

COMMUNITY-BASED JUVENILE SERVICES AID PROGRAM

Annual Report to the Governor and Legislature

July 1, 2020 - June 30, 2021

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NEBRASKA

Good Life. Great Service.

**COMMISSION ON LAW ENFORCEMENT
AND CRIMINAL JUSTICE**

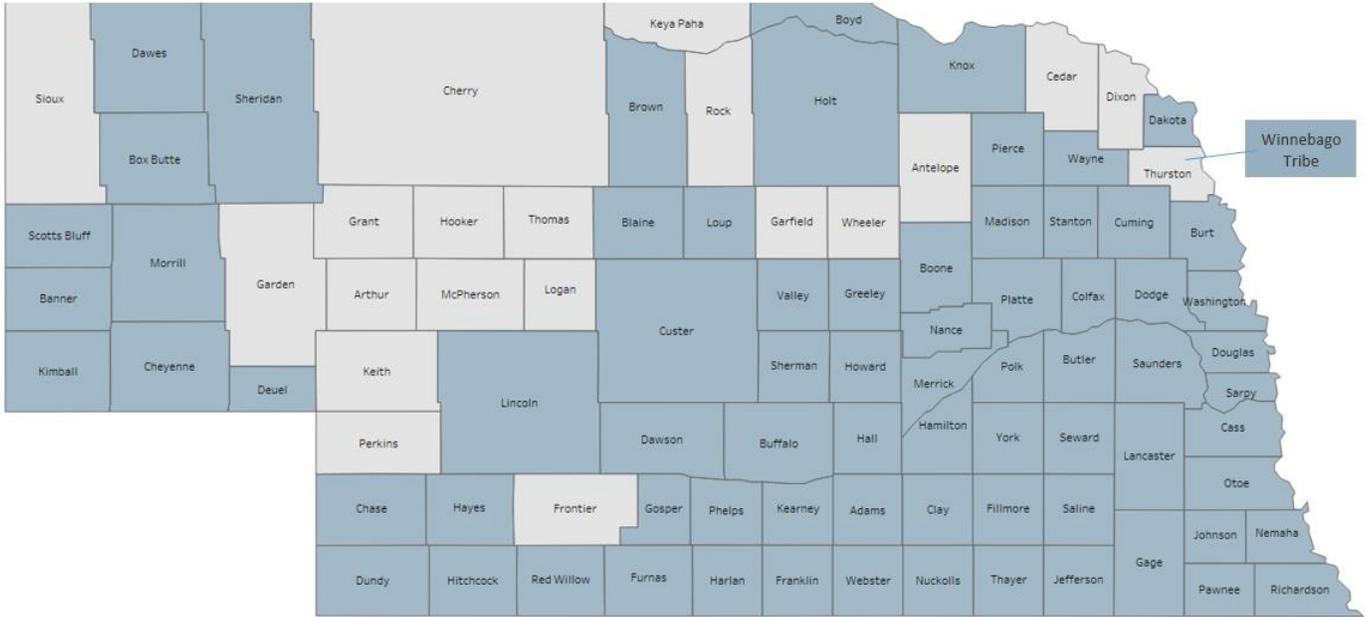
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Executive Summary

In fiscal year 2021, Community-based Juvenile Services Aid (CBA) funded 194 programs through 73 counties and 1 tribe, awarding 53 grants for \$6,532,357.17 in total. The map below depicts counties and tribes with CBA funded programs during FY2021.

Counties and Tribes with CBA Funded Programs
FY2020-2021



More than 8,000 youth were referred to 21 categories of programs or sub-programs in FY2021 as reported directly into the Juvenile Case Management System (JCMS) (see chart below).

FY 2021 Program Referrals



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 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 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.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 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 and other relevant factors as determined by the Commission. See Appendix A for the distribution formula by county/tribe.

Funds Awarded

For project period July 1, 2020 - June 30, 2021 (FY2021), a total of \$5,735,703.00 of Community-based Juveniles Services Aid (CB) formula funding was awarded to 35 grantees, which encompassed 73 counties and 1 tribe (Appendix B). Funds not awarded under the CB program are placed into a competitive grant program referred to as Enhancement Based (EB) funds with the same statutory funding purpose and eligibility. Funds returned or deobligated to the Commission from FY2020 were also placed into the Enhancement fund to be re-awarded for FY2021. Two rounds of enhancement funds were released (EB and Supplemental EB), giving counties and tribes additional opportunities to apply for the funding. Enhancement funds for a total of \$796,744.17 were awarded to 15 grantees. Additionally, thirteen grantees were able to show a reasonable and justifiable need to extend their FY2020 award through FY2021, which was added into the FY2021 award (see Appendix B). The amount of awarded funds unexpended at the end of FY2021 can be found in Appendix C.

