

COMMUNITY-BASED JUVENILE SERVICES AID PROGRAM

Annual Report to the Governor and Legislature

July 1, 2018 - June 30, 2019

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NEBRASKA

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COMMISSION ON LAW ENFORCEMENT
AND CRIMINAL JUSTICE

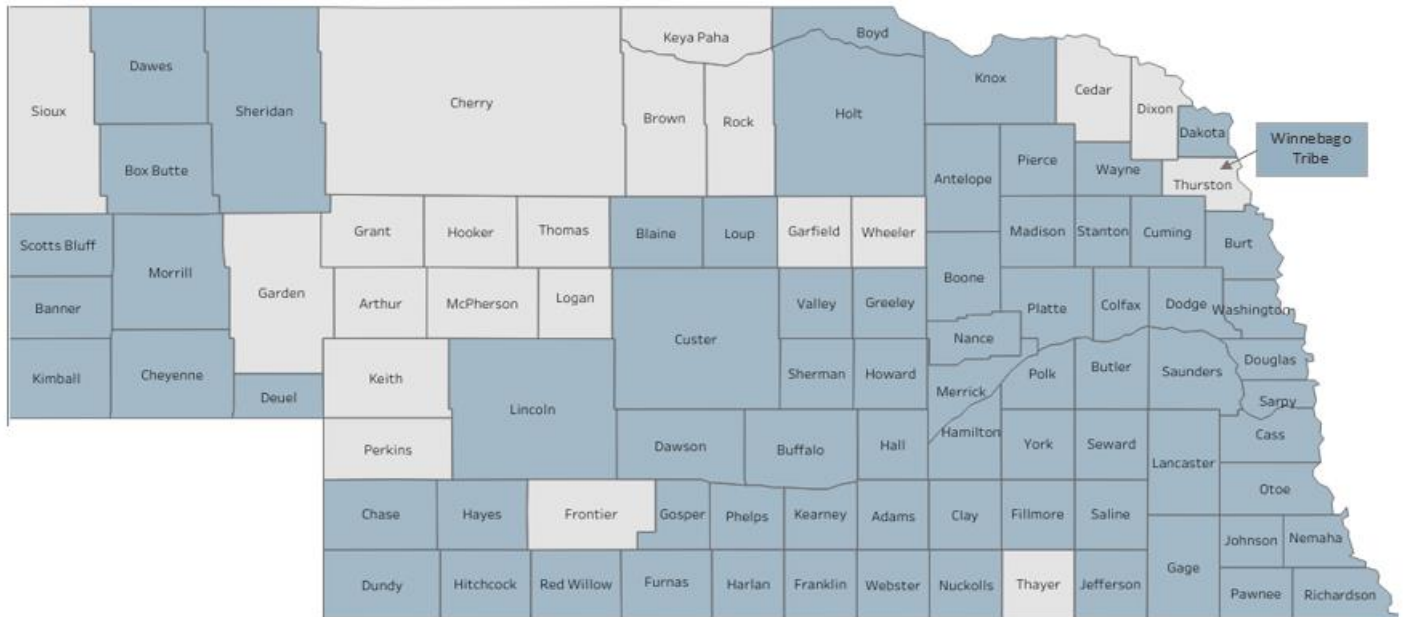
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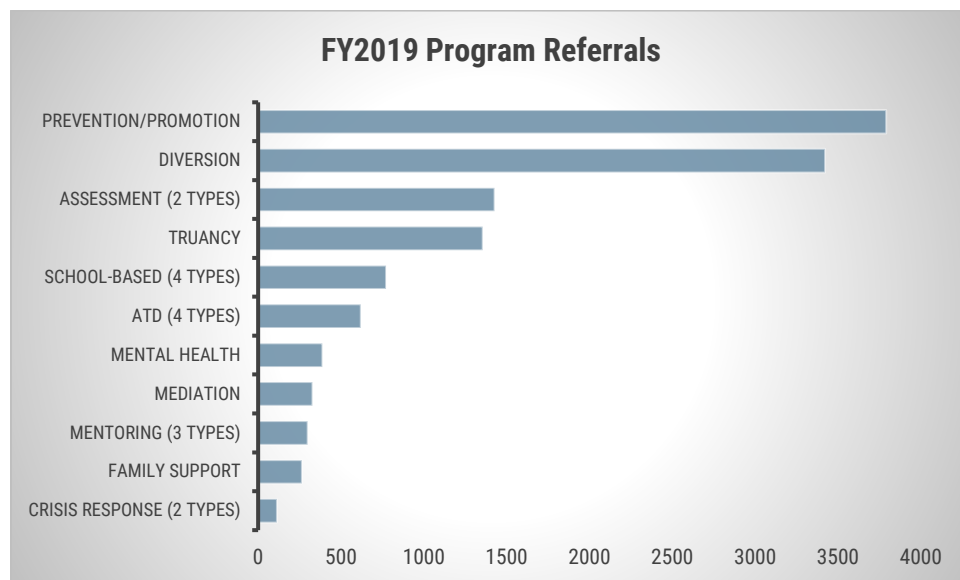
Executive Summary

