

COMMUNITY-BASED JUVENILE SERVICES AID PROGRAM

Annual Report to the Governor and Legislature

July 1, 2019 - June 30, 2020

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NEBRASKA

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COMMISSION ON LAW ENFORCEMENT
AND CRIMINAL JUSTICE

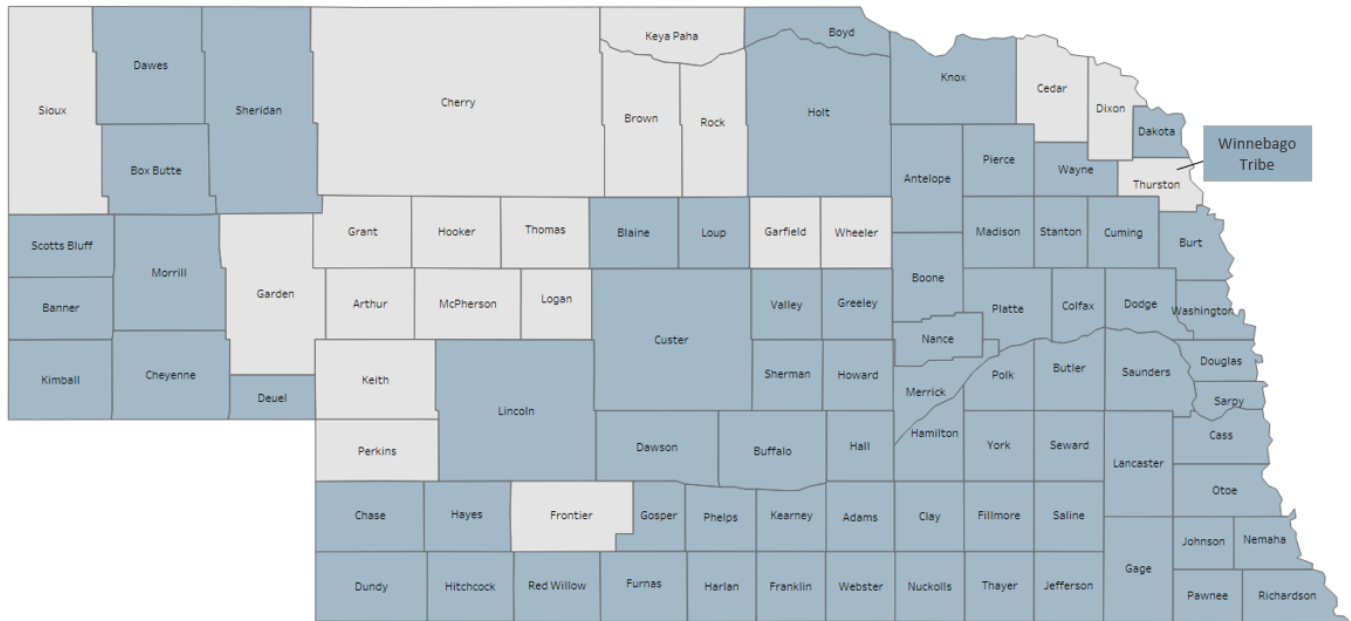
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Executive Summary

In fiscal year 2020, Community-based Juvenile Services Aid (CBA) funded 227 programs through 72 counties and 1 tribe, awarding 49 grants for \$6,031,691.00 in total. The map below depicts counties and tribes with CBA funded programs during FY20.

Counties and Tribes with CBA Funded Programs
FY2020



Nearly 9,700 youth were referred to 21 categories of programs or sub-programs in FY2020 as reported directly into the Juvenile Case Management System (JCMS) (see chart below).¹



¹ Chart includes all diversion programs reporting into JCMS regardless of funding.

Funding for the Juvenile Justice Institute to evaluate program effectiveness began in 2015. 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), allowing for enough time to pass for evaluation of whether a youth moved deeper into the juvenile and adult criminal justice systems. An examination of racial and ethnic disparities (formerly disproportionate minority contact or DMC) will also be included within the JJI evaluation.

Previous evaluations 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.²

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.

² 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 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, 2019-June 30, 2020 (FY 2020), a total of \$5,751,482.00 of Community-based Juveniles Services Aid (CB) formula funding was awarded across 72 counties and 1 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 eligibility. Enhancement funds in the amount of \$280,209.00 were awarded to fourteen grantees covering 34 counties and 1 tribe.³

Types of Juvenile Services Funded

There are three main over-arching categories⁴ to which a 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).

³ The entire \$6,048,000.00 was initially awarded; Douglas County declined \$16,309 of the EB award.

