		X	X	X		X	X																																			
CCISD	Here's Looking At You							X	X	X	X	X	X	X	X																																			
CCISD	Mentor Programs							X	X	X	X	X	X	X	X																																			
CCISD	Peer Mediation							X	X	X	X	X	X	X	X																																			

Corpus Christi/Nueces County  
Resource Assessment Workgroup

Agency	Program/Service	Risk Factors						Availability		Accessibility		Adequacy		Appropriateness		Acceptability		Sanctions/Level				Ages					
		1	2	3	4	5	6		Geographically	Financially	Culturally	Physically				Prevention	Intervention	Immediate	Intermediate	Secure Care	After Care	0-2	3-5	6-10	11-13	14-17	18-21
CCISD	STEP							X	X	X	X	X		X	X												
CCISD	DARE							X		X	X	X	X	X	X												
Charter Hospital	Adolescent/Children Prog							X	X	X	X	X	X	X	X												
CIS, Inc	Communities in Schools							X		X	X	X		X	X												
Driscoll	Healthy Families							X	X	X	X	X	X	X	X												
Family Coun Serv	Child/Family Counseling							X	X		X	X	X	X	X												
Family Coun Serv	Parents Anonymous							X	X	X	X	X		X	X												
Girl Scouts	Girl Scouting on School Day							X		X	X	X		X	X												
Girl Scouts	Troop								X	X	X	X		X	X												
Gulf Coast/La Raza	Academy of Transition							X	X	X	X	X	X	X	X												
Gulf Coast/La Raza	Drug Abuse Prevention								X	X	X	X	X	X	X												
Gulf Coast/La Raza	Emergency Shelter/Assmt							X	X	X	X	X		X	X												
Gulf Coast/La Raza	Family Counseling Center							X	X	X	X	X	X	X	X												
Gulf Coast/La Raza	HIV/AIDS Ed/Info							X	X	X	X	X	X	X	X												
Gulf Coast/La Raza	Parenting Education								X	X	X	X	X	X	X												
LULAC	Natl Education Serv Ctr							X	X	X	X	X		X	X												
New Life	New Life Fellowship Church							X	X	X	X	X	X	X	X												
Nueces Co CAA	Headstart							X	X		X	X		X	X												
Nueces Co DHS	Referral agency							X	X	X	X	X		X	X												

Corpus Christi/Nueces County  
Resource Assessment Workgroup

Agency	Program/Service	Risk Factors						Availability	Accessibility				Adequacy	Appropriateness	Acceptability	Sanctions/Level						Ages					
		1	2	3	4	5	6		Geographically	Financially	Culturally	Physically				Prevention	Intervention	Immediate	Intermediate	Secure Care	After Care	0-2	3-5	6-10	11-13	14-17	18-21
Nueces Co Health Dept	Child Health							X	X	X	X	X	X	X													
Nueces Co Health Dept	Family Planning							X	X	X	X	X	X	X													
Nueces Co Health Dept	Immunizations							X	X	X	X	X	X	X													
Nueces Co Health Dept	Maternity							X	X	X	X	X	X	X													
Nueces Co Health Dept	WIC							X	X	X	X	X	X	X													
Nueces Co Juvenile	Bridge Program							X	X	X	X	X	X	X													
Nueces Co Juvenile	Common Sense Parenting							X	X	X	X	X	X	X													
Nueces Co Juvenile	Detention Services							X	X	X	X	X	X	X													
Nueces Co Juvenile	Mentoring							X	X	X	X	X	X	X													
Nueces Co Juvenile	Night in Jail							X	X	X	X	X	X	X													
Nueces Co Juvenile	Officer of the Day							X	X	X	X	X	X	X													
Nueces Co Juvenile	Operation Boot Camp							X	X	X	X	X	X	X													
Nueces Co Juvenile	Probation Services							X	X	X	X	X	X	X													
Nueces Co Juvenile	Residential Services							X	X	X	X	X	X	X													
Nueces Co Juvenile	SAVE Program							X	X	X	X	X	X	X													
Nueces Co Juvenile	SOS Program							X	X	X	X	X	X	X													
Nueces Co Juvenile	Tuff Love							X	X	X	X	X	X	X													
Nueces Co MHMR	Infant Development							X	X	X	X	X	X	X													
Nueces Co MHMR	Youth Services							X	X	X	X	X	X	X													

Corpus Christi/Nueces County  
Resource Assessment Workgroup

Agency	Program/Service	Risk Factors						Availability	Accessibility				Adequacy	Appropriateness			Sanctions/Level					Ages					
		1	2	3	4	5	6		Geographically	Financially	Culturally	Physically					Prevention	Intervention	Immediate	Intermediate	Secure Care	After Care	0-2	3-5	6-10	11-13	14-17
Nueces Co Sheriff	DARE							X		X	X	X	X	X	X												
Nueces Co Sheriff	GREAT							X		X	X	X	X	X	X												
PDAP	Older Group							X	X	X	X	X		X	X												
PDAP	Parent Group							X	X	X	X	X		X	X												
PDAP	Substance Abuse Services							X	X	X	X	X		X	X												
PDAP	Younger Group							X	X	X	X	X		X	X												
Planned Parenthood	Baby Think It Over							X	X	X	X	X		X	X												
Planned Parenthood	Teen Parent Panel							X	X	X	X	X	X	X	X												
Planned Parenthood	Young Men United									X	X			X	X												
TAEX	Better Living for Texans							X	X	X	X	X		X	X												
TAEX	Parenting							X	X	X	X	X		X	X												
TAEX/4-H	4-H Clubs							X	X	X	X	X		X	X												
TAEX/4-H	4-H Special Interest Groups							X	X	X	X	X		X	X												
TAEX/4-H	Teen Leadership							X	X	X	X	X		X	X												
Tx Workforce Center	Summer Young Program							X	X	X		X		X	X												
Tx Workforce Center	Year Round Youth Program							X	X	X		X		X	X												
Tx Workforce Center	Youth Education Coord							X	X	X		X		X	X												
TXDPRS	Child Protective Services							X	X	X	X	X		X	X												
TYC	York Halfway House							X	X	X	X	X		X	X												

Corpus Christi/Nueces County  
Resource Assessment Workgroup

Agency	Program/Service	Risk Factors							Availability					Accessability					Adequacy					Appropriateness					Acceptability					Sanctions/Level									Ages							
		1	2	3	4	5	6			Geographically	Financially	Culturally		Physically						Prevention	Intervention	Immediate		Intermediate	Secure Care	After Care	0-2		3-5	6-10	11-13	14-17		18-21																
Women's Shelter	Youth Services							X	X	X	X	X	X	X	X	X																																		
YMCA	Martial Arts							X			X	X		X	X																																			
YMCA	Summer Day Camps							X		X	X	X		X	X																																			
YMCA	Y-Club							X		X	X	X		X	X																																			
YMCA	Youth & Government							X		X	X	X		X	X																																			
YMCA	Youth Centers							X		X	X	X		X	X																																			
YMCA	Youth Sports							X		X	X	X		X	X																																			
Youth City	Foster Care							X	X		X	X	X	X	X	X																																		
Youth City	Independent Living							X			X	X		X	X																																			
Youth City	Residential Treatment							X	X		X	X		X	X																																			
Youth City	Substance Abuse Program							X	X		X	X		X	X																																			
YWCA	Carousel of Learning Care							X	X	X	X	X		X	X																																			
YWCA	Young Moms							X	X	X	X	X		X	X																																			
YWCA	Y-Teens							X	X	X	X	X		X	X																																			
Count	90	29	64	53	43	43	63	83	73	82	86	82	26	90	89	71	49	9	7	4	4	24	35	55	60	65	44																							



**RESOURCE ASSESSMENT WORK GROUP:**  
**ASSESSMENT OF LOCAL YOUTH PROGRAMS**

## CORPUS CHRISTI/NUECES COUNTY AGES SERVED

Agency	Program/Service	Ages					
		0-2	3-5	6-10	11-13	14-17	18-21
ARK	Assessment Center						
AVANCE	Parent Support/Education						
Bethune Day Care	Child Care						
CASA	CASA Nueces County						
Cath Soc Serv	Counseling						
Cath Soc Serv	Immigration/Refugee						
CBAY	TRIP						
CBCDAA	FAST						
CBCDAA	Project Alpha						
CBCDAA	Youth Potential						
CCISD	Adopt-a-School						
CCISD	Fast						
CCISD	Here's Looking At You						
CCISD	Mentor Programs						
CCISD	Peer Mediation						
CCISD	STEP						
CCISD	DARE						
Charter Hospital	Adolescent/Children Prog						
CIS, Inc	Communities in Schools						
Driscoll	Healthy Families						
Family Coun Serv	Child/Family Counseling						
Family Coun Serv	Parents Anonymous						
Girl Scouts	Girl Scouting on School Day						
Girl Scouts	Troop						
Gulf Coast/La Raza	Academy of Transition						
Gulf Coast/La Raza	Drug Abuse Prevention						
Gulf Coast/La Raza	Emergency Shelter/Assmt						
Gulf Coast/La Raza	Family Counseling Center						
Gulf Coast/La Raza	HIV/AIDS Ed/Info						
Gulf Coast/La Raza	Parenting Education						
LULAC	Natl Education Serv Ctr						
New Life	New Life Fellowship Church						
Nueces Co CAA	Headstart						
Nueces Co DHS	Referral agency						
Nueces Co Health Dept	Child Health						
Nueces Co Health Dept	Family Planning						
Nueces Co Health Dept	Immunizations						
Nueces Co Health Dept	Maternity						
Nueces Co Health Dept	WIC						
Nueces Co Juvenile	Bridge Program						
Nueces Co Juvenile	Common Sense Parenting						
Nueces Co Juvenile	Detention Services						
Nueces Co Juvenile	Mentoring						

## CORPUS CHRISTI/NUECES COUNTY AGES SERVED

Agency	Program/Service	Ages					
		0-2	3-5	6-10	11-13	14-17	18-21
Nueces Co Juvenile	Night in Jail						
Nueces Co Juvenile	Officer of the Day						
Nueces Co Juvenile	Operation Boot Camp						
Nueces Co Juvenile	Probation Services						
Nueces Co Juvenile	Residential Services						
Nueces Co Juvenile	SAVE Program						
Nueces Co Juvenile	SOS Program						
Nueces Co Juvenile	Tuff Love						
Nueces Co MHMR	Contact Development						
Nueces Co MHMR	Youth Services						
Nueces Co Sheriff	DARE						
Nueces Co Sheriff	GREAT						
PDAP	Older Group						
PDAP	Parent Group						
PDAP	Substance Abuse Services						
PDAP	Younger Group						
Planned Parenthood	Baby Think It Over						
Planned Parenthood	Teen Parent Panel						
Planned Parenthood	Young Men United						
TAEX	Better Living for Texans						
TAEX	Parenting						
TAEX/4H	4 H Special Interest Groups						
TAEX/4H	4 H Clubs						
TAEX/4H	Teen Leadership						
Tx Workforce Center	Summer Young Program						
Tx Workforce Center	Year Round Youth Program						
Tx Workforce Center	Youth Education Coord						
TXDPRS	Child Protective Services						
TYC	York Halfway House						
Women's Shelter	Youth Services						
YMCA	Martial Arts						
YMCA	Summer Day Camps						
YMCA	Y-Club						
YMCA	Youth & Government						
YMCA	Youth Centers						
YMCA	Youth Sports						
Youth City	Foster Care						
Youth City	Independent Living						
Youth City	Residential Treatment						
Youth City	Substance Abuse Program						
YWCA	Carousel of Learning Care						
YWCA	Young Moms						
YWCA	Y-Teens						

# **STRUCTURED DECISION MAKING WORK GROUP**

## **REPORT**

## **STRUCTURED DECISION MAKING WORK GROUP**

### **INTRODUCTION**

The role of the Objective Decision Making Work Group is to map the current juvenile justice system to identify the critical decision points and to document the current decision making processes (objective, multi-disciplinary teams, subjective recommendations, staff expertise, etc.) used as each decision point. The Work Group identifies who makes the decision/recommendation at each point, what data is collected and how the collected data is used, with particular attention to duplication in data collection, variations in definitions of terms, and time required to complete each process. This is not an inventory of programs or options, but of the processes by which youth are placed or moved through the system.

Structured decision making implies that the juvenile should move along the continuum of phases from early intervention to intermediate sanctions to secure corrections. Risk and Needs Assessments are used to determine appropriate placement to ensure “the right program for the right child at the right time.” The sanctions increase as the severity of the offense or the number of offenses occurs. Accountability and follow through are a crucial part of the process.

The discussion that follows describes how children enter the Nueces County Juvenile Justice System. The Child Protective Services, Mental Health and Mental Retardation and the Corpus Christi Independent School System follow.

#### **The Decision Makers for Referral and/or Arrest**

1. Law Enforcement Officers
2. School ISD Police
3. Municipal Court
4. Justice of the Peace
5. Prevention Unit of the Probation Department
6. TRIP/Curfew Center

#### **The Decision Making Tools**

1. Texas Penal Code
2. Texas Code of Criminal Procedures
3. Texas Family Code
4. City of Corpus Christi Code of Ordinances
5. Law Enforcement Rules Manual
6. Law enforcement/decision maker discretion

## **LAW ENFORCEMENT:**

### **Decision Makers**

Police Officers

### **Decision Making Tools**

1. Texas Penal Code
2. Texas Code of Criminal Procedures
3. Texas Family Code
4. City of Corpus Christi Code of Ordinances
5. Corpus Christi Police Department Rules Manual

### **The Decision Making Process**

Section 52.01 of the Texas Family Code (F.C.) gives peace officers the authority to take a child into custody. A child is defined in F.C. 51.02 as a person 10 years of age or older and under 17 years of age. An offense, as defined by the Texas Penal Code or a violation of The City of Corpus Christi Code of Ordinances, must occur before the child is taken into custody (arrested). The arrest must be based on “probable cause,” that is, there must be sufficient evidence that the child committed the offense. This may be established by the presence of the officer or through information obtained from victims or witnesses.