In fiscal year 2019, Community-based Juvenile Services Aid (CBA) funded 215 programs through 71 counties and 1 tribe, awarding \$6,225,023.00 in total. The map below depicts counties with CBA funded programs during FY19.

Counties with CBA Funded Programs
FY2019



Nearly 13,000 youth were referred to 21 categories of programs or sub-programs in FY2019 as reported directly into the Juvenile Case Management System (JCMS) (see chart below).



Data on youth served, including demographics and relevant future system involvement and program effectiveness will be in a future evaluation conducted by the University of Nebraska-Omaha Juvenile Justice Institute (JJI). An examination of racial and ethnic disparities (formerly disproportionate minority contact or DMC) will also be included within the JJI evaluation.

Funding for the Juvenile Justice Institute to evaluate program effectiveness began in 2015. To ensure enough time had passed for evaluation of whether a youth moved deeper into the juvenile and adult criminal justice systems, the FY2015/2016 program evaluation was completed in [2019](#). The evaluation highlighted limitations with evaluating effectiveness by measuring recidivism alone, as other measures are equally as important in determining program effectiveness.

In addition to preventing youth from moving deeper into the system, programs hope to improve academic outcomes, youth well-being, parental and adult support, connections to needed services, reduce delinquency, prevent substance abuse, improve feelings of hope, and others. In the coming months and years, we will be expanding data collected for EB-Nebraska to include attitude and behavioral measures to supplement the measure of future system involvement.¹

To enhance the ability to determine program effectiveness and provide technical assistance on improving effectiveness and becoming more evidence-based, additional fields in the JCMS have been made required based on program type.

¹ Erin Wasserburger, Lindsey E. Wylie, Anne Hobbs, and Marcus Woodman, *Evidence-Based Nebraska 2019 Annual Report: Triumphs and Challenges of the Evidence-based Nebraska Project and Examining Youth Served by Community-based Aid Programs Funded in FY 15/16* (2019).

Introduction

The Nebraska Commission on Law Enforcement and Criminal Justice (Commission) is responsible for reporting annually to the Governor and Legislature on the distribution and use of funds for aid appropriated under the Community-based Juvenile Services Aid Program pursuant to Nebraska Revised Statute § 43-2404.02(5). This report serves to fulfill the statutory requirement.

History

The County Aid Program was created in 2001 and administered by the Office of Juvenile Services. In 2005, the Commission began administering the County Aid Program. For 8 years, the County Aid Program allocated funds to assist counties in the implementation and operation of programs or services identified in their comprehensive juvenile services plan, including, but not limited to, programs for assessment and evaluation, prevention of delinquent behavior, diversion, shelter care, intensive juvenile probation services, restitution, family support services, and family group conferencing. In 2013, LB561 replaced County Aid Program with the Community-based Juvenile Services Aid Program. The program broadened recipients to include Indian tribes, outlined eligibility requirements, and expanded eligible programs and services to be utilized by the Community-based Juvenile Services Aid Program.

Community-based Juvenile Services Aid Grants Program

Community-based Juvenile Services Aid (CB) is a non-competitive grant apportioned as aid in accordance with a formula based on the total number of residents per county and federal or state recognized Indian Tribe. See Appendix A for the distribution by county/tribe. For grant project period July 1, 2018-June 30, 2019 (FY 2019), a total of \$6,225,023.00 was awarded across 71 counties and 1 Indian tribe (Appendix B). Funds not awarded under the CB program are placed into a competitive pot of funds referred to as Enhancement Based (EB) funds with the same funding purpose and same eligible applicants. Due to budget reductions, enhancement funds were not available.