⁴ 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 FY2020, 73 counties and 1 tribe requested funding for 226 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 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 2020.

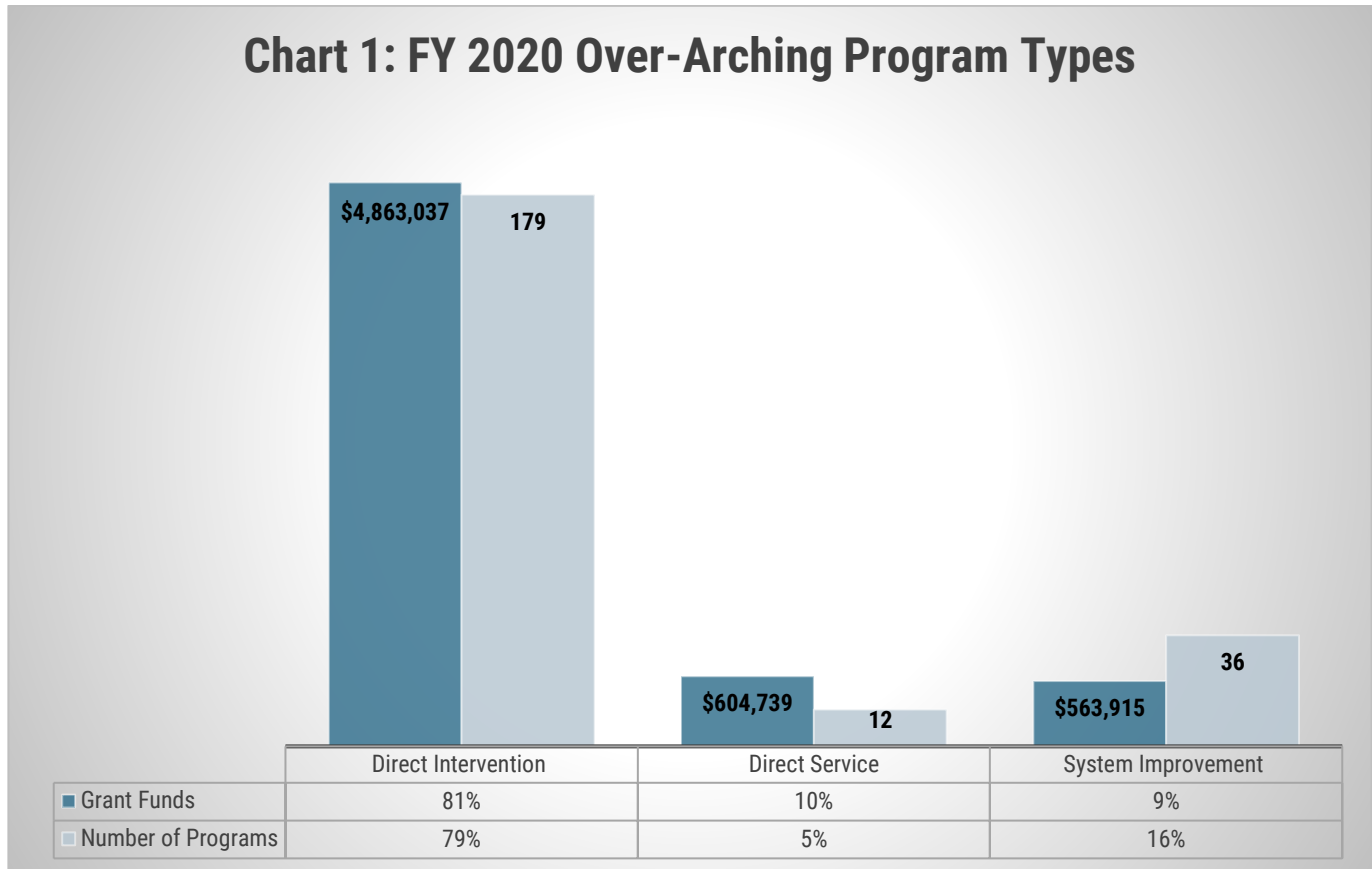
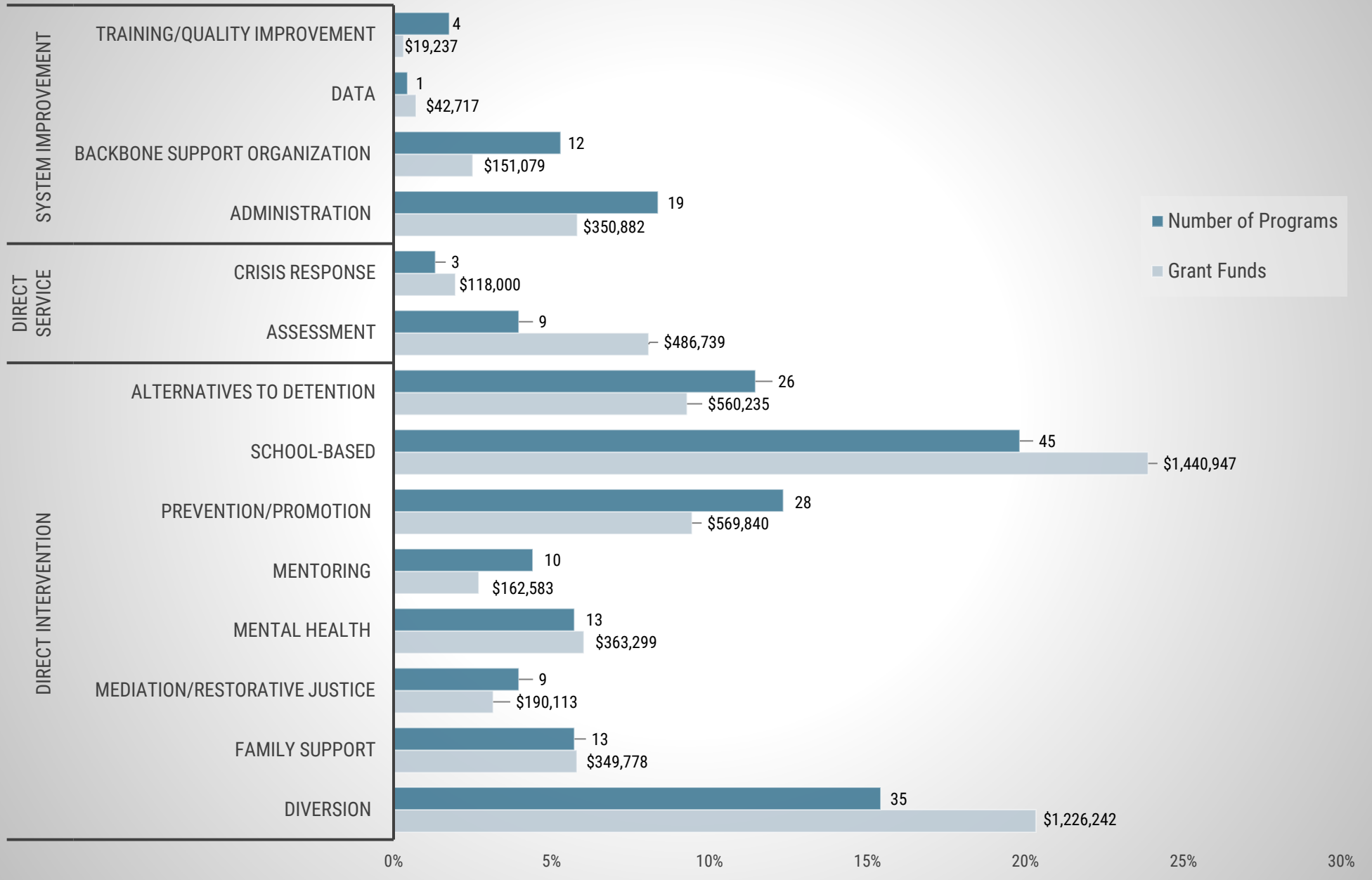