Once the child is detained, the officer has several options. For status offenses (those that would not be a crime if committed by an adult) the officer completes a report and a Juvenile Field Interview Report. This is forwarded to the Nueces County Juvenile Justice Center. For traffic violations and minor offenses (Class C Misdemeanors), a citation is issued if the child is 14 or older. Children 10 to 13 are released to their parents and a report written. For more serious offenses, the child is taken into custody and transported to the Nueces County Juvenile Justice Center. At the Justice Center, an intake officer decides whether to authorize the detention of the child. If the intake officer does not authorize the detention, then the child is released to their parent or guardian.

Is the decision making process effective? Generally yes.

### **Proposed Improvements**

The Corpus Christi Police Department will benefit from the resources that are identified through the Comprehensive Strategy. The Department is committed to the community policing philosophy, and several programs are already in place. In addition, with the formation of Citizen Advisory Councils under the Crime Control District, the City will be divided into 17 neighborhood clusters. Two of these areas are already in place and being served by community police officers. With these officers having closer contact with the citizens, they must have a broader knowledge of resources involving children.

## **JUVENILE JUSTICE CENTER**

**Referral:** Juveniles are referred to the Juvenile Justice Center primarily by law enforcement. The law enforcement officer has discretion to take the child into custody and deliver him/her to the detention center or to release the child and refer the case administratively. Cases in which the suspect is not immediately known, or in which the suspect cannot be found, are likely to be referred administratively if they are not serious felony offenses and there is no apparent immediate danger.

**Effective:** Generally yes.

**Improvements:** Internal policies to establish certain crimes and circumstances under which a juvenile should be detained or released may be helpful.

Referrals are also received from the schools. Many of the school referrals (paperwork only) are for preventive measures and are sent to the Prevention Unit of the Probation Department directly. Recently, the Corpus Christi ISD formed its own police department. Therefore, referrals for law violations occurring on campus may now be directly referred by the schools.

**Effective:** No.

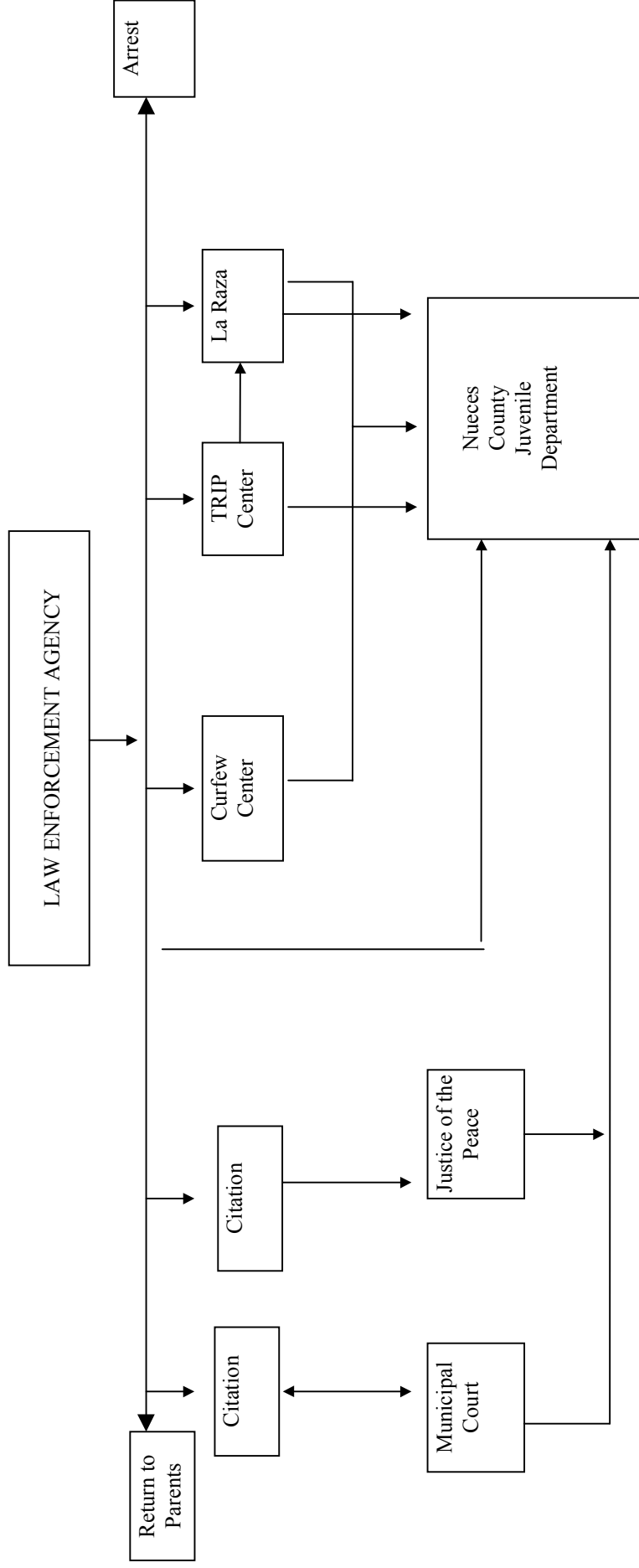
**Improvements:** There are problems in this area because the CCISDPD does not have vehicles. Therefore, they cannot bring a child to detention, nor can they take a child before a magistrate to be warned, as is required prior to a statement being taken. The CCISDPD must rely on the city police department to assist with transport. Working relations between the two police departments are not good. Development of procedures and cooperative efforts would assist in the processing of and investigation of juvenile cases from the schools. Additionally, the CCISDPD seems to lack training as cases frequently cannot be filed because of problems with the procedure or evidence. Supposedly, these officers will undergo training this summer. CCISDPD is expecting to receive vehicles next school year.

The Juvenile Justice Center also receives referrals from Municipal and Justice of the Peace Courts. These referrals are primarily for Class C offenses, truancy, and contempt (failing to follow an order of the court). Referral decisions are based on city and state codes, internal policies of the referring agencies, and the discretion of the decision-maker within the agency.

**Effective:** Yes.

**Improvements:** The recent computerization of the Corpus Christi Municipal Court has improved the record keeping functions of that court, and therefore, has improved the reporting of referrals to the Juvenile Department. Most Justice of the Peace Offices also regularly report referrals to the Juvenile Department. Efforts are under way to create more consistency in the JP Office reporting. JP Offices report problems with consistency and action on cases involving contempt charges which are referred to the Juvenile Department. Development of internal policies in this area would be helpful.

## Movement of Juveniles Through Law Enforcement





## **ADJUDICATION DECISION PROCESS**

### **Decision Makers**

1. Law enforcement officers
2. School personnel
3. Citizens and other non-law enforcement city departments
4. Defendants
5. Defense attorneys
6. City prosecutors
7. Judges
8. Jurors
9. Parents

### **Decision Making Tools**

1. Texas Penal Code
2. Texas Code of Criminal Procedure
3. Texas Family Code
4. Other Class C misdemeanor state laws
5. City of Corpus Christi Code of Ordinances
6. Texas Municipal Courts Education Center's Bench Book

### **Decision Making Process**

1. Law enforcement, non-law enforcement city department personnel and school personnel will decide to file the cases at Municipal Court. Corpus Christi Police Department officers will file their original citations, arrest sheets and /or offense reports with our court. Non-law enforcement city department personnel and citizens will file sworn complaints with our court clerks. School attendance personnel and security peace officers will file sworn complaints or peace officer original citations. The city prosecutors review the sworn complaints, reduced Class A and B misdemeanor charges, and any unusual citations before accepting cases for filing.
2. Defendants and their parents will appear at Municipal Court on their appearance date. If represented by a defense attorney, the defense attorney will also appear. Defendants and their attorneys will discuss the plea bargains with the city prosecutors during arraignments or in the prosecutor offices. Defendants not represented by attorneys, and their parents, will be informed of their plea options and enter a plea before a judge in arraignment court.

3. Not guilty pleas are set for trial before a judge or jury. Guilty or non-contest pleas are presented to a judge for punishment.
4. If a judge or jury acquits a defendant, the defendant is discharged from further liability. If a judge or jury convicts the defendant, then the judge or jury that convicted them decides the punishment.
5. The sentencing alternatives are as follows:
  - A. Fine payment;
  - B. Community Service Fine Payment;
  - C. Deferred Imposition of Sentence; and
  - D. Teen Court.

A defendant under the age of 19 who is assigned to community service, and his/her parents, will be referred to the Volunteer Center of the Coastal Bend for assignment to a non profit agency for community service work. During the intake process the parents will attend a parenting class and the defendant will be instructed on what is expected of him/her when performing community service.

A defendant who is placed on deferred imposition of sentence will be ordered to meet several conditions of deferral in order to have their case dismissed. The conditions can include but are not limited to:

- A. Commit no further crimes;
- B. Pay court costs and special expense fees;
- C. Have no unexcused absences (truancy convictions);
- D. Attend family counseling at the Gulf Coast Council of La Rasa;
- E. Successfully complete the Adult Probation Anti-Shoplifting Program (Theft
- F. Convictions)
- G. Successfully complete an alcohol awareness course offered by the Coastal Bend
- H. Council on Alcohol and Drug Abuse (alcohol offense convictions);
- I. Successfully complete a tobacco awareness course offered by the Coastal Bend
- J. Council on Alcohol and Drug Abuse (tobacco possession offenses).

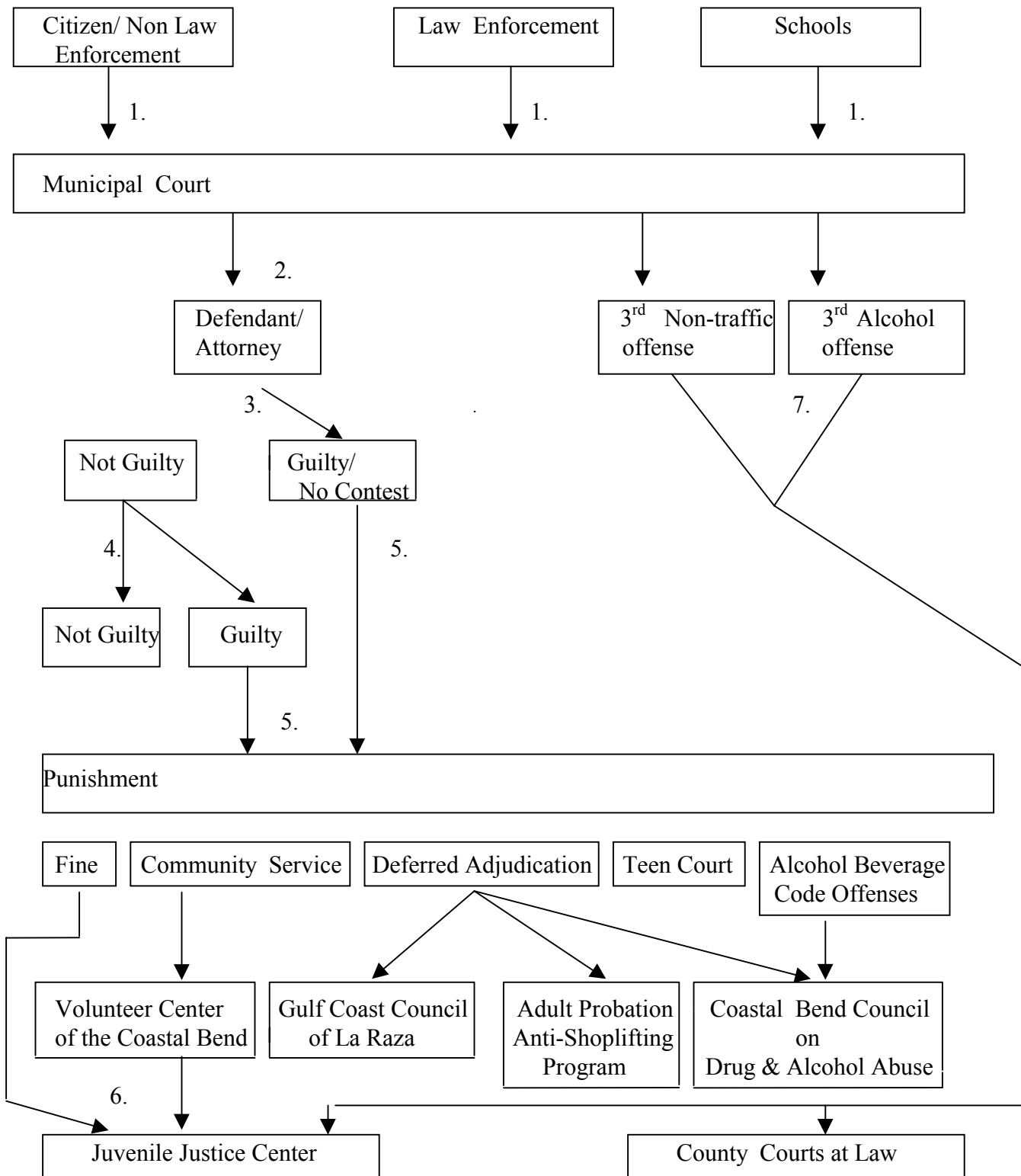
A defendant under the age of 21 who is convicted of an alcohol offense will be required to attend an alcohol awareness course as part of his/her punishment. In addition he/she will have his/her driver's license denied or suspended for 30 days for a first offense conviction.

A defendant referred to Teen Court will have a hearing before a teenage jury. The jury will decide the defendant's punishment, which will include community service, jury duties and other conditions. If all the conditions are met, the defendant's case is

dismissed. If all the conditions are not met, then the defendant is convicted of the offense and faces a fine or community service.