Types of Juvenile Services Funded

There are three main over-arching categories² to which funded program or service classifies as:

- I. Direct Intervention: Entities in this category are often programs; they generally meet with a youth multiple times over a specific period of time. Generally, the program relies on an educational or relationship-based component to invoke behavioral change within the client.
- II. Direct Service: Entities in this category are often agencies; they generally meet with a youth a few times to conduct a singular service. This could be to conduct an assessment or to help coordinate services.
- III. System Improvement: Entities in this category generally do not work with youth directly, but support programs, agencies, and initiatives that do the direct work.

Programs are further categorized into program types and sub-program types (Table 1).

² Direct Events is the fourth category, however, direct events are not funded.

Table 1: Program Types and Sub-Program Types

Direct Intervention Programs	
<ul style="list-style-type: none"> • Alternatives to Detention <ul style="list-style-type: none"> ○ <i>Electronic Monitoring</i> ○ <i>Reporting Center</i> ○ <i>Tracking Service</i> ○ <i>Home Confinement</i> ○ <i>Community Monitoring</i> ○ <i>ATD Respite</i> ○ <i>Shelter Care</i> • Diversion • Mental Health <ul style="list-style-type: none"> ○ <i>Treatment</i> • Prevention/Promotion <ul style="list-style-type: none"> ○ <i>40 Developmental Assets</i> ○ <i>Bullying</i> ○ <i>Employment Skills</i> ○ <i>Gang</i> ○ <i>Life Skills</i> ○ <i>Prosocial Activity/Attitudes</i> ○ <i>Substance Abuse</i> ○ <i>Incentives</i> 	<ul style="list-style-type: none"> • School Based <ul style="list-style-type: none"> ○ <i>After School Program</i> ○ <i>Alternative Schools</i> ○ <i>School Interventionist</i> ○ <i>School Resource Officer</i> ○ <i>Truancy Program</i> • Mediation/Restorative Justice • Mentoring <ul style="list-style-type: none"> ○ <i>Community Monitoring</i> ○ <i>Juvenile Justice Based Mentoring</i> ○ <i>School-based Mentoring</i> ○ <i>Youth-initiated Mentoring</i> • Drug Court • Reentry • Family Support <ul style="list-style-type: none"> ○ <i>Parenting Class</i> ○ <i>Family Support Program</i> ○ <i>Advocacy</i> ○ <i>Social Worker</i>
Direct Service Programs	
<ul style="list-style-type: none"> • Crisis Response <ul style="list-style-type: none"> ○ <i>Crisis Respite</i> 	<ul style="list-style-type: none"> • Assessment <ul style="list-style-type: none"> ○ <i>Assessment</i> ○ <i>Referral Service</i> ○ <i>Mental Health Assessment</i>
System Improvement	
<ul style="list-style-type: none"> • Training/Quality Improvement • Administration • Community Engagement <ul style="list-style-type: none"> ○ <i>Collective Impact Coordinator</i> ○ <i>Coordinator/Grant Writer</i> ○ <i>JDAI Coordinator</i> ○ <i>Backbone Support Organization</i> ○ <i>Disproportionate Minority Contact (DMC)/Racial and Ethnic Disparity (RED) Coordinator</i> • Data • Evaluator 	

For FY2019, 72 counties and 1 tribe requested funding for 215 programs. The number of programs fluctuate throughout the year with adjustments to the grant by programs. Additionally, the number of programs funded does not reflect all services provided with grant funds as multiple services can be incorporated into one program type. For example, if a diversion program requests funding for mental health services and mediation services, the entire request is reflected as one diversion program even though the funds are assisting the youth with other services as part of diversion. Additionally, program types may change mid grant year due to programs determining the definition of their program or data collected for the corresponding program type does not directly correspond to the services they are providing.

Chart 1 illustrates the breakdown of funded programs and the amount of funds for each over-arching program type in FY 2019.