Chart 2 further breaks down the program types funded in FY 2020.

Chart 2: FY 2020 Program Types



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

Fiscal year 2020 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.

For FY2020 evaluations, the JJI released program specific evaluations or practice briefs for Crisis Response programs, Restorative Justice Conferencing programs, System Improvement programs, and Mental Health programs.

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 FY 2020 - \$6,048,000.00

County	Allotment	County	Allotment	County	Allotment
Adams	\$101,325	Gage	\$68,439	Otoe	\$51,929
Antelope	\$20,967	Garden	\$5,740	Pawnee	\$9,217
Arthur	\$5,000	Garfield	\$6,989	Perkins	\$9,319
Banner	\$5,000	Gosper	\$6,179	Phelps	\$29,746
Blaine	\$5,000	Grant	\$5,000	Pierce	\$27,180
Boone	\$19,921	Greeley	\$7,901	Platte	\$112,771
Box Butte	\$37,579	Hall	\$197,146	Polk	\$17,253
Boyd	\$6,753	Hamilton	\$35,283	Ponca Tribe	\$5,000
Brown	\$9,758	Harlan	\$11,108	Red Willow	\$35,654
Buffalo	\$145,960	Hayes	\$5,000	Richardson	\$26,066
Burt	\$21,136	Hitchcock	\$7,901	Rock	\$5,000
Butler	\$29,982	Holt	\$34,777	Saline	\$49,498
Cass	\$88,326	Hooker	\$5,000	Santee Tribe	\$11,547
Cedar	\$32,649	Howard	\$21,744	Sarpy	\$548,626
Chase	\$11,885	Jefferson	\$20,596	Saunders	\$73,672
Cherry	\$18,401	Johnson	\$13,370	Scotts Bluff	\$118,004
Cheyenne	\$30,759	Kearney	\$21,980	Seward	\$57,837
Clay	\$22,824	Keith	\$25,019	Sheridan	\$16,949
Colfax	\$35,418	Keya Paha	\$5,000	Sherman	\$9,386
Cuming	\$31,198	Kimball	\$11,581	Sioux	\$5,000
Custer	\$35,654	Knox	\$29,408	Stanton	\$22,081
Dakota	\$80,425	Lancaster	\$817,655	Thayer	\$16,004
Dawes	\$29,645	Lincoln	\$116,654	Thomas	\$5,000
Dawson	\$89,339	Logan	\$5,000	Thurston	\$28,834
Deuel	\$5,166	Loup	\$5,000	Valley	\$12,830
Dixon	\$21,710	Madison	\$116,485	Washington	\$74,078
Dodge	\$115,371	McPherson	\$5,000	Wayne	\$31,231
Douglas	\$1,661,511	Merrick	\$27,788	Webster	\$13,573
Dundy	\$6,719	Morrill	\$16,105	Wheeler	\$5,000
Fillmore	\$22,149	Nance	\$12,222	Winnebago Tribe	\$34,844
Franklin	\$10,399	Nemaha	\$23,567	York	\$43,623
Frontier	\$9,927	Nuckolls	\$12,256		
Furnas	\$17,523	Omaha Tribe	\$52,975		

Appendix B: 2019-2020 CB and EB Awards by County/Tribe

County/Tribe	CB Award	EB Award	Total
Adams County - Lead (Clay, Nuckolls, Webster, Fillmore, Phelps, Harlan, Kearney, & Franklin)	\$245,360	\$7,541	\$252,901
Box Butte County	\$37,579		\$37,579
Buffalo County	\$145,960		\$145,960
Cass County	\$88,326		\$88,326
Chase County - Lead (Dundy, Hayes, Hitchcock, Red Willow, Furnas)	\$76,214		\$76,214
Cheyenne County - Lead (Deuel, Kimball)	\$47,506		\$47,506
Colfax County	\$35,418	\$14,443	\$49,861
Custer County - Lead (Blaine, Dawson, Gosper, Greeley, Loup, Valley)	\$161,903		\$161,903
Dakota County	\$80,425	\$7,500	\$87,925
Dawes County	\$29,645		\$29,645
Dodge County	\$115,190		\$115,190
Douglas County	\$1,661,511	\$18,956	\$1,680,467
Gage County	\$68,439		\$68,439
Hall County	\$197,146	\$10,000	\$207,146
Holt County - Lead (Boyd)	\$41,530	\$11,533	\$53,063
Howard County	\$21,744		\$21,744
Jefferson County	\$20,596	\$20,798	\$41,394
Lancaster County	\$817,655	\$50,000	\$867,655
Lincoln County	\$116,654		\$116,654
Madison County - Lead (Stanton, Pierce, Antelope, Knox, Boone, Burt, Cuming, & Wayne)	\$319,607	\$1,700	\$321,307
Merrick County - Lead (Hamilton, Nance, & Polk)	\$92,546	\$33,597	\$126,143
Otoe County	\$51,929		\$51,929
Platte County	\$112,771	\$3,560	\$116,331
Richardson County - Lead (Nemaha, Johnson, & Pawnee)	\$72,220		\$72,220
Saline County	\$49,498		\$49,498
Sarpy County	\$548,626		\$548,626
Saunders County	\$73,672	\$45,150	\$118,822
Scotts Bluff County - Lead (Banner, Morrill)	\$139,109		\$139,109
Seward County - Lead (Butler)	\$87,819	\$1,824	\$89,643
Sheridan County	\$16,949		\$16,949
Sherman County	\$9,386		\$9,386
Thayer County	\$16,004		\$16,004
Washington County	\$74,078		\$74,078
Winnebago Tribe of Nebraska	\$34,844	\$53,607	\$88,451
York County	\$43,623		\$43,623
		Total	\$6,031,691

Appendix C: Definition of Future System Involvement for Purposes of Community-based Aid Program Evaluation⁵

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

⁵ 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.