6. A juvenile defendant who fails to pay his or her fine in payments or with community service as ordered by a judge will be referred to the Juvenile Justice Center for a contempt hearing.
7. A defendant with two prior non-traffic offenses will be referred to the juvenile justice center on any subsequent offense. A defendant who is 17 to 20 years of age with two prior alcohol offenses will be referred to the County Courts at Law on any subsequent alcohol offense.

# MOVEMENT OF A JUVENILE THROUGH THE CITY OF CORPUS CHRISTI MUNICIPAL COURT SYSTEM



## **DETENTION**

### **Decision Makers**

1. Detention Staff
2. Juvenile Probation Officers
3. Juvenile Court Judge
4. Juvenile Prosecutor
5. Defense Attorney

### **Decision Making Tools**

1. Texas Family Code
2. Criminal Law Probable Cause Requirements
3. Detention Screening Tool
4. Discretion

### **Decision Making Process**

If the juvenile has been delivered to the Juvenile Justice Center's detention facility, paperwork sufficient to show probable cause for the alleged offense must accompany the child. When the child arrives at the detention center, a staff member must review the police report for probable cause and determine that the Family Code basic requirements are met before the child may be accepted into the center. There is a screening checklist for this procedure. Even if the child meets the basic requirements for detention, he/she may still be released by detention staff. The child may be released, for instance, if the offense is not serious and parents are available to take the child home. A computer check is also done to ascertain whether the juvenile has any outstanding warrants or directives. If the child has a probation officer already, that officer may be called to ascertain whether release is appropriate. This decision is made by detention staff (often with probation officer input) and is governed by the state and federal laws of arrest (for the probable cause determination), by the Family Code rules for detention, and by staff discretion (usually exercised for less serious offenses and juveniles who pose no threat to the community).

**48 Hour Rule:** If a juvenile has been detained, he/she is entitled to have a judge determine whether there is sufficient probable cause to hold the child within forty-eight hours. This is usually accomplished by a detention hearing. But if the child was taken into custody on the weekend, the Juvenile Judge must make the probable cause determination before a detention hearing can be held on the following Monday. This is usually done by calling the detention center and having the reports read to the judge. The judge may release the child or continue detention. This decision is noted on the original screening sheet. Federal and state laws defining probable cause govern.

**Probation Intake:** If a juvenile has been detained, the police paperwork is reviewed by a juvenile probation supervisor, who assigns the case to a probation officer. That officer then looks further into the circumstances of the juvenile and his family and decides

whether to request continued detention or to release the child. This decision is based on such things as the severity and nature of the offense, the history of the child, the cooperation as supervisory ability of the family. The Family Code requires that the child be released unless certain findings are made. These include whether the child is likely to abscond, whether there is anyone who can properly supervise him/her, whether there is anyone to release the child to, whether the offense is serious and the juvenile may threaten the safety of the community, and whether the child has been adjudicated before and is likely to commit an additional offense if released. These are also the detention hearing consideration for the court. If the probation officer finds that none of these factors is present, they will release the child and not request a detention hearing. This decision is made quickly since the detained child is entitled to have a detention hearing within two working days of being detained, or on Monday if detained on Friday or Saturday.

**Prosecutor Review:** If the probation officer thinks the child should be detained, then the prosecutor is given a brief overview of the offense and the juvenile's history and circumstances. A determination is made whether to have a detention hearing. This decision is discretionary but is guided by the detention criteria set out in the Texas Family Code. The prosecutor depends heavily upon the information provided by the Juvenile Probation Department. The juvenile may be released, or a detention hearing set.

**Detention Hearing:** A detained juvenile is entitled to have a detention hearing within two working days of the detention or on Monday if detained on Friday or Saturday. An attorney will be appointed for the child if he/she doesn't already have one. Evidence is presented to the court in a fairly informal hearing. The Court then decides whether the statutory criteria exist to detain the juvenile. If detention is ordered, the order is good for 10 working days. After that time, the juvenile is entitled to another detention hearing. The Court may also release the juvenile with orders to follow certain conditions until the case is resolved.

**Effective:** Yes.

## **JUVENILE PROBATION INTAKE**

### **Decision Makers**

Juvenile Justice Probation Supervisors

### **Decision Making Tools**

1. Risk Assessment Tool
2. Texas Family Code
3. Progressive Sanction Guidelines
4. Staffing Committee Recommendations
5. Psychological/Psychiatric Reports
6. School Reports
7. Social History
8. Juvenile's Referral History
9. Discretion

### **Decision Making Process**

Whether the juvenile is detained or not, the paperwork from the referring agency is given to a juvenile probation supervisor, who then assigns the case to a probation officer. The probation officer then makes a determination as to how the case will be processed and/or handled. The Texas Family Code requires that certain types of cases be referred to the prosecutor. Other cases may be handled informally through diversion to other agencies or programs. At this point, information is gathered from the juvenile, his family, and his school. In addition, the probation officer communicates with the police department in order to receive the full investigation of the case. The needs of the juvenile, the level and type of offense, and the availability of resources usually govern this decision. There is no screening instrument for this decision. However, the Progressive Sanctions Guidelines provide some direction. These guidelines are listed in the Texas Family Code and set out a system of graduated sanction for different levels of offenses. They are recommendations only and are not mandatory. Reporting forms are required. This system is new and its effectiveness has not yet been determined. If the case is resolved at this point, or the child is placed on informal supervision, a reporting form should be completed indicating whether the progressive sanction guidelines have been followed or not. Many times this form is not completed for informal cases. The case may be closed after a brief period of counseling. The juvenile may be placed on deferred prosecution probation (a voluntary probation agreement for up to 6 months without ever going to court), or the probation officer may submit a request for a court petition to the prosecutor's office. This process usually takes about three to four weeks for a juvenile in detention, and about 30 to 45 days for a juvenile not in detention. Sometimes the process is longer. This time period could be shortened if there were more probation intake officers and more police juvenile investigators.

**Effective:** Yes.

**Improvements:** Additional resources in the form of additional probation officers and police investigators would improve the speed of the intake process. Resources in the form of programs for juveniles and families would give the probation officer more options. Additional placement facilities and funds therefore are always needed. Internal policy guidelines regarding the use of deferred probation might be helpful, although discretion at this point is seen as favorable.



## **PROSECUTOR REVIEW AND SCREENING**

### **Decision Makers**

Juvenile Prosecutor

### **Decision Making Tools**

1. Texas Family Code
2. Federal and State Laws of Arrest and Probable Cause
3. Texas Penal Code
4. Texas Education Code
5. Prosecutorial Discretion

### **Decision Making Process**

There are two juvenile prosecutors in Nueces County, and both office at the Juvenile Justice Center. All cases are received by petition request from a juvenile probation officer. The prosecutor reviews the case and determines whether a court petition is appropriate. This determination is made based on the evidence and the statutory requirements of proof in court. There is also a considerable amount of discretion in this decision. The prosecutor may divert the case from court by sending it back to the probation department for informal handling or may dismiss the case outright. The case may also be referred to mediation or to an outside agency. The prosecutor may also file a Motion to Transfer Jurisdiction to the adult court (commonly called a certification petition), or may file a regular petition in the juvenile court. Further, the prosecutor must decide whether to seek determinate sentencing if the crime is one where a determinate sentence is allowed. (Determinate sentencing requires a certification of probable cause by the grand jury. After such certification, the case proceeds as a juvenile case until disposition, when the State may ask for a prison sentence. If a term in prison is granted, the child goes to the TYC first, with possible transfer later to the adult prison.) The information available to the prosecutor for the intake decision includes the juvenile's record, the offense reports, statements and evidence of the instant charges, and available social history information known to the probation department at the time, including psychological reports, school reports, and family information. This process usually takes about two to three weeks if the juvenile is being detained, and anywhere from three weeks to two months if the juvenile is not being detained. Some cases may take longer if they are complicated or the police investigation is not complete. This time period could be shortened if an additional prosecutor were added to the prosecution staff and one prosecutor was assigned to intake. However, efforts are currently underway to shorten the filing time under the current staffing parameters.

**Effective:** Yes.

**Improvements:** One additional prosecutor would speed the process of filing cases in the juvenile court. It is unknown whether the proposed legislation would provide any assistance in this area, although it is unlikely. Also, prosecutorial staff would be greatly

assisted by the addition of an investigator to the unit. This investigator could assist the speed of processing cases by coordinating and obtaining reports from the police department and assisting the prosecutor with locating and serving subpoenas on witnesses and other investigative functions. Additionally, the prosecution unit currently does not have research capability at the adjunct office. Books are outdated and computer programs have been discontinued. The previously used CD-ROM research system is fine, but new disks are not provided on a timely basis. This leaves juvenile prosecutors with no means of legal research unless a trip to the courthouse is made. This need has been addressed and attempts are currently being made to provide internet service with research capability. It is unknown how the proposed change of supervising office may affect these efforts.

## **COURT HEARINGS**

### **Decision Makers**

Juvenile Court Judge

### **Decision Making Tools**

1. Texas Family Code
2. All submitted evidence and arguments

### **Decision Making Process**

**Transfer Hearing:** When a Motion to Transfer Jurisdiction to the Adult Criminal Court (Certification Petition) has been filed, the Juvenile Court must hold a hearing. The juvenile is represented by counsel and his/her parents are present. The Court decides, based on statutory criteria, whether the case should be heard in the juvenile court or whether it should be transferred to the adult system. Usually the cases that are transferred are the more serious crimes, usually against a person. Occasionally, an old case which has just been solved, or a suspect just located, will be certified primarily because the accused is

17 years or older at the time. If a juvenile who has been previously certified commits another felony, then the Juvenile Court is required to transfer the case to adult court upon a showing that the child had been previously transferred and that he/she is currently charged with a felony. If a juvenile is in detention, this hearing will be set within 10 days of the filing of the petition. If the juvenile is not detained, the hearing is usually set within 30 days. If the Juvenile Court orders a case transferred to the adult court, the order itself serves as an adult arrest and the juvenile is handled from that point on under the rules and procedures of the adult system.

**Effective:** Yes.

**Adjudication Hearing:** The adjudication hearing is held before the juvenile court unless the juvenile requests a jury trial. The Family Code authorizes the Juvenile Board (composed of the 8 district judges and the county judge) to appoint a referee to hear most juvenile matters, but this option is not currently being used. The initial hearing is set within 10 days of the filing of the petition if the juvenile is being detained. If the juvenile is not being detained the case is set on the next available docket which is usually within four weeks. The decision to adjudicate must be based upon a finding that the allegations are true beyond a reasonable doubt. Evidence is offered in the form of testimony or stipulations. If the allegations are found not true, the juvenile is released immediately.

**Effective:** Yes.

**Disposition Hearing:** If the juvenile court finds the juvenile guilty, then the court must also decide whether the best interests of the juvenile or the protection of the community require that a disposition hearing be held. This finding is almost always made if there has

been a guilty verdict. The juvenile is not entitled to a jury on disposition except in a determinate sentencing case. Usually this hearing is held immediately after the adjudication hearing, but may be postponed if additional information is necessary. In the disposition hearing, the Court is provided with a social study and report prepared by the Juvenile Probation Department. This report contains information on school, family, criminal history, mental health needs, psychological information if available, and any other pertinent information. The report also contains the Juvenile Department's recommendation and the reasons therefore. The State may present additional evidence and recommendations and the defense attorney may do the same. The Progressive Sanctions Guidelines in the Texas Family Code are also instructive for the judge. The options for disposition at most juvenile proceedings include probation for any term until the child's 18th birthday (this may be in the child's home, the home of another person, or at a placement facility including drug treatment facilities and boot camp), and commitment to the Texas Youth System. A probation term may include various programs that the court feels will be beneficial for the child. The judge is free to decide what disposition is appropriate despite any recommendations made and despite the guideline level in progressive sanctions. A form must be completed after every disposition hearing indicating whether the disposition resulted in a deviation from the progressive sanction guidelines or not. If there was a deviation, the form requires that the reasons for the deviation be given. The disposition decision, as well as the recommendations made to the court, often depend greatly upon the availability of resources. If there is no placement money left in the budget, or there is no available program to address the particular needs of the juvenile before the court, then the only choices are sometimes probation at home or commitment to TYC. The availability of additional funding for placements as well as additional placement facilities, would give the court more options at disposition. The Court may also enter orders against the parent or guardian requiring the payment of fees or completion of programs.

**Effective:** Yes.

**Improvements:** More funding and more placement and program resources would give the Court more options at disposition.

**Modification Hearing:** If a juvenile has been placed on probation and violates a rule of probation or commits a new offense, his/her probation may be modified. The modification process is the same as the adjudication process except that juvenile probation officers are allowed to take a child into custody for violations of probation. The child is still entitled to a detention hearing as above. If a child has violated probation, the probation officer determines whether the violation(s) warrant a request for a modification petition. There is no tool for this determination, and probation officers vary greatly in the exercise of discretion in this area. A tool or written policy may be helpful. The Family Code requirement that certain offenses be submitted to the prosecutor may impact the decision on certain new law violations. If a request for a modification petition is forwarded to the prosecutor, he/she must decide whether there is sufficient proof of violations and whether a modification is warranted. The same materials available to the prosecutor for adjudication petition decisions are available on modification requests. If the prosecutor files a modification petition, the hearing is

scheduled within 10 days if the juvenile is in detention, and at the next available docket if the juvenile is not in detention (usually 30 to 45 days). At the modification hearing, the process is much the same as for adjudication except that the Court must only find the allegations true by a preponderance of the evidence as opposed to beyond a reasonable doubt. The juvenile is not entitled to a jury trial for a modification hearing. The options for the Court after a guilty verdict include returning the child to probation without any changes, changing the child's probation in some way, or revoking the probation and committing the juvenile to the Texas Youth Commission. The decision is generally based on the needs of the juvenile and the availability of resources. There is a need for intermediate sanction facilities. Placement funds are limited in this jurisdiction. A boot camp is available, but not all juveniles qualify for admittance, and not all are psychologically or emotionally appropriate for a boot camp. Intermediate sanction facilities would provide an alternative to allowing a probation violator to just return home or be committed to the TYC.