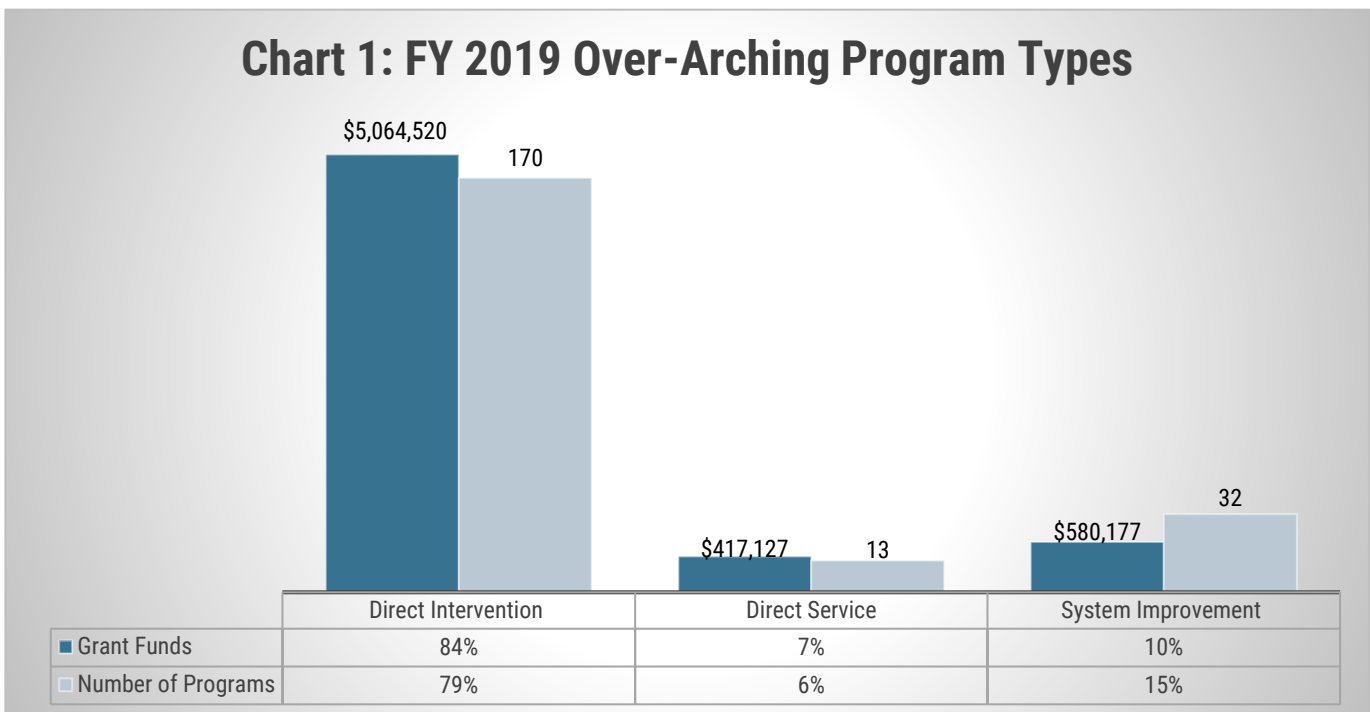
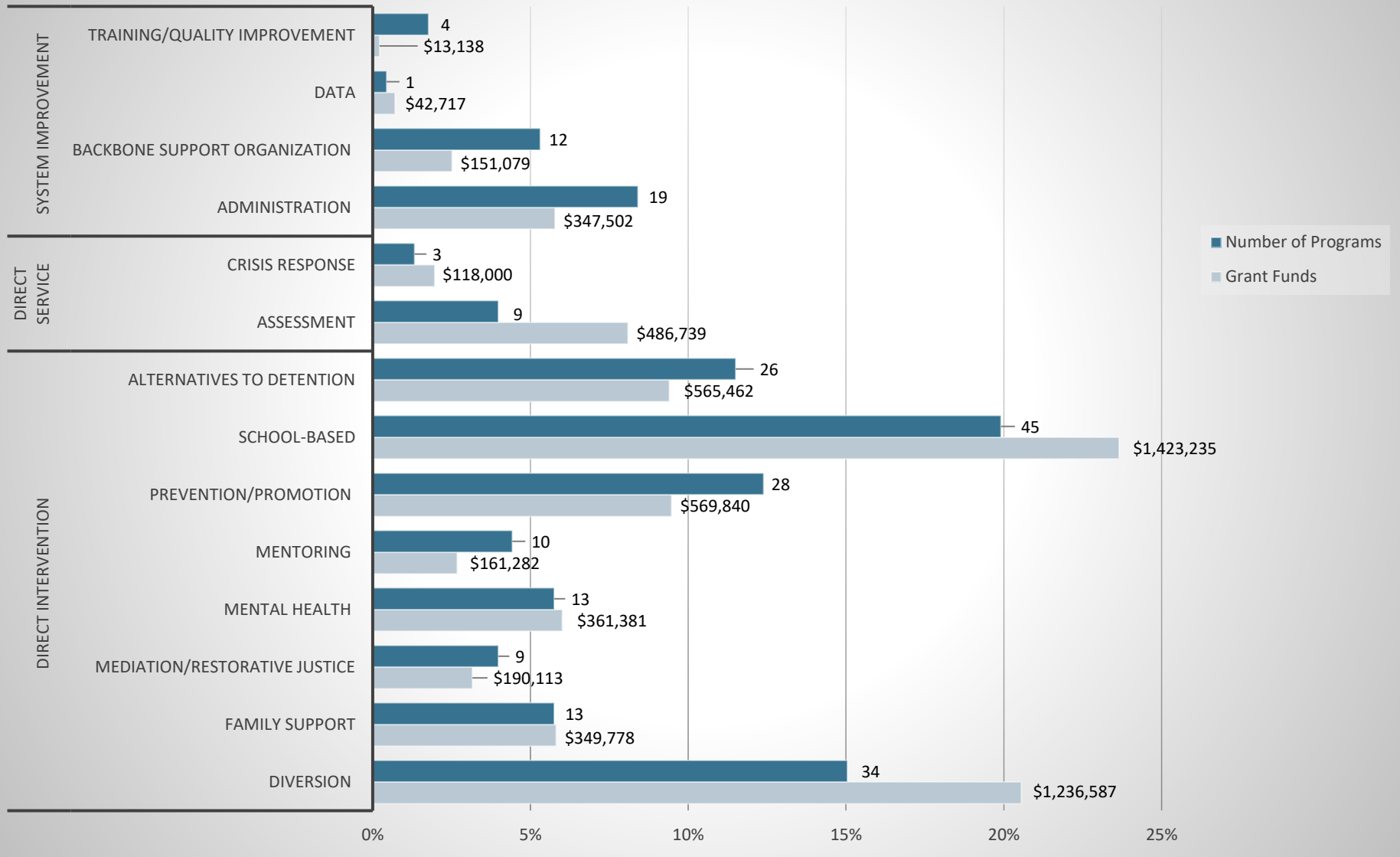