**Effective:** Yes.

**Improvements:** The availability of more funds and placement/program resources would give the Court more options. An intermediate sanction facility is necessary.

## **TYC/ PAROLE/DISCHARGE**

### **Decision Makers**

T.Y.C. Parole Officers

### **Decision Making Tools**

1. Texas Family Code
2. T.Y.C. Administrative Policy
3. All reports on the Juvenile
4. Offense/incident reports

### **Decision Making Process**

The Texas Youth Commission is the end of the line for most juvenile cases in Texas (those that are not transferred to adult court or handled under determinate sentencing). A commitment to the Texas Youth Commission is an indeterminate commitment until age 21. The TYC makes the determination as to where the juvenile will be placed within the system. Each committed juvenile goes first to a reception center where all information provided by the committing jurisdiction is reviewed and a battery of tests and evaluations is employed to determine the appropriate placement within the TYC system. The juvenile is also given a classification that will later determine his/her eligibility for parole. This process is useful, but is limited by the available beds within the preferred facility. For example, if a juvenile needs drug treatment and sex offender counseling and the facility which offers both is full, the juvenile may be placed in a drug and behavior facility first. Sex offender counseling could be provided in this facility, but not to the degree that a specialized facility could provide it. Waiting lists are long for some treatment programs and a juvenile may be paroled before his/her turn comes around. The decision to parole a juvenile from TYC is based on statutory requirements, internal policy (including minimum stay guidelines), and the behavior and progress of the juvenile at the TYC. If the juvenile is paroled, a supervision plan will be established and the juvenile will be assigned to the caseload of a parole officer. Parole revocations are held before a hearing examiner within a short time. Guidelines are statutory. A juvenile may also be discharged from the supervision of TYC if statutory and policy guidelines are met. A juvenile in the TYC system may also be transferred to prison if the statutory criteria of the determinate sentencing laws are met.

**Effective:** Only in some cases.

**Improvements:** Problems exist in this area for the juvenile who re-offends after being paroled from TYC. The communication between probation and parole is not good. If a TYC parolee commits a new offense, it may or may not be brought to the attention of the prosecutor. Although dual jurisdiction exists in this situation, the TYC parole officer may simply institute administrative revocation proceedings and not seek a new adjudication for the new offense. If the juvenile prosecutor does find out about the case

and files a petition, TYC generally discontinues its proceedings. More cooperation and coordination is needed, and perhaps some change in policy.

## **CHILD PROTECTIVE SERVICES DECISION MAKING FLOW CHART AND PROCESS**

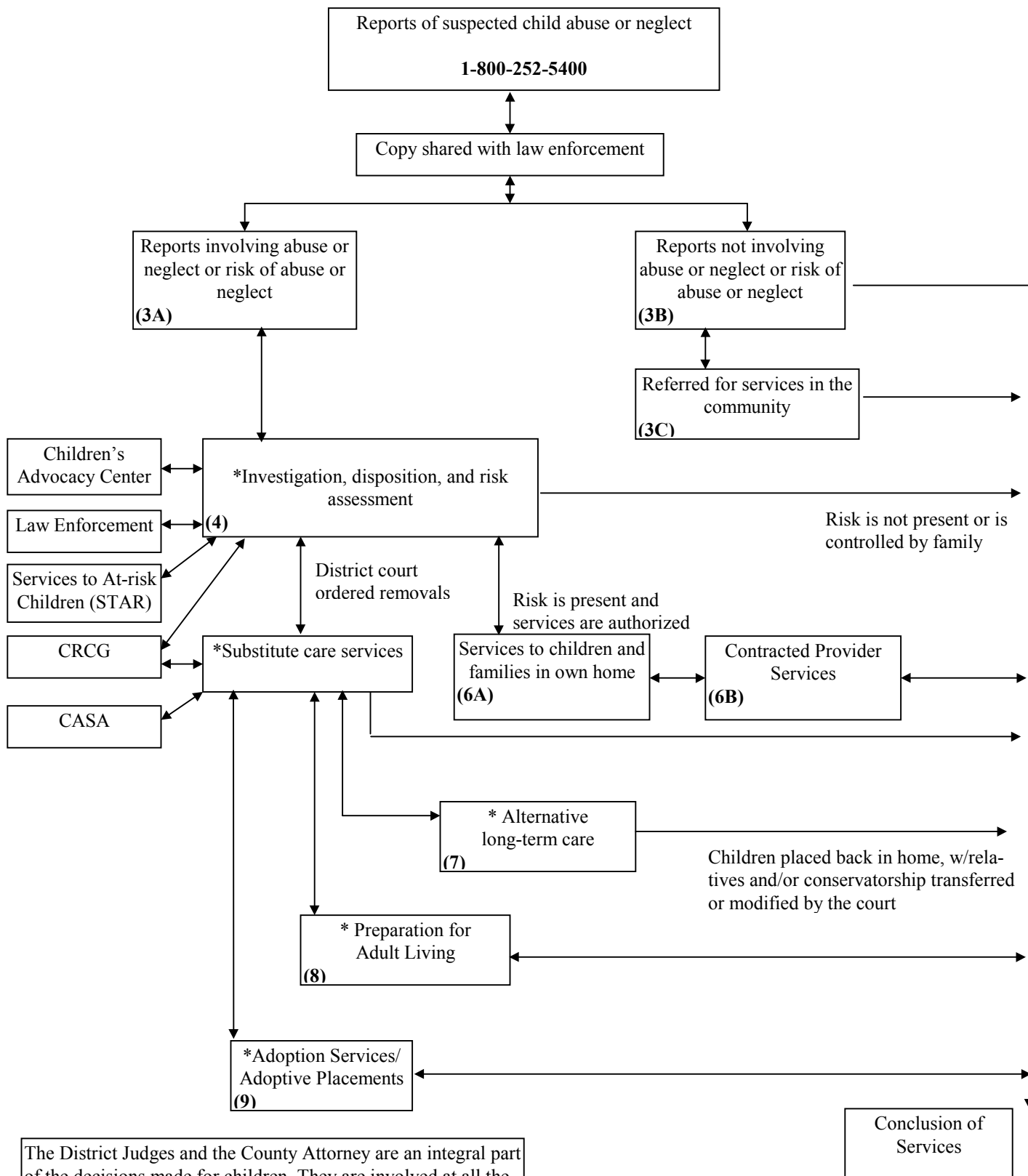
**Effective:** In the majority of the cases. Improvement is needed in handling difficult cases where multiple agencies are involved.

**Improvements:** For the overall process, the following recommendations are presented:

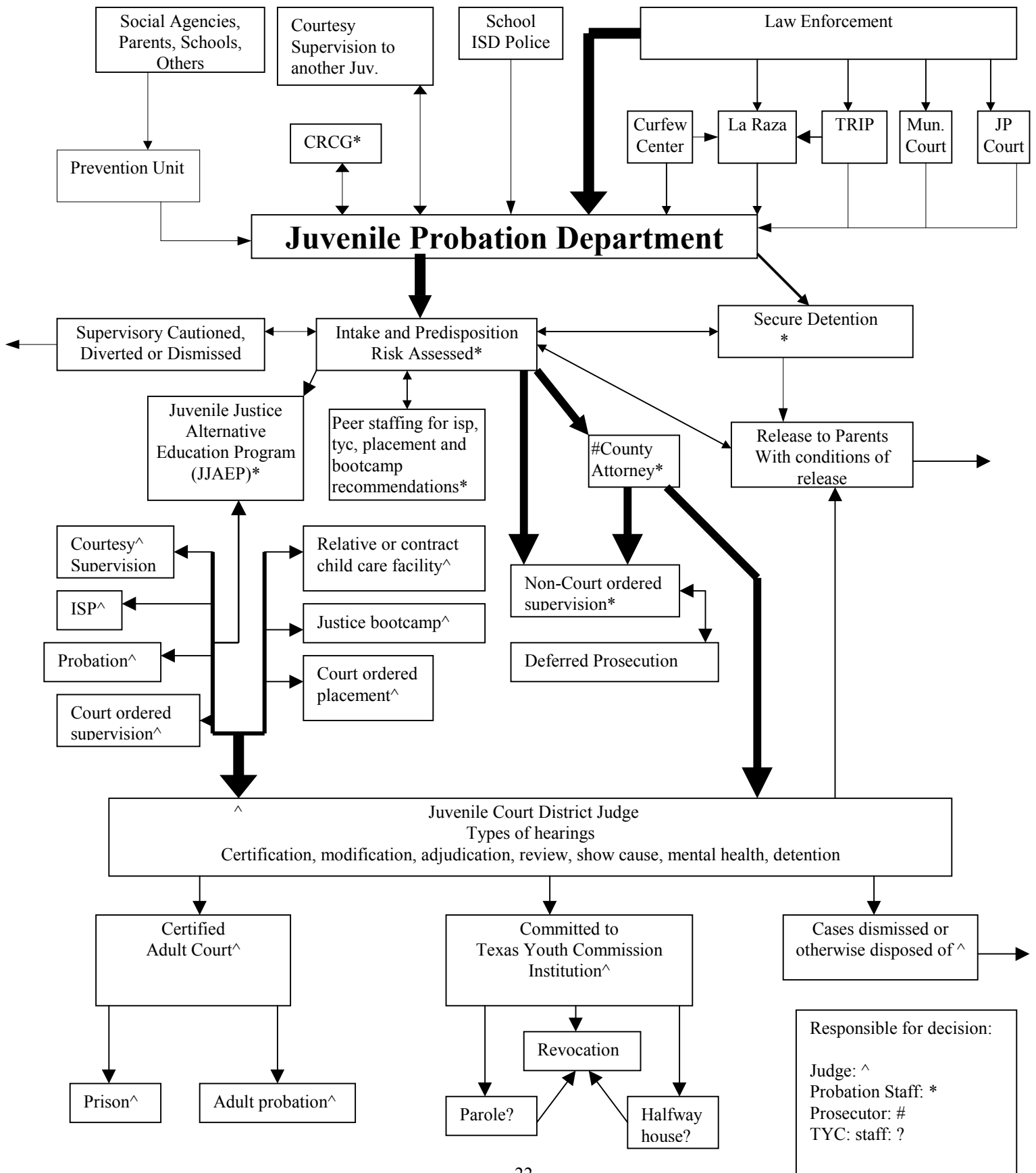
- That a “lead agency” be identified for each family. The lead agency can be the one providing the most crucial services at the time the family is identified or the agency legally responsible for the family.
- All agencies need to know and understand what services can be provided by the other agencies and their limitations. Education is crucial to work effectively. Giving all agencies involved access to these flow charts would be helpful to increased and more productive access by all.
- Multidisciplinary meetings are needed with families in a complex situation to identify the needs of the family and how each agency can address those needs most effectively with the active participation of the family members involved.
- Once families are identified as needing a multidisciplinary approach, information on those families should be available to all the participating agencies in order to avoid duplication of services and frustration on the part of the agencies and particularly the family.
- Agencies need to keep all participating agencies informed of new services, changes, and limitations.
- A simple, one-page memorandum of understanding should be created and signed by all agencies to assist with developing and maintaining an effective working relationship.



**TEXAS DEPARTMENT OF PROTECTIVE & REGULATORY SERVICES  
CHILD PROTECTIVE SERVICES**

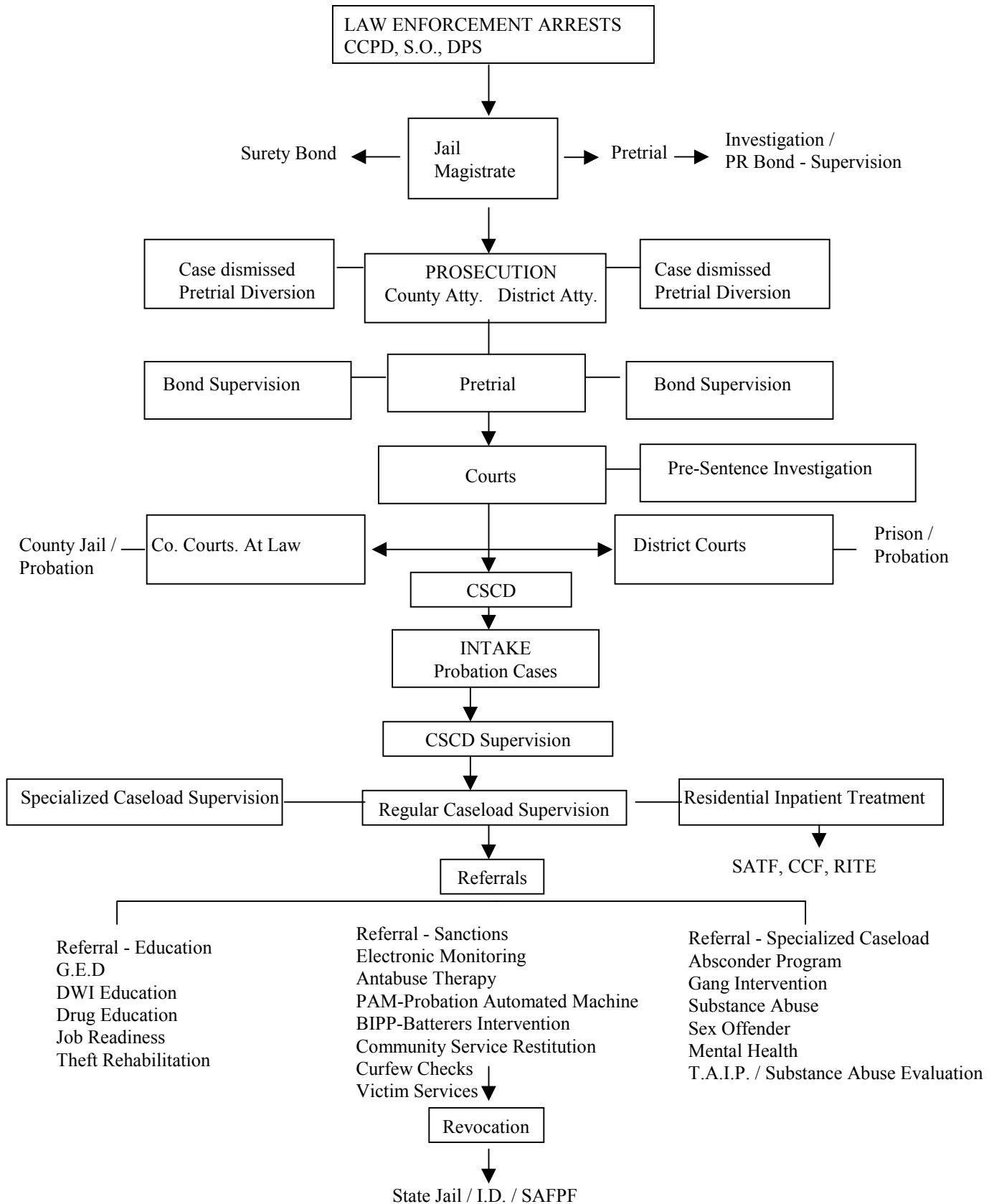


## Movement of Juveniles through the Juvenile Justice System



# FLOW CHART

## CRIMINAL JUSTICE - COMMUNITY SUPERVISION & CORRECTIONS DEPT. ( CSCD - ADULT PROBATION )



## **MHMR DECISION MAKING FLOW CHART AND PROCESS**

The Nueces County MHMR Community Centers Child and Adolescent department provides an array of behavioral health services to youth ages 3 through 18 who are residents of Nueces County and have an emotional or behavioral disturbance. Behavior health services include assessment, counseling, case management, inpatient psychiatric crisis stabilization, and psychiatric services with medication related services when indicated.

Box 1: Primary referral sources include the major state child care servicing agencies, hospitals, law enforcement, the judicial system, and the family.

Track 1a. Individuals whose symptoms are acute and severe enough to be considered life threatening generally access the system by means of a warrant; however, individuals may voluntarily present themselves to the MHMR triage unit or to an inpatient psychiatric hospital, and after an assessment, be admitted for inpatient services. In addition, a crisis response team may respond to any location and complete an assessment that may result in hospitalization.

### **Warrants:**

(1) Any individual, based on an affidavit alleging that an individual is a danger to him/her self or others, may request the court to issue an emergency warrant. Generally, the affidavit requesting a warrant is provided by a parent/guardian or qualified professional. In cases where a warrant is issued, law enforcement executes the warrant and takes the individual to an inpatient facility for a psychiatric evaluation. A psychiatrist evaluates the individual and determines whether or not the individual meets the “danger to self or others” criteria. If the physician determines that the individual meets the required criteria and decides to hospitalize the individual, a system of due process requirement is initiated. The warrant initially allows an individual to be held against his/her will for 24 hours.

(2) Law enforcement is also authorized to take a person into custody without a court order by utilizing a warrantless warrant in emergency situations when the officer has reason to believe that the individual is a danger to self or others as a result of a mental impairment. The individual is taken directly to the hospital for a psychiatric evaluation. The same criteria test and due process procedures that are referenced in (1) are followed. This warrant also initially allows an individual to be held against his/her will for 24 hours.

Box 1b. If the individual is admitted to inpatient hospitalization under a warrant, a application for a probable cause hearing must be filed by an applicant during the first 24 hours. The application for the probable cause hearing must initially include a physician’s certification that the individual continues to be a danger to self or others as a result of a mental impairment. The application also requires that the applicant provide information to the court regarding the individual's recent behavior that causes the applicant to believe that the individual remains a danger to self or others as a result of his/her mental

impairment and continues to need to be hospitalized (protective custody). Upon review of the application, the court determines whether or not to issue an order of protective custody. If such an order is entered, then the individual will remain in the hospital under a protective custody order, and a probable cause hearing to determine if the individual needs to be committed to a hospital for up to 90 days is scheduled within 72 hours. The protective custody order initiates the formal legal process where the county attorney represents the state's interests and an attorney ad litem is appointed to represent the best interests of the individual being detained. The individual under protective custody may also retain an attorney to represent his interests.

Box 1c. At the probable cause hearing, the court hears testimony from the applicant and arguments from the attorneys and reviews the physician certificate (the physician is not required to be physically present at this hearing). If the court determines that the individual remains a danger to self or others as a result of his/her mental impairment, then the court will continue the protective custody order and schedule a commitment hearing. The individual may waive the probable cause hearing.

Box 1d. At the commitment hearing a second independent physicians certificate is required stating that the individual remains a danger to self or others as a result of his/her mental impairment. In addition, the local mental health authority is required to do an independent evaluation and make a recommendation to the court regarding the least restrictive treatment alternative. At the court hearing the court takes testimony from the all interested parties and makes a decision either to dismiss the case or order the individual to inpatient or outpatient treatment for a period not to exceed 90 days. Thereafter, a hearing is required every 90 days to determine whether or not the individual continues to remain a danger to self or others, and subsequent orders of continued protect custody or release are entered. This hearing may also be waived if the parties are in agreement. However, with children and adolescents, the individual, his/her guardians, and the attorney ad litem must be in agreement with the wavier.

\* At any point along this (1a) track the individual may become stable and no longer be in need of protective custody. While in protective custody, the individual's mental impairment is continuously evaluated and the physician may discharge the individual without consent of the court. Discharge generally requires that the individual be referred to outpatient treatment either by a private provider or the local Mental Health Authority.

Track 2a. Children and adolescents whose symptoms are not life threatening, but who are experiencing serious emotional, behavioral, and mental impairments as evidenced by a DSM-IV Axis I diagnosis (excluding a single diagnosis of pervasive developmental disorder, substance abuse, autism or mental retardation) and who have functional impairment as indicated by a GAF score of 50 or less either currently or in the past year are referred to outpatient service for assessment and treatment.

Box 2b. The initial step in the outpatient process is an intake assessment provided by a licensed professional. This is a clinical assessment to determine the individual's severity of impairment and necessary treatment interventions required to improve functioning and

reduce symptoms. In combination with the clinical assessment by licensed staff, a series of standardized instruments are used to determine the severity of specific functional areas of impairment. Utilizing these instruments and the clinician's judgment, a level of severity of the impairment is determined and a treatment plan targeting these specific areas is developed. If the assessment indicates acute and life threatening symptoms, the individual is linked with track one referenced earlier in this narrative. If the assessment does not indicate impairment in the clinical range, the individual is referred back to the referral source and/or another provider when appropriate.

Box 3b. Outpatient treatment consists of an array of behavioral health treatment options. The individual will be assigned to one or more of these options depending on the level of impairment determined at the initial intake assessment. Standard protocol requires an initial psychiatric evaluation unless the guardian objects. At any point during outpatient treatment that an individual exhibits acute life threatening symptoms, he/she is transferred to track one for inpatient services.

Box 3b1. Therapy: The philosophy is to provide short-term solution-based outreach therapy in the individual's preferred environment (home, school, or clinic) in an attempt to facilitate the individual's and family's personal growth and change; to promote problem resolution; to facilitate resiliency skills; and to promote family unity and positive role modeling in preparation for being a healthy, productive, and happy individual. Problem resolution services are provided by credentialed staff under the scope of their own license for the purpose of reducing the individual's symptoms and improving his/her level of functioning. Activities include individual, group, and family therapy.

Box 3b2. Initially, the psychiatrist evaluates the individual and determines whether or not the initial diagnosis is accurate and if medication may improve the individual's functioning and reduce symptoms. Depending on the level of severity of the individual, Medications in combination with other treatment modalities are used to ensure the most effective treatment. Medications are monitored at a minimum every 90 days. Medication related services include providing education to the individual and his/her family regarding the reasons for prescribing medications, expected outcomes, possible side-effects adverse reactions, and an awareness of non-intrusive alternative to medication.

Box 3b3. Family support services provide support and education to families in an effort to assist them to live as independently as possible. Services include education and consultation with respect to the nature of severe emotional disturbance with the expectation of increasing coping and self-advocacy skills. Respite care services are also available to the guardian. Respite services refers to a brief break from the responsibilities of providing care from the usual living situation to reduce stress.

Box 3b4. Rehabilitative services (skills training) is designed to provided the necessary skills and behaviors to act appropriately in public, at school, with peers, and their family. Initially, the services are generally frequent and intense because of the identified skills deficit. Services are provided to both individuals and their families. Skills training uses

behavioral specific training with the expectation of reducing symptoms and improving functioning.

Box 4b. Service coordination, formerly called case management, is primarily designed to ensure that the identified service needs are being delivered satisfactorily. This is a continual monitoring process to evaluate the effectiveness of services and the need for additional or different services, which are assessed by utilizing specific assessment tools which indicate needed changes in the individual's level of care. This monitoring is part of a 90 day review of services and includes the re-administering of the instruments used at intake to objectively measure clinical improvement (academic and behavior) and avoidance of re-arrest, if applicable. Service coordination also includes crisis intervention that assists with locating and coordinating emergency services and service planning to link the individual with other community resources identified as needed. Upon discharge from services, individuals and families are referred and linked to other community resources if indicated. Both rehabilitative services and service coordination are reimbursable services through Medicaid. In the State of Texas, the MHAs are the sole source provider of these services and the only entities that can be reimbursed.

**Effectiveness:** Generally, the process is effective.

**Improvements:** The mental health commitment process is isolated and not understood or easily accessible to the majority of child serving stakeholders. Education with respect to this process would improve appropriate identification of children in need of this service as well as access.

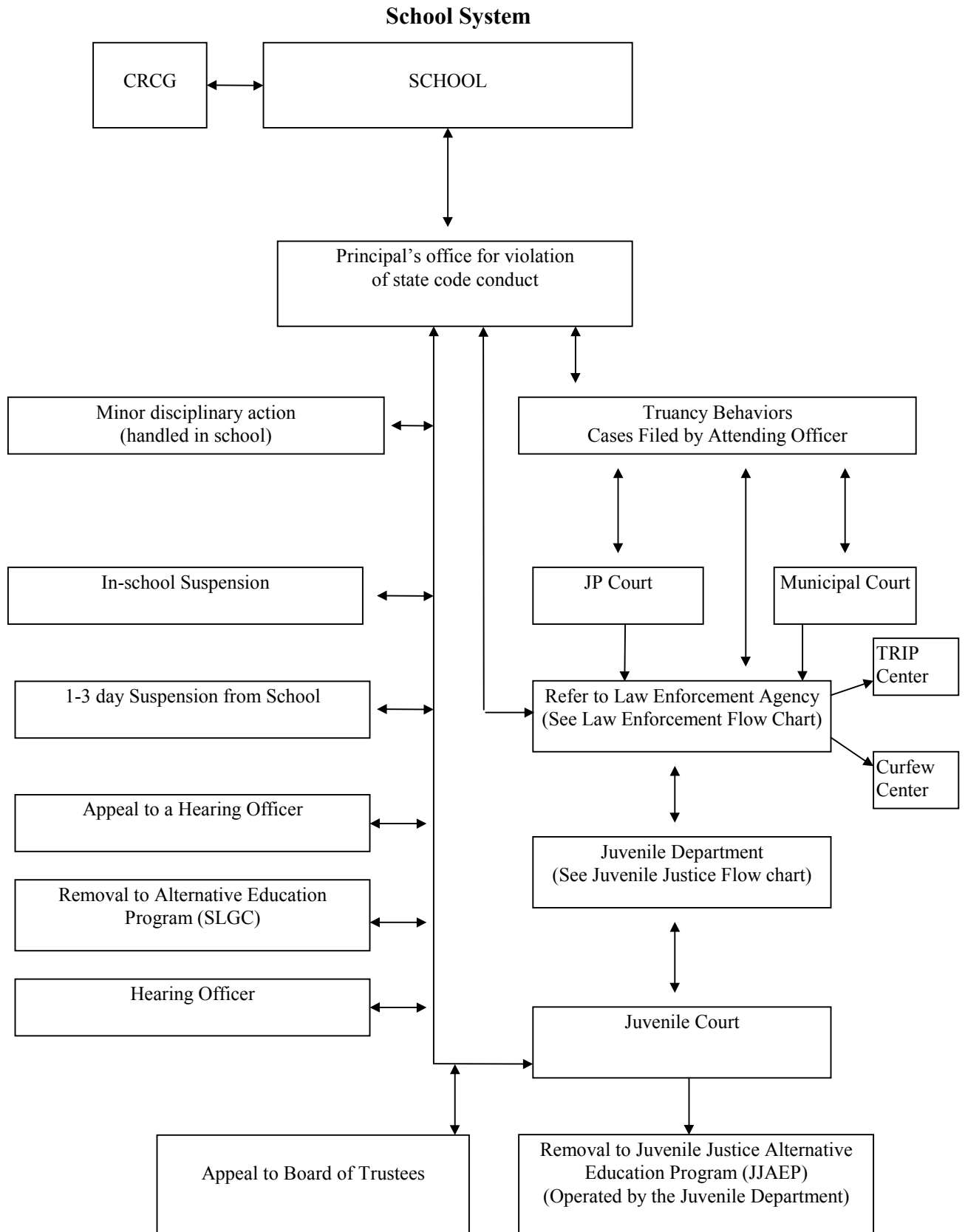
There is a lack of child and adolescent mental and behavioral health services provided to the at-risk population in our community. Areas of improvement include strong collaboration with other entities to develop an integrated system for early identification of children needing behavioral health/substance services. National surveys indicate that juvenile justice systems, school systems and child protection agencies are not identifying or providing services to these children in a timely manner, if at all.