Chart 2 further breaks down the program types funded in FY 2019.

Chart 2: FY 2019 Program Types



Use of Funds pursuant to NRS §43-2404.02(3)(C)

Fiscal year 2019 awards did not allocate any Community-based Juvenile Services Aid Program funds for the following:

- (i) To convert an existing juvenile detention facility or other existing structure for use as an alternative to detention as defined in section 43-245;
- (ii) To invest in capital construction, including both new construction and renovations, for a facility for use as an alternative to detention; or
- (iii) For the initial lease of a facility for use as an alternative to detention.

Program Evaluation

Pursuant to NRS §43-2404.02(2), ten percent of funds are set aside for the development of a common data set and evaluation of the effectiveness of the Community-based Juvenile Services Aid Program. The common data set is maintained by the Crime Commission and provided to the University of Nebraska at Omaha, Juvenile Justice Institute to evaluate the effectiveness of programs receiving funds.

Demographic Information on the Total Number of Juveniles Served, Program Success Rates, and Total Number of Juveniles Sent to Secure Juvenile Detention or Residential Treatment or Secure Confinement (NRS §43-2404.02(5))

The Commission contracts with the Juvenile Justice Institute to evaluate the effectiveness of plans and programs receiving funding through the Community-based Juvenile Services Aid Program pursuant to NRS §43-2404.02(4)(c). Evaluations include demographic information on the youth served, program success rates, and an evaluation of whether youth were sent to staff secure or secure juvenile detention after participating in a program funded by the Community-based Juvenile Services Aid Program.

Evaluation of program effectiveness and future system involvement is conducted at least one year following Community-based Aid program enrollment. Definitions of future system involvement for purposes of Community-based Juvenile Services Aid Program evaluation can be found in Appendix C. Please refer the Juvenile Justice Institute's Evidence-based Nebraska [website](#) for all Community-based Juvenile Services Aid evaluations.

Examination of Disproportionate Minority Contact

Nebraska Revised Statute § 43-2404.01(5(c)) requires the evaluation of the effectiveness of juvenile services that receive funds from the Community-based Juvenile Services Aid Program to include an examination of disproportionate minority contact in order to identify juvenile delinquency prevention efforts and system improvement efforts designed to reduce, without establishing or requiring numerical standards or quotas, the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system. An examination of disproportionate minority contact will be included in evaluations of program effectiveness conducted by the Juvenile Justice Institute. Future statewide assessments of Racial and Ethnic Disparities (RED, formally DMC or Disproportionate Minority Contact) may be considered pending funding availability.

Appendix A: Funding Formula Distribution

County/Tribe	2010 Age 12-18 Pop.	Percent of 2010 Age 12-18 Pop.	Allotment	Required Match	Total
Adams	3,001	1.69%	\$110,740	\$12,304	\$123,044
Antelope	621	0.35%	\$22,916	\$2,546	\$25,462
Arthur	44	0.02%	\$5,000	\$556	\$5,556
Banner	68	0.04%	\$5,000	\$556	\$5,556
Blaine	54	0.03%	\$5,000	\$556	\$5,556
Boone	590	0.33%	\$21,772	\$2,419	\$24,191
Box Butte	1,113	0.63%	\$41,071	\$4,563	\$45,634
Boyd	200	0.11%	\$7,380	\$820	\$8,200
Brown	289	0.16%	\$10,664	\$1,185	\$11,849
Buffalo	4,323	2.43%	\$159,523	\$17,725	\$177,248
Burt	626	0.35%	\$23,100	\$2,567	\$25,667
Butler	888	0.50%	\$32,768	\$3,641	\$36,409
Cass	2,616	1.47%	\$96,533	\$10,726	\$107,259
Cedar	967	0.54%	\$35,683	\$3,965	\$39,648
Chase	352	0.20%	\$12,989	\$1,443	\$14,432
Cherry	545	0.31%	\$20,111	\$2,235	\$22,346
Cheyenne	911	0.51%	\$33,617	\$3,735	\$37,352
Clay	676	0.38%	\$24,945	\$2,772	\$27,717
Colfax	1,049	0.59%	\$38,709	\$4,301	\$43,010
Cuming	924	0.52%	\$34,097	\$3,789	\$37,886
Custer	1,056	0.59%	\$38,968	\$4,330	\$43,298
Dakota	2,382	1.34%	\$87,898	\$9,766	\$97,664
Dawes	878	0.49%	\$32,399	\$3,600	\$35,999
Dawson	2,646	1.49%	\$97,640	\$10,849	\$108,489
Deuel	153	0.09%	\$5,646	\$627	\$6,273
Dixon	643	0.36%	\$23,727	\$2,636	\$26,363
Dodge	3,417	1.92%	\$126,091	\$14,010	\$140,101
Douglas	49,210	27.65%	\$1,815,902	\$201,766	\$2,017,668
Dundy	199	0.11%	\$7,343	\$816	\$8,159
Fillmore	656	0.37%	\$24,207	\$2,690	\$26,897
Franklin	308	0.17%	\$11,366	\$1,263	\$12,629
Frontier	294	0.17%	\$10,849	\$1,205	\$12,054
Furnas	519	0.29%	\$19,152	\$2,128	\$21,280
Gage	2,027	1.14%	\$74,798	\$8,311	\$83,109
Garden	170	0.10%	\$6,273	\$697	\$6,970
Garfield	207	0.12%	\$7,639	\$849	\$8,488
Gosper	183	0.10%	\$6,753	\$750	\$7,503
Grant	54	0.03%	\$5,000	\$556	\$5,556
Greeley	234	0.13%	\$8,635	\$959	\$9,594
Hall	5,839	3.28%	\$215,465	\$23,941	\$239,406