## **CORPUS CHRISTI INDEPENDENT SCHOOL DISTRICT FLOW CHART AND PROCESS**

**Effectiveness:** Generally.

**Improvements:** Coordination with the CCPD and training needs of the CCISDPD as noted above.





**LEGISLATIVE/POLICY/SYSTEMS  
ISSUES WORK GROUP**

**REPORT**

## **Legislative/Policy/Systems Issues**

**Membership** Yvonne Haag, City of Corpus Christi  
Veronica R. Treviño, Communities In Schools  
Diana Garza Zertuche, City of Corpus Christi  
Paige Dinn, Driscoll's Children Hospital  
Jimmie Marie McCurn, Bethune Day Nursery  
Georgina Morales, Texas Dept. of Protective and Regulatory Services  
Alma Noyola, Texas Dept. of Protective and Regulatory Services  
Mary Stubbs, Spohn Memorial  
Page Hall, CASA  
Claudia Jackson, Del Mar College  
Sandra Harper, Texas A & M University/Provost's Office

### **Tasks**

Review/Assess current laws, policies, and procedures; make recommendations

### **Process**

The Legislative /Policy/Systems Issues team met on the following days of 1998-1999  
August 26, September 28, October 20, December 16, January 7, March 5, March 8 and  
March 10.

Information on problem issues was gathered from the Data Collection and Analysis Workgroup report. Each team member selected one of the five operational issues (Education, Health and Human Services, Law Enforcement, Courts, and Juvenile Justice System) from the workbook and gathered specific information that pertained to those topics. When the group met, two or more problems were looked at in each operational issue category, city ordinances were reviewed, and the team also reviewed copies of agreements.

Ten items were discussed and either combined or narrowed to four recommendations presented. The ultimate objective is to start the process of local changes and legislative changes, if required. In our March 10, 1999 meeting the team agreed on the following four recommendations.

### **Recommendations-Legislative**

- 1a. Recommend a standardized data collection process among coordinating agencies to ensure consistent collection and adequate accessibility. A mechanism should be in place to unify and share consistent data through a MIS (Management Information System) Shared Data System.
- 1b. Develop systems where all parties that have an influence on the care of young people share information, e.g., law enforcement, state agencies including TDPRS (Texas Department of Protective and Regulatory Services), school districts, non-profit agencies, courts, and social service agencies.

2. Strengthen programs certified or chartered for all age groups 0-21 which have an evaluation component within their organizational structure. Our primary focus will be addressing prevention with children from ages 0-13.
- 3 . Recommend a policy or process that clearly defines jurisdictions roles and responsibilities of all law enforcement agencies that deal with youth issues. Troubled youth in need of law enforcement intervention are currently being denied services due to jurisdictional discrepancies.
4. Recommend school buildings remain open to the community outside of regular school hours to offer more extensive programs and services for youth and their families. Programs should include recreation, mentoring, tutoring, parenting classes, language classes, etc.
5. Recommend changes to enhance service delivery to children involved with Child Protective Services and other agencies to evaluate internal processes (case loads, responsibilities and additional staff) as compared to the Child Welfare League of America's report and Judge McCowan's petition.

#### **Next Steps In Development Of The Five Year Plan**

In the upcoming April Meeting work groups will be reporting on additional Legislative and Policy issues that will then be prioritized and added to our five year plan.

Several meetings will be planned during the months of March, April, and May before the report is to be finalized.

The team members will be reviewing legislative bills pertaining to juveniles and issues that can affect juveniles that are currently being addressed in the session. The other document that will be reviewed is the Child Welfare League of America's report and Judge McCowan's petition.

**OUTREACH, COMMUNICATION, AND  
MEDIA WORK GROUP**

**REPORT**

## **OUTREACH, COMMUNICATION AND MEDIA WORKGROUP**

The Outreach, Communication and Media Workgroup is responsible for engaging key leaders and stakeholders in the comprehensive strategy process under Youth Opportunities United (*YOU*), recruiting and training new members to the community planning team, selling the comprehensive strategy to the community, and educating and updating key leaders, stakeholders and the public about the work of *YOU*. We also work with other work groups within the framework of *YOU* to prepare and disseminate all press releases, draft and finalize documents, and other communications with the public.

### **Goal**

Inform and educate the community regarding *YOU*, the community's comprehensive strategy, and receive feedback from the community. The goal will be accomplished by:

- Developing a plan to educate the community about the comprehensive strategy.
- Identifying outreach opportunities available to promote the comprehensive strategy in the community.
- Cultivating communications with the media to keep the process in the public eye.
- Developing communication between work groups and steering committee.
- Establishing a speakers group to educate the public about *YOU* and train volunteers.

### **Work Completed**

- Developed the Youth Opportunities United logo and byline.
- Summarized the comprehensive strategy process in the *YOU* brochure for distribution to the public.
- Developed a *YOU* video in conjunction with KIII-TV Channel 3 to use in orienting the public about the comprehensive strategy.
- Developed the *YOU* web page on the Internet ([www.ci.corpus-christi.tx.us/you/index.htm](http://www.ci.corpus-christi.tx.us/you/index.htm)).
- Identified a list of groups and audiences to discuss *YOU* and to recruit more members.
- Organized the press conference in January 1999 to present the *YOU* video and the Data Collection and Analysis Workgroup's report to the community leaders and the media.
- Recruited volunteers to work on the comprehensive strategy.

### **Work in Progress**

- Continued dissemination of information to community and media.
- Refine communication channels between workgroups and steering committee.
- Establish Speakers' Bureau.



***A Comprehensive Strategy uniting the  
community to meet the needs of our youth***

# **YOU**

## **Youth Opportunities United**

*A Comprehensive Strategy uniting the community to meet the needs of our youth*



Increases in juvenile arrests and delinquency are growing concerns in our community and across our nation. Cities have fewer resources to handle these problems due to economic limitations. Elected officials have responded to public fears about juvenile crime by passing a slew of “get tough” measures nationwide.<sup>1</sup> However, these measures are only band-aides that cover up the reasons why youth commit crimes.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has developed a framework that gets to the root of the problem of juvenile delinquency. The OJJDP’s plan called the Comprehensive Strategy is based on five principles:

1. **Strengthen the family** to instill moral values and provide guidance and support to children.
2. **Support core social institutions** in their roles of developing capable, mature, and responsible youth.
3. **Promote delinquency prevention** as the most cost-effective approach to reducing juvenile delinquency.
4. **Intervene immediately and effectively** when delinquent behavior occurs to successfully prevent delinquent offenders from becoming chronic offenders or progressively committing more serious and violent crimes.
5. **Identify and control** the small group of serious, violent, and chronic juvenile offenders who have committed felony offenses or have failed to respond to rehabilitation efforts.

In November 1996 Texas was selected by the OJJDP as one of seven states to receive funding for training and technical assistance to develop a comprehensive strategy statewide to prevent serious, violent and chronic juvenile crime. Corpus Christi was later selected by the Governor’s Office as one of the sites where the training would take place. In September 1997 the Governor’s Office along with the U.S. Department of Justice, the U.S. Attorney for Southern Texas, and the Texas Department of Protective and Regulatory Services presented the Comprehensive Strategy to our community. Parallel to this the Kennedy Foundation was working on a similar vision of pulling community leaders together to examine and address serious youth issues.

However, before the free training and technical assistance would be provided to our community, Corpus Christi had to submit a workplan addressing ways to reduce juvenile crime. Corpus Christi has been developing similar plans (i.e., T-CAP, Vision 2000, Project Compass, etc.) since 1992. So instead of preparing a new workplan, the City submitted the Commission on Children and Youth’s *Master Plan*. This plan was accepted by the OJJDP and is being used in the Comprehensive Strategy process. In June 1998 Nueces County, the City of Corpus Christi, and the United Way joined forces to implement the **YOU** program in our community.

Developmental Research and Programs, Inc., and the National Council on Crime and Delinquency were selected by the OJJDP to provide the training and technical assistance for reducing juvenile crime



in Corpus Christi. Jonathan Cloud, a consultant with Developmental Research and Programs, Inc., and Frederick Mills, a consultant with the National Council on Crime and Delinquency, are conducting the training for our community.

There are two groups that are participating in the Comprehensive Strategy Workplan as per OJJDP guidelines. The first group is the **Community Partners Team**. This group is responsible for working collaboratively to mobilize support, champion the effort, keep the effort in the public eye, redirect and provide access to key resources, endorse work of the community planning team and hold it accountable. The goal is to coordinate and consolidate the Commission on Children & Youth's Master Plan with the Comprehensive Strategy development process. Also, the Master Plan has been recognized by the OJJDP as a model plan for other cities to follow for planning their comprehensive strategy.

The second group is the **Community Planning Team**. This group will conduct risk and needs assessments; establish prevention, intervention and sanctions priorities; identify service gaps; identify/adopt best practices; coordinate agency/departments policies when needed; support and develop policies and procedures that institutionalize the seamless service continuum; and develop long-range outcome-based strategies. The Community Planning Team has been divided into seven work groups:

- ★ Data Collection and Analysis
- ★ Resource Assessment
- ★ Structured Decision Making
- ★ Legislative/Policy/Systems
- ★ Planning, Monitoring and Evaluation
- ★ Youth Involvement
- ★ Outreach Communication and Media



These work groups will take information from the Commission's *Master Plan* and prioritize, implement, and evaluate recommendations. The work groups will also set time lines and develop strategies for action. Participants in this effort represent city, law enforcement, county, civic, business, religious, youth, and educational leaders. The work groups are to cooperate as follows:

The ***Data Collection and Analysis Work Group*** is responsible for developing a statistical and demographic data profile of the community, collecting juvenile justice data, conducting an analysis of data sources and accessibility, and analyzing the data to identify priorities and key issues. This information is then forwarded to the Resource Assessment, Structured Decision Making, and Legislative/Policy/Systems Work Groups.

The ***Resource Assessment Work Group*** is responsible for collecting information about existing prevention and graduated sanctions programs. Using data from the Data Collection and Analysis Work Group, the Resource Assessment Work Group will conduct inventory and assessment of programs/services consistent with prioritized risk factors, identify gaps in programs/services, and identify key issues related to program effectiveness and delivery. This information will be shared with other work groups.

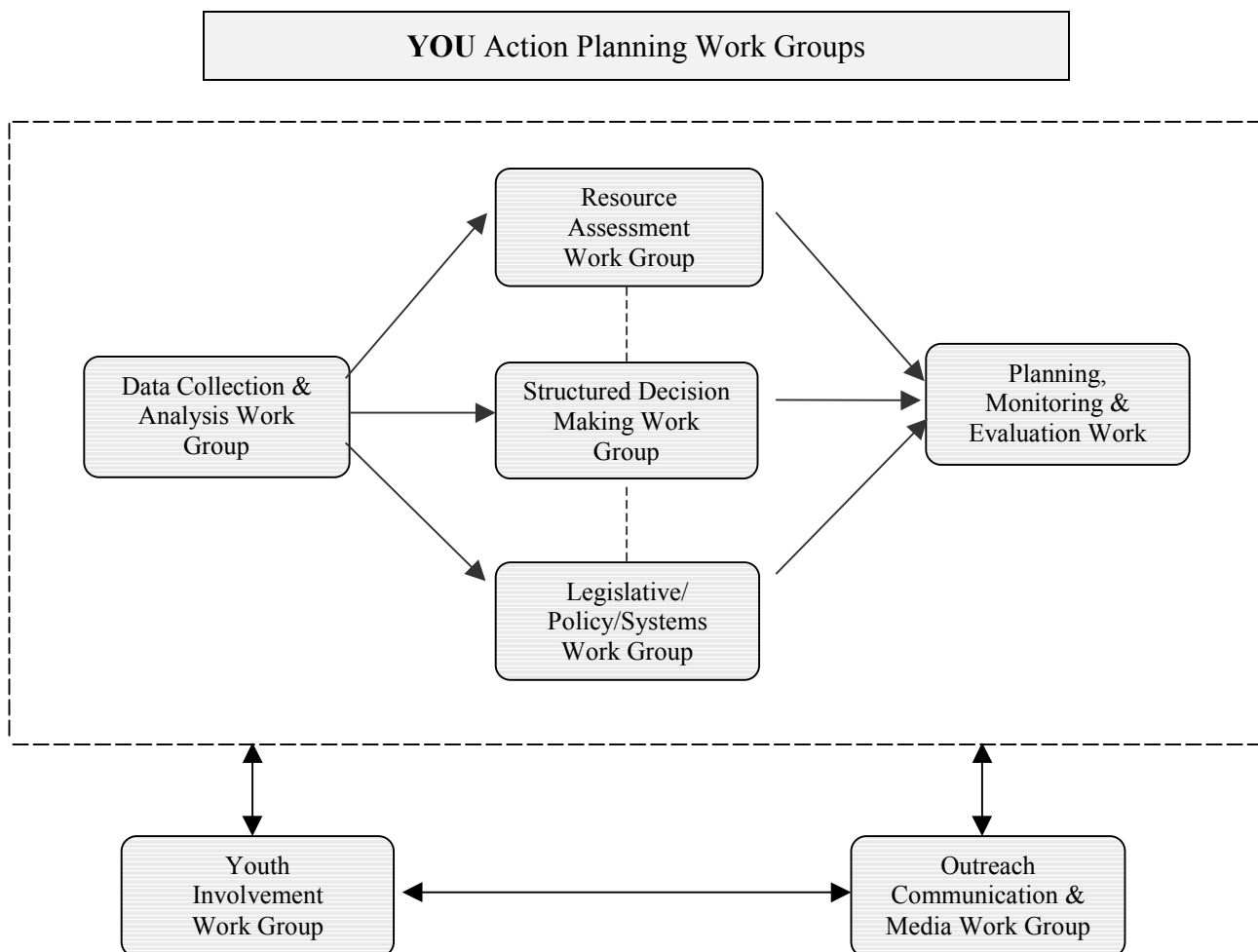
The ***Structured Decision Making Work Group*** will map the current juvenile justice system and its interaction with the child protective system and other state agencies to identify the critical decision points and document the current decision making processes used at each decision point. This information will be shared with other work groups.