Hamilton	1,045	0.59%	\$38,562	\$4,285	\$42,847
Harlan	329	0.18%	\$12,140	\$1,349	\$13,489
Hayes	113	0.06%	\$5,000	\$556	\$5,556
Hitchcock	234	0.13%	\$8,635	\$959	\$9,594
Holt	1,030	0.58%	\$38,008	\$4,223	\$42,231
Hooker	71	0.04%	\$5,000	\$556	\$5,556
Howard	644	0.36%	\$23,764	\$2,640	\$26,404
Jefferson	610	0.34%	\$22,510	\$2,501	\$25,011
Johnson	396	0.22%	\$14,613	\$1,624	\$16,237
Kearney	651	0.37%	\$24,023	\$2,669	\$26,692
Keith	741	0.42%	\$27,344	\$3,038	\$30,382
Keya Paha	84	0.05%	\$5,000	\$556	\$5,556
Kimball	343	0.19%	\$12,657	\$1,406	\$14,063
Knox	871	0.49%	\$32,141	\$3,571	\$35,712
Lancaster	24,217	13.61%	\$893,634	\$99,292	\$992,926
Lincoln	3,455	1.94%	\$127,493	\$14,166	\$141,659
Logan	69	0.04%	\$5,000	\$556	\$5,556
Loup	59	0.03%	\$5,000	\$556	\$5,556
Madison	3,450	1.94%	\$127,309	\$14,145	\$141,454
McPherson	48	0.03%	\$5,000	\$556	\$5,556
Merrick	823	0.46%	\$30,370	\$3,374	\$33,744
Morrill	477	0.27%	\$17,602	\$1,956	\$19,558
Nance	362	0.20%	\$13,358	\$1,484	\$14,842
Nemaha	698	0.39%	\$25,757	\$2,862	\$28,619
Nuckolls	363	0.20%	\$13,395	\$1,488	\$14,883
Omaha Tribe	1,569	0.88%	\$57,898	\$6,433	\$64,331
Otoe	1,538	0.86%	\$56,754	\$6,306	\$63,060
Pawnee	273	0.15%	\$10,074	\$1,119	\$11,193
Perkins	276	0.16%	\$10,185	\$1,132	\$11,317
Phelps	881	0.50%	\$32,510	\$3,612	\$36,122
Pierce	805	0.45%	\$29,705	\$3,301	\$33,006
Platte	3,340	1.88%	\$123,250	\$13,694	\$136,944
Polk	511	0.29%	\$18,856	\$2,095	\$20,951
Ponca Tribe	5	0.00%	\$5,000	\$556	\$5,556
Red Willow	1,056	0.59%	\$38,968	\$4,330	\$43,298
Richardson	772	0.43%	\$28,488	\$3,165	\$31,653
Rock	111	0.06%	\$5,000	\$556	\$5,556
Saline	1,466	0.82%	\$54,097	\$6,011	\$60,108
Santee Tribe	342	0.19%	\$12,620	\$1,402	\$14,022
Sarpy	16,249	9.13%	\$599,606	\$66,622	\$666,228
Saunders	2,182	1.23%	\$80,518	\$8,946	\$89,464
Scotts Bluff	3,495	1.96%	\$128,969	\$14,330	\$143,299

Seward	1,713	0.96%	\$63,212	\$7,024	\$70,236
Sheridan	502	0.28%	\$18,524	\$2,058	\$20,582
Sherman	278	0.16%	\$10,259	\$1,140	\$11,399
Sioux	114	0.06%	\$5,000	\$556	\$5,556
Stanton	654	0.37%	\$24,133	\$2,681	\$26,814
Thayer	474	0.27%	\$17,491	\$1,943	\$19,434
Thomas	56	0.03%	\$5,000	\$556	\$5,556
Thurston	854	0.48%	\$31,514	\$3,502	\$35,016
Valley	380	0.21%	\$14,022	\$1,558	\$15,580
Washington	2,194	1.23%	\$80,961	\$8,996	\$89,957
Wayne	925	0.52%	\$34,134	\$3,793	\$37,927
Webster	402	0.23%	\$14,834	\$1,648	\$16,482
Wheeler	97	0.05%	\$5,000	\$556	\$5,556
Winnebago Tribe	1,032	0.58%	\$38,082	\$4,231	\$42,313
York	1,292	0.73%	\$47,675	\$5,296	\$52,971
Total	177,953	100.00%	\$6,603,023	\$733,669	\$7,336,692

Appendix B: 2018-2019 CB Awards by County/Tribe

County/Tribe	Amount
Box Butte County	\$ 41,071.00
Buffalo County	\$ 159,523.00
Cass County	\$ 91,890.00
Cheyenne County - Lead (Duel/Kimball)	\$ 51,920.00
Clay County - Lead (Adams, Nuckolls, Webster, Fillmore, Phelps, Franklin, Kearney, Harlan)	\$ 268,160.00
Colfax County	\$ 38,709.00
Custer County - Lead (Blaine, Dawson, Gosper, Greeley, Loup, and Valley Counties)	\$ 176,018.00
Dakota County	\$ 87,898.00
Dawes County	\$ 32,399.00
Dodge County	\$ 122,589.00
Douglas County	\$ 1,815,902.00
Gage County	\$ 74,798.00
Hall County	\$ 215,465.00
Holt County - Lead (Boyd)	\$ 45,388.00
Howard County	\$ 23,764.00
Jefferson County	\$ 22,510.00
Lancaster County	\$ 893,634.00
Lincoln County	\$ 127,493.00
Madison County - Lead (Stanton, Pierce, Antelope, Knox, Boone, Burt, Cuming & Wayne)	\$ 349,307.00
Merrick County - Lead (Nance County, Polk County, and Hamilton County)	\$ 101,146.00
Morrill County	\$ 17,602.00
Otoe County	\$ 56,754.00
Platte County	\$ 123,250.00
Red Willow County - Lead (Chase, Dundy, Furnas, Hayes, Hitchcock Counties)	\$ 63,054.00
Richardson County - Lead (Nemaha, Johnson, and Pawnee)	\$ 78,932.00
Saline County	\$ 54,097.00
Sarpy County	\$ 599,606.00
Saunders County	\$ 80,518.00
Scotts Bluff County - Lead (Banner)	\$ 133,969.00
Seward County -Lead (Butler)	\$ 95,980.00
Sheridan County	\$ 18,524.00
Sherman County	\$ 10,259.00
Washington County	\$ 80,961.00
Winnebago Tribe of Nebraska	\$ 38,082.00
York County	\$ 47,675.00