The ***Legislative/Policy/Systems Work Group*** reviews and recommends changes to State and local laws and policies related to all stages of the Comprehensive Strategy continuum, assesses and makes recommendations related to information sharing and management information systems among relevant agencies and organizations, and reviews and makes recommendations regarding case management functions currently in place. This information will be shared with other work groups.

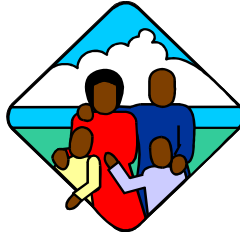
The ***Planning, Monitoring and Evaluation Work Group*** is responsible for integrating all the issues and recommendations provided by the Data Collection and Analysis, Resource Assessment, Structured Decision Making, and Legislative/Policy/Systems Work Groups. Based on recommendations and issues identified by these groups, the Planning, Monitoring and Evaluation Work Group will develop a cohesive five-year Comprehensive Strategy plan and report.

The ***Youth Involvement Work Group*** will provide input from youth to all work groups.

The ***Outreach/Communication and Media Work Group*** is responsible for communicating the Comprehensive Strategy process to the key leaders and stakeholders and the community, recruiting and training new planning team members, and educating and updating key leaders, stakeholders, and the public about the work of the Community Planning Team.



The goal of **YOU** is to have a “community committed, philosophically and financially, to the well-being, education, and success of children. Governments, schools and individuals will work together diligently, interacting and sharing ideas and concerns to improve the quality of life for all citizens. Everyone will be an active participant in promoting a safer and healthier community.”<sup>2</sup> We must meet the needs of the city’s children, youth and families today in order to have a safe and productive community in the future.



### Sources

<sup>1</sup>*Guide for Implementing the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*, U.S. Department of Justice, June, 1995.

<sup>2</sup>*Master Plan*, Corpus Christi Commission on Children and Youth, January, 1997.

## **COMMUNITY PARTNERS**

NAME	ORGANIZATION	NAME	ORGANIZATION
Chief Pete Alvarez	Corpus Christi Police Department	Mr. Ed Martin	Corpus Christi City Council
Judge Manuel Banales	105th District Ct.	Mr. Jim Maloney	Coastal Bend Community Foundation
Judge Max Bennett	Retired	Mr. Joe Mueller	Kennedy Foundation
Judge Robert Blackmon	117th District Ct.	Mayor Samuel L. Neal, Jr.	City of Corpus Christi
Judge Richard Bochar	Nueces County Judge	Mr. Christopher Nelson	United Way of the Coastal Bend
Mr. Marco A. Cisneros	City of Corpus Christi-Park & Recreation	Commissioner D. Noyola	Nueces County
Mr. Javier Colmenero	Corpus Christi City Council	Mr. Danny Noyola	West Oso ISD
Mrs. Laurie Cook	Collier, Johnson & Woods	Sheriff Larry Olivarez	Nueces County Sheriff Department
Ms. Melody Cooper	Corpus Christi City Council	Commissioner Oscar Ortiz	Nueces County
Judge Larry Cox	Pct. 2 Justice of the Peace	Judge Robert Pate	Volunteer
Dr. Terry L. Dicianna	Del Mar College	Dr. Jennifer Prouty	Texas A&M Corpus Christi
Dr. Robert Ferguson	Del Mar College	Chief Deputy Jimmy Rodriguez	Nueces County Sheriff Department
Mr. Ales Garcia	Corpus Christi City Council	Ms. Pauka Rosenstein	Commission on Children and Youth
Mr. David R. Garcia	Corpus Christi City Manager	Dr. Abe Saavedra	CCISD
Dr. Arnold Gonzales	Corpus Christi City Council	Judge Henry Santana	Pct 1-2 Justice of the Peace
Bishop Roberto Gonzalez	Diocese of Corpus Christi	Mr. Steve Scherwin	Nueces County Juvenile Department
Judge Nanette Hasette	28th District Ct.	Commissioner Frank Schwing	Nueces County
Judge Martha Huerta	319th District Ct.	Dr. Nina Sisley	Nueces County Health Department
Judge Jack Hunter	94th District Ct.	Judge Rodolfo Tamez	Corpus Christi Municipal Court
Ms. Debbie Lindsey-Opel	HEB	Senator Carlos Truan	State of Texas
Ms. Betty Jean Longoria	Corpus Christi City Council	Judge Rose Vela	148th District Ct.
Mr. John Longoria	Corpus Christi City Council	Judge Joaquin Villarreal	347th District Ct.
Commissioner Joe McComb	Nueces County	Judge Mike Westergreen	214th District Ct.
Ms. Joan McInerney	United Way of the Coastal Bend	Mr. Daniel L. Whitworth	City of Corpus Christi Park & Recreation

## **COMMUNITY PLANNING TEAM**

NAME	ORGANIZATION	NAME	ORGANIZATION
Mr. Joe Alley	Nueces County Juvenile Department	Ms. Sandy Lowe	United Way of the Coastal Bend
Deputy Manuel Apusen	Nueces County Sheriff's Office	Ms. Jimmie McCum	Bethune Day Care
Ms. Terry Baiaomonte	Crime Control District	Mr. Joe Martinez	Nueces County Community Action Agency
Capt. Arthur Barrera	Nueces County Sheriff's Office	Mr. Oscar Martinez	Texas Workforce Commission
Capt. Rogelio	Nueces County Sheriff's Office	Ms. Sylvia F. Martinez	City of Corpus Christi Park & Recreation
Benavidas	Council on Alcohol & Drug Abuse	Ms. Cynthia Morales	Nueces County Juvenile Courts
Mr. Preston Berry	TRIP Center	Ms. Georgia Morales	Child Protective Services
Ms. Mariah Boone	American Federation of Teachers-CC	Mr. Ted Nelson	City of Corpus Christi
Ms. Linda Bridges	You Coordinator	Mr. Ward Nelson	Council on Alcohol & Drug Abuse
Ms. Pattie Brown	Juvenile Citizens Advisory Board	Mr. Guy Nickleson	YMCA
Ms. Jeanette Cantu-Bazan	Carousel Café	Ms. Alma Noyola	Department of Protective & Regulatory Services
Mr. Larry Cashion	CITGO	Chief Pete Peralta	Nueces County Sheriff's Office
Mr. Chuck Cazales	Nueces County Sheriff's Office	Ms. Grace Rank	Comm. On Children & Youth/Diocese of Corpus Christi
Capt. Daniel Contreras	Nueces County Sheriff's Office	Dr. Phillip Rhoades	Comm. On Children & Youth/Diocese of Corpus Christi
Lt. Vidal De La Cerda	CCISD	Ms. Kenna Roberts	Texas A&M-CC
Mr. Aaron De La Garza	CCISD	Mr. KiKi Rodriguez	Nueces County Children's Advocacy
Mr. Arturo Delgado	Comm. On Children & Youth/Driscoll Children's Hosp.	Mr. Pablo Sarabia	Nueces County Sheriff Department
Ms. Paige Dinn	Nueces County Sheriff's Office	Mr. Wally Sisk	Info-Line United Way of the Coastal Bend
Chief J. Duke	Diocese of Corpus Christi	Mr. Gary Smith	Nueces County Sheriff Department
Rev. Bob Dunn	Corpus Christi Police Department	Ms. Monica Stender	Council on Alcohol & Drug Abuse
Ms. Pat Eldridge	Capstone Solutions	Capt. Rick Strickler	WIC at Driscoll Hospital
Mr. Scott Elliff	YWCA	Ms. Mary Stubbs	NAS
Ms. Linda Ellis	Coastal Bend Work & Family Coalition	Ms. Amanda Stukenberg	Spohn Hospital/Safe Communities
Ms. Benita Flores-McCann	City of Corpus Christi Mayor's Office	Ms. Julie Terrell	Planned Parenthood
Ms. Diana Zertuche Garza	La Raza	Ms. Joann Tiller	Corpus Christi is for Kids Magazine/Trophy Craft
Dr. Maria Garza	Nueces County Supervision & Corrections	Mr. Milagros Tormo,	Council on Alcohol & Drug Abuse
Mr. Eddie Gonzalez	Corpus Christi Housing Authority	M.J.M.J.	ARK Assessment Center & Emergency Shelter
Ms. Sandra Green	Nueces County Juvenile Department	Cmdr. David Torres	Corpus Christi Police Department
Ms. Penny Grochow	City of Corpus Christi Information Services/TQM	Ms. Delma Trelo	ARK Assessment Center & Emergency Shelter
Ms. Yvonne Haag	CASA of Nueces County	Ms. Veronica Trevino	Communities in Schools
Ms. Page Hall	Texas A&M-CC	Ms. Karen Vaughan	Texas A&M Extension
Dr. Sandra Harper	Community Youth Development Program	Asst. Chief Villagomez	Corpus Christi Police Department
Ms. Norma Hernandez	Del Mar College	Ms. Susie Walch	Council of Governments
Ms. Claudia Jackson	YMCA	Mr. Richard Ward	Coastal Bend Youth City
Ms. Gloria Jackson	Comm. On Children & Youth/Family Counseling	Ms. Robin West	CCISD/Commission on Children & Youth
Ms. Mary Jackson	Nueces County Juvenile Department	Ms. Alicia Williams	AVANCE
Ms. Deannie King	Volunteer	Mr. Henry Williams	Volunteer
Ms. Leslie LaRoy	NAS	Capt. Tim Wilson	Corpus Christi Police Department
Mr. James Lathrop			

**OUTREACH, COMMUNICATION, AND  
MEDIA WORKGROUP**

**INTERNET WEB PAGE**



## Corpus Christi Commission on Children and Youth welcomes you to

Youth Opportunities United:

A Comprehensive Strategy uniting the community to meet the needs of our youth.

[Master Plan](#)

[Key Leaders](#)

[Team](#)

[Members](#)

[Calendar](#)

[Links](#)

[Status](#)

The Office of Juvenile Justice Delinquency Prevention (OJJDP) has developed a framework that gets to the root of the problem of juvenile delinquency. The OJJDP's plan called the Comprehensive Strategy is based on five principles:

1. Strengthen the family to instill moral values and provide guidance and support to children.
2. Support core social institutions in their roles of developing capable, mature, and responsible youth.
3. Promote delinquency prevention as the most cost-effective approach to reducing juvenile delinquency.
4. Intervene immediately and effectively when delinquent behavior occurs to successfully prevent

delinquent offenders from becoming chronic offenders or progressively committing more serious and violent crimes.

5. Identify and control the small group of serious, violent, and chronic juvenile offenders who have committed felony offenses or have failed to respond to rehabilitation efforts.

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There are two groups that have participated in the Comprehensive Strategy Workplan as per OJJDP guidelines. The first group is the [Community Partners Team](#). This group is responsible for working collaboratively to mobilize support, champion the effort, keep the effort in the public eye, redirect and provide access to key resources, endorse work of the community planning team and hold it accountable. The goal is to coordinate and consolidate the Commission on Children & Youth's Master Plan with the Comprehensive Strategy.

The second group is the [Community Planning Team](#). This group has conducted risk and needs assessments, established prevention, intervention and sanctions priorities; identified service gaps; identified/adopted best practices; will coordinate agency/departments policies when needed; are in the process of developing policies and procedures that institutionalize the seamless service continuum; and has developed long-range outcome-based strategies. The Community Planning Team is divided into seven work groups:

1. Data Collection and Analysis
2. Resource Assessment
3. Structured Decision Making
4. Legislative/Policy/Systems
5. Planning, Monitoring & Evaluation
6. Youth Involvement
7. Outreach Communication and Media

These work groups have completed a 5-year Strategic Plan for the community. The work groups have set time lines and developed strategies for action. Participants in this effort represent city, law enforcement, county, civic, business, religious, youth, and educational leaders.

For problems or questions regarding this web contact:

Sylvia F. Martinez, phone (361) 880-3468, fax (361) 880-3864 or email her at [sylviam@ci.corpus-christi.tx.us](mailto:sylviam@ci.corpus-christi.tx.us)

Last update: Wednesday, November 3, 1999.

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**YOUTH INVOLVEMENT  
WORK GROUP**

**REPORT**



## **Y.O.U./AMERICA'S PROMISE YOUTH ADVISORY COMMITTEE REPORT (Youth Involvement Work Group)**

In March 1999, the Youth Opportunities United (Y.O.U.) Steering Committee, jointly with America's Promise Coastal Bend Connection, initiated the development of a Y.O.U./America's Promise Youth Advisory Committee. The move was in response to the call for youth involvement in the OJJDP Comprehensive Strategy initiative. It also responded to recommendations from several community planning initiatives, most currently the America's Promise Coastal Bend Connection initiative, to develop a structure that would provide young people with an ongoing opportunity to participate in community planning efforts.

The Youth Advisory Committee was initially composed of young people and adults selected from existing youth leadership organizations, youth and family service agencies, and local school districts. The Committee has grown to over 50 volunteer members, both youth and adults, representing all five Corpus Christi and several other area school districts, parochial schools, youth leadership groups, youth service organization clients, business and professional people, and parents. Meetings are open to the public and young people are encouraged to attend regularly and to act as liaisons between the Youth Advisory committee and their schools or organizations. Through a series of bi-weekly meetings, the committee has determined its mission and functions, identified a two-part goal, and is currently working on an action plan and time line.

### **MISSION**

The mission of the Y.O.U./America's Promise Youth Advisory Committee is to provide young people with a voice in all issues in the community.