Appendix C: Definition of Future System Involvement for Purposes of Community-based Aid Program Evaluation³

For the purpose of accurately assessing post-program law violations across Community-based Aid (CBA) funded programs, the Juvenile Justice Institute and other researchers shall utilize the following uniform definition of future law violations for juveniles who participated in a CBA-funded program.

I. Court Filings

(A) This definition shall apply to both juveniles, and individuals who have aged out of the juvenile justice system:

1. Future System Involvement shall mean that within 1 year following discharge from a CBA-funded program the juvenile has:

- (a) been filed on, which has not been dismissed or dropped, for an act that would constitute a felony under the laws of this state, and who, beginning on July 1, 2017, was eleven years of age or older at the time the act was committed.
- (b) been filed on, which has not been dismissed or dropped, for an act that would constitute a misdemeanor or an infraction under the laws of this state, or a violation of a city or village ordinance, and who, beginning on July 1, 2017, was eleven years of age or older at the time the act was committed.
 - (i) Future system involvement shall include minor in possession under Neb. Rev. Statute 53-180.02 and is coded as a law violation.
 - (ii) Future system involvement shall not include less serious misdemeanors or infractions that do not impact community safety, including animal(s) at large, failure to return library materials, and littering.
 - (iii) Future system involvement shall not include failure to appear.
- (c) been filed on, which has not been dismissed or dropped, for an act that would constitute a status offense to include truancy under Neb. Rev. Statute 43-247(3)(b)(3) or Neb. Rev. Statute 79-201 ("compulsory attendance"), uncontrollable juvenile under Rev. Statute 43-247(3)(b)(2), curfew violations under city or village ordinance, or Tobacco use by a Minor under Neb. Rev. Statute 28-1418.
 - (i) Although status offenses are included in the definition of future system involvement, status offenses shall be reported separately from law violations.
- (d) been filed on, which has not been dismissed or dropped, for an act that would constitute a serious traffic offense to include driving under the influence under Neb. Rev. Statute 60-6, 196 or similar city/village ordinance, leaving the scene of an accident under Neb. Rev. Statute 60-696(A), reckless driving under Neb. Rev. Statute

³ Juvenile Justice Institute: <https://www.jjinebraska.org/definition-si>

60-6, 214(A), engaging in speed contest/racing under Neb. Rev. Statute 60-6, 195 (a) or (b) or related city/village ordinance.

(i) Future system involvement shall not include less serious traffic violations that do not impact community safety, including careless driving, failure to yield, failing to stop, speeding, violating learner's permit, driving on suspended license, no valid insurance, no helmet, following too close, failure to display plates.

2. Future law violation shall not include the following:

(a) been filed on and that has not been dismissed or dropped, for an act that would constitute a Games and Parks violation as found in Neb. Rev. Statute Chapter 37

(b) been filed on for being mentally ill and dangerous, under Neb. Rev. Statute 43-247(3)(c) or harmful to self or other under 43-247(3)(b)(2)

II. Probation

(A) Future System Involvement shall mean that following discharge from a CBA-funded program the juvenile had Juvenile Probation intake as a result of:

- (1) Running away or a technical probation violation
- (2) A new law violation
- (3) Warrant

(a) although running away/technical violations are included in the definition of future system involvement, running/away technical violations shall be reported separately from a new law violation.

(b) although warrants are included in the definition of future system involvement, warrants shall be reported separately from a new law violation.

III. Detention

(A) Future System Involvement shall mean that following discharge from a CBA-funded program the juvenile was booked into a staff secure or secure detention center.