### **FUNCTIONS**

- Advisory to Y.O.U. Steering Committee for purposes of the OJJDP Comprehensive Strategy planning initiative
- Advisory to America's Promise Coastal Bend Connection on youth volunteer activities
- Planning, development, and implementation of the Youth Summit
- Volunteer pool for selected activities and projects
- Recruitment of equal and diverse youth representation from all area high schools and colleges; parents; and representatives from business, social services, law enforcement, and education (present "area" defined as Nueces County)
- Promotion of Y.O.U. mission and continuing community education on youth issues.

### **GOAL**

The two-part goal of the Youth Advisory Committee is to plan for:

- (1) a Youth Summit to be held in the fall of 1999; and
- (2) the development of a community-wide Youth Council.

**Youth Summit** — a forum for dialogue between community leaders and young people to

- provide young people with an opportunity to voice their concerns, articulate their vision of the future, and identify the support they need to help achieve identified goals;
- encourage community leaders to include young people in the process of examining community needs and resources;

- instill a shared sense of responsibility for the success of community endeavors;
- appoint Youth Council Steering Committee to begin planning development of a community-wide Youth Council.

**Youth Council** — an on-going forum of young people that will provide:

- an opportunity for young people to voice their concerns and to identify the support needed to help achieve identified goals;
- encourage community leaders to include young people in the process of community planning;
- instill a shared sense of responsibility for the success of the community.

## **ACTION PLAN**

Reflecting the mission and functions of the Youth Advisory Committee, plans include:

Expand Youth Advisory Committee. Ongoing.

- Prepare an information packet for schools and youth organizations describing the Y.O.U. initiative, recruiting participation of all interested young people and adults. Distribute during July and August 1999.
- Prepare an information packet for business and professional groups and distribute through Business Alliance membership during August and September 1999.

Plan and host Youth Summit in October or November 1999.

- Research past local, state-wide and national youth conference models (locally refer to the New Generations-Voices of Youth Summit series). Plan for Summit completed by June 1999.
- Host Summit reaching 500 area youth and adults. Inclusive audience (include youth in leadership, prevention, intervention, and sanctioned programs.)

Initiate Youth Council January 2000.

- Research youth council models. Develop survey tool to determine community perceptions and views regarding the functions of a youth council. Completed by December 1999.
- Formalize governing processes and define member roles and responsibilities.
- Develop internal and external communication strategies (i.e., newsletters, bulletins, PSA's, activity video, etc.)
- Develop budget and funding management plans.
- Complete structure, present to City Council and County Commissioners for recognition, and initiate Youth Council by January 2000.

## **ANALYSIS OF PROBLEM BEHAVIORS/DESIRED OUTCOMES**

As an exercise, the Y.O.U./America's Promise Youth Advisory Committee was asked to address the five behavior problems identified by OJJDP. The group was specifically asked to describe a needed change in each of the problem behaviors, then develop a strategy to accomplish the change, and finally to define what would be the expected outcome. The recommendations of the Committee, based on the five problem behaviors, are listed as follows:

Problem Behavior	Change	Strategy	Outcome
Substance Abuse	Less teen-age drinking at home	Educate parents about availability of alcohol in the home leading to teen-age drinking	Reduce availability of alcohol in the home, reducing alcoholism among young people
Delinquency	Catch problem behavior early	Educate parents and teachers on indicators for early identification of problem behaviors	Fewer young people in trouble in the juvenile system
Teen pregnancy	Change educational attitudes	Educate teachers, parents and youth together on multi-issues	Effective education strategies reaching more teens and parents
School dropout	Increase incentives to stay in school and complete education	Educate business community on need for youth job shadowing and opportunity for employment; teach young people goal-setting techniques	More young people staying in school—challenge to complete education
Violence	Less violence through anger control and awareness of influences through media	Educate community on anger indicators and effects of media on young viewers	Reduce violence through anger control, conflict resolution

**Recommendation:** The Youth Advisory Committee recommends community effort be directed toward the development of educational strategies that will provide information (on the need for change and on the resources available to strengthen healthy behaviors) to all segments of the community in order to affect social change.

**Priority Action:** Develop a community-wide Youth Council by January 1999, which will provide a voice for the youth of the community, act as an advisory committee on youth issues to city and county governments, and promote the principles of Y.O.U. to all segments of the community.

### SUCCESSFUL APPROACHES

Several existing programmatic approaches were identified as examples of successful strategies in reducing problem behaviors. These are as follows, with the recommendation that these approaches be enhanced and extended to reach larger populations:

Communities In Schools (CIS)  
Families and Schools Together (FAST)  
Conflict Resolution  
Teen Court  
Postponing Sexual Involvement (PSI)  
Tech-Prep/School-To-Work programs  
Substance abuse awareness programs  
Anger control programs  
Mentoring programs

**PLANNING, MONITORING, AND  
EVALUATION WORK GROUP**

**REPORT**

## **PLANNING, MONITORING AND EVALUATION WORK GROUP REPORT**

The Planning, Monitoring and Evaluation Work Group (PME) is responsible for integrating all the issues and recommendations provided by the Data Collection and Analysis, Resource Assessment, Objective Decision Making, Outreach and Media, Youth Involvement, and Legislative/Policy/Systems Work Groups. Based on the recommendations and issues identified by these groups, the PME is to develop a cohesive 5-year comprehensive strategy plan and report. The report will include a prioritized set of recommendations, specific goals and outcomes to measure success, and a proposed timeline for implementing the prioritized recommendations.

Members of the PME met in the early months of the Comprehensive Strategy initiative to review the functions of the committee and to set a reporting timeline for the completion of tasks and reports from all groups. Members participated in training sessions and reviewed and monitored the guidelines of the comprehensive strategy with other work groups, the Steering Committee, and OJJDP and technical staff members. PME members also decided to join other work groups during their research and development processes in order to maintain the integrity of the reports the PME Work Group would be receiving. As the process progressed, the group established a working format for the final report based on OJJDP Comprehensive Strategy guidelines. Questions on content or format that arose were settled by the PME Work Group after careful consideration of the intent of the work group in relation to that of the comprehensive strategy as a whole.

Work Group reports were completed by May 1999, and the PME began the task of compiling the reports and placing them within the final report and 5-year plan framework.

Several issues became quickly evident:

- Data Collection and Analysis reported difficulty in obtaining data that was timely and adequate.
- Resources Assessment reported a low survey response rate in attempts to obtain information from certain agencies and organizations, even when targeted. In other instances, information was sketchy and incomplete.

These issues led to the qualifiers and rationales that admittedly impacted conclusions:

- The high response from prevention agencies and a low response from sanction programs unbalanced the data giving the impression that the community was doing well in prevention programs, but less so in sanction programs. This is not necessarily true.
- Certain risk factors have a higher priority than others. However, strong data in one category might focus attention to factors of lesser priority due to the lack of timely or adequate data for priority factors.
- Some programs could be identified as providing exemplary services — however, too many

agencies have not dealt with outcome evaluation enough to have an evaluation tool in place, much less an accountability reporting requirement and process.

Often data gathering barriers were defined:

- Smaller agencies and organizations lacked adequate staff to provide complete information needed by the work groups.
- Some of the more critical agencies did not give the project high priority and failed to assign staff to properly respond to request for information.
- Many agencies did not have information in a form that corresponded to survey questions.
- The Work Group member surveying a particular agency may have contacted the wrong person and the process died at that point.

Process issues also appeared:

- Work Groups tended to work outside of the Comprehensive Strategy Manual. (Changing the manual and work books in the middle of the project did not necessarily help instill a sense of confidence in the process and work plan.)
- Work Groups did not communicate with each other until halfway through the project when the Steering Committee was enlarged to include Work Group Co-Chairs. Lack of communication between Work Groups to that point had led to a sense of isolation and loss of focus.
- New members had to be brought up to date and integrated into the process, which often took time and energy away from project completion.

These issues reflect a major barrier to the completion of a five-year comprehensive plan: sufficient information is not available on which to produce a *comprehensive* strategic plan *in full* at this time. Instead, the PME suggests that the YOU Strategic Plan be taken as a point in time document ... that it provide a framework from which to continue to build toward a long-term comprehensive plan for community action.

The PME concludes that by focusing on systems and structural change, YOU has not completed the tasks which would identify outcomes in regard to specific program and juvenile behavior changes. YOU has not completed specific outcomes in these four areas:

- (1) program and participant outcomes within 6 months to 3 years;
- (2) priority area outcomes within 3 to 10 years;

(3) problem-behavior outcomes within 10-15 years; and

(4) attainment of community vision within 15-20 years.

The PME will continue to develop an effective and long-term evaluation component which will monitor progress toward the accomplishment of the YOU Strategic Plan recommendations. Evaluation determinates will result directly from progress made toward the accomplishment of Work Group recommendations addressing (1) *program and participant change* measured by standard and acceptable statistical data gathering techniques reporting positive outcomes, and (2) *systemic change* within priority areas measured by a decrease in identified gaps and an increase in services provided.

Evaluation development is embedded in the plan rather than standing as an established process due to a weakness in baseline data. The PME has determined there is a need to identify more community services and resources, assess the effectiveness of existing programs which did not respond to the initial surveys, and continue with collection and review of more current data as it becomes available.

With the intent that this document defines only the beginning of an ongoing and intensive research, planning and implementation process, the PME supports the following recommendations:

#### **COMMUNICATION PLANNING OUTCOMES (ongoing)**

**Outreach, Communication and Media Work Group:** Promote Youth Opportunities United (Y.O.U.) to the community so that citizens accept, adopt and inculcate the principles of Y.O.U.

**WORK GROUP RECOMMENDATION:** Organize a Speakers' Bureau under the Commission on Children and Youth and composed of individuals who will be trained to educate citizens in the community so that they understand the basic principles of Y.O.U. Activities of the Bureau will reach approximately 60% of Nueces County's households by 2004.

#### **COLLABORATION PROCESS OUTCOMES (present to 1 year)**

**Planning, Monitoring and Evaluation Work Group:** Work Groups continually noted the need for coordination of services and shared information. Systemic change strengthening linkages and systems within and between agencies will enable programs addressing youth issues to make the best use of their resources to reach targeted populations with efficient and effective programs.

**PME RECOMMENDATION:** Coordinate community projects (i.e. Weed & Seed, Community Youth Development (CYD), Youth Opportunities United (Y.O.U.), and the Juvenile Assessment Center) through a Youth Services Office supported by the Commission on Children and Youth, with the purpose of maintaining the integrity of the Comprehensive Strategy Plan, monitoring progress on the recommendations and action items, and continuing to promote the Vision to the community. The office, funded through city and county budgets with private, business, foundation and grant support, will be operational by June 2000.

#### **PROGRAM AND PARTICIPANT OUTCOMES (6 months to 3 years)**

**Data Collection and Analysis Work Group:** The continuation of the strategic planning process and development of monitoring and evaluation of programs and the plan itself will require continuous data collection and monitoring. The Data Work Group recommends that data for five-year periods for current and new indicators be collected and updated yearly.



**WORK GROUP RECOMMENDATION:** Create a permanent, budgeted data collection and analysis office by September 1999. The office, established within a government agency with full-time staff, will be responsible for preparing reports to the Commission on Children and Youth, maintaining a depository of annual reports from local agencies, and establishing a file of evaluation reports concerning programs addressing risk factors in the community.

**Resource Assessment Work Group:** Ongoing data collection efforts on a regular basis will increase the agency response rate and provide more complete information to enable more detailed future assessment.

**PME RECOMMENDATION:** Approach United Way, the Council of Governments, and the Volunteer Center Management Assistance Program to provide agencies and organizations with outcome evaluation training during the fall of 1999 providing tools and techniques that will define changes in client behavior. The data collection and analysis office will re-survey and collect program assessment information during the spring of 2000. The first comprehensive Participant and Program Outcome Report will be published on the first year anniversary of the Comprehensive Strategy Report, June 2000.

### **PRIORITY AREA OUTCOMES (3 years to 10 years)**

**Structured Decision Making and Legislative/Policy/Systems Work Groups:** Develop a process that clearly defines jurisdictional roles and responsibilities and develop better overall agency coordination of services, including shared information in order for systems to respond effectively and in a timely manner. Structured decision making implies that the juvenile should move along the continuum of phases from early intervention to intermediate sanctions to secure corrections. Systems should ensure “the right program for the right child at the right time.”

**WORK GROUPS’ RECOMMENDATION:** Develop a standardized data collection process, Management Information System (MIS), with access among coordinating agencies to ensure consistent collection and adequate accessibility of data by 2004. (Build from current juvenile justice and health system and workforce development networks focusing on standardized entry and case management systems.) Information generated will allow agencies and organizations to identify gaps in the continuum of services and enforce linkages. The system will be maintained by the Youth Services office.

### **PROBLEM BEHAVIOR OUTCOMES (10 years to 15 years)**

**Youth Involvement Work Group:** Direct community effort toward the development of educational strategies that will provide information (on the need for change and on the resources available to strengthen healthy behaviors) to all segments of the community in order to affect social change.

**PME RECOMMENDATION:** Develop a 20-year action plan that addresses the five problem behaviors based on identified outcomes. Establish baseline with data collected from three previous years (1997-2000). Initiate a 1st tier tracking component in 2000 that will track youth from birth (or prenatal) to age 10, completed in 2010, in order to monitor social behavior changes. The data collection and analysis office will maintain tracking and benchmark records. The Youth Services office will generate annual reports to the community regarding progress reported from youth service agencies.

### **COMPLETING THE VISION (15 years to 20 years)**

**Planning, Monitoring and Evaluation Work Group:** The concept of comprehensive strategic planning implies longitudinal thinking. This is not a one-time activity...it is the development of processes and procedures that form a foundation for building a community's Vision.

**PME RECOMMENDATION:** Maintain the structure of the comprehensive strategic planning process as an addendum to the Commission on Children and Youth, and managed through a Youth Services Offices. Plan a succession of reports to the community on the status of the Comprehensive Strategy Planning initiative, beginning with the first comprehensive Participant and Program Outcome Report in June 2000 and ending with a community celebration of its Vision in 2020.

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