Types of Juvenile Services Funded

There are three main over-arching categories² 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).

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 FY2021, 73 counties and 1 tribe requested funding for 194 programs. The number of programs fluctuate throughout the year with adjustments to the grant by grantees. 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 2021.

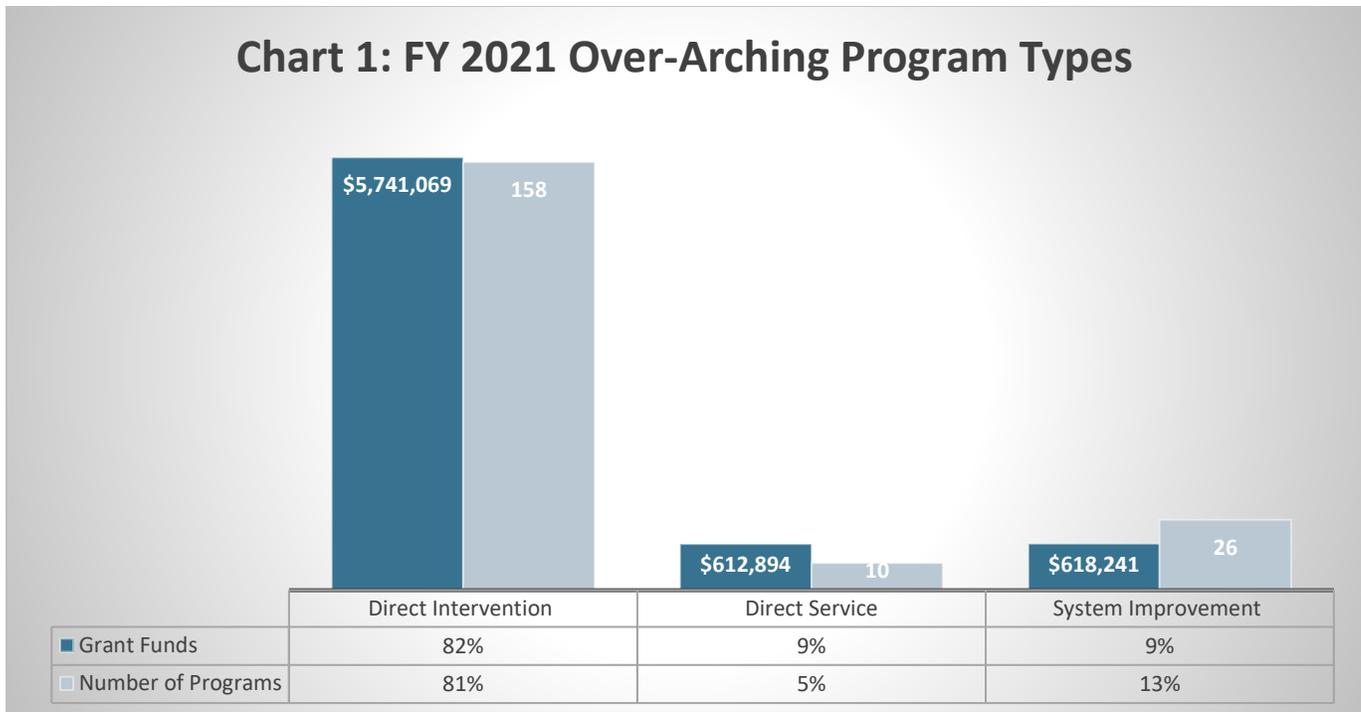
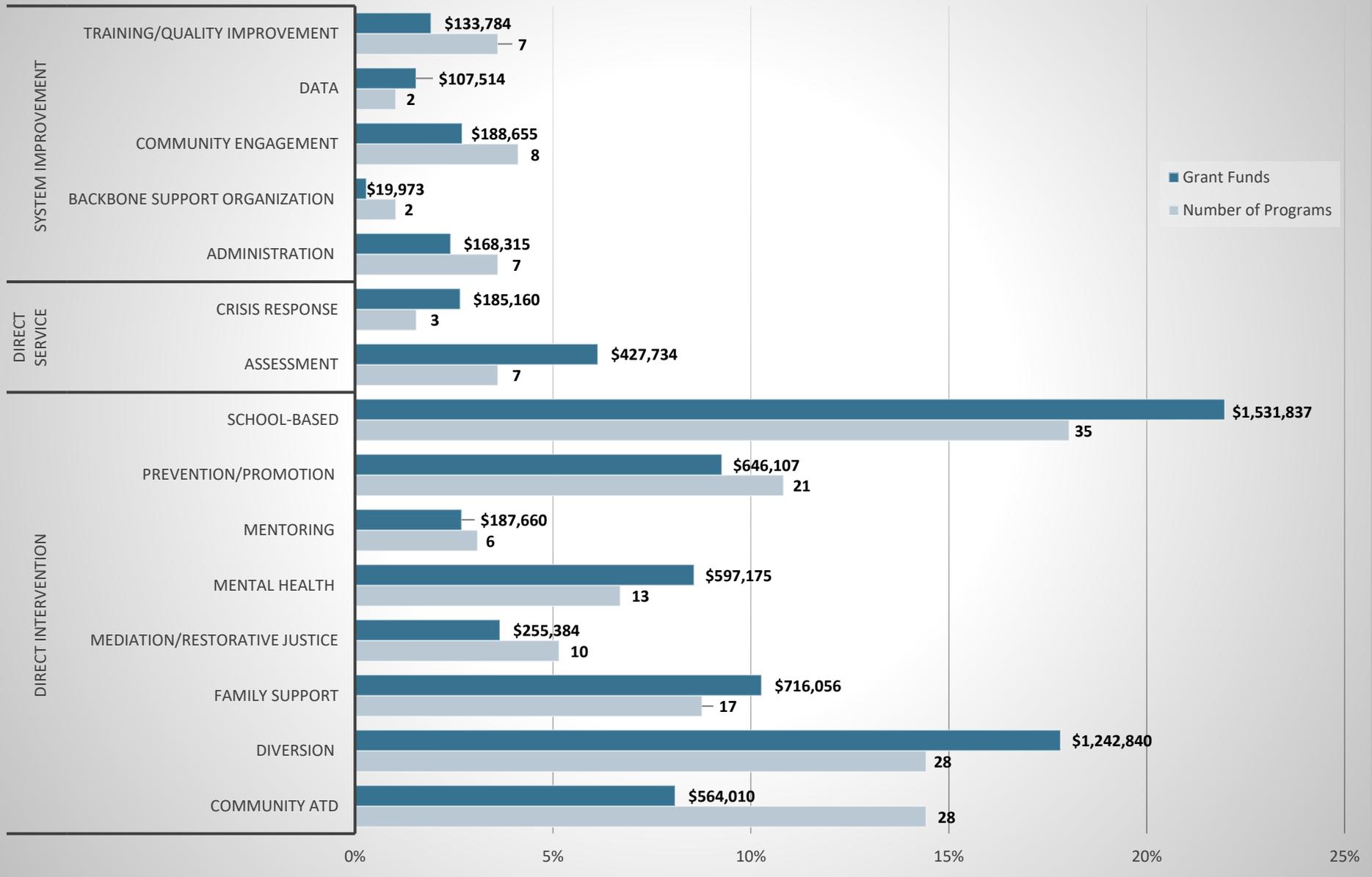


Chart 2 further breaks down the program types funded in FY 2021.

Chart 2: FY 2021 Program Types



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

Fiscal year 2021 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 D. Please refer the Juvenile Justice Institute's Evidence-based Nebraska [website](#) for all Community-based Juvenile Services Aid evaluations.

For FY2021 evaluations, the JJI released a program specific evaluation for School Interventionists Programs, released Community Needs Assessments for all communities submitting Comprehensive Community Juvenile Services Plans, and an Annual Report.

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 may be considered pending funding availability.

Appendix A: FY2021 Funding Formula Distribution - \$6,048,000.00

County/Tribe	Allotment
Adams County	\$101,325
Antelope County	\$20,967
Arthur County	\$5,000
Banner County	\$5,000
Blaine County	\$5,000
Boone County	\$19,921
Box Butte County	\$37,579
Boyd County	\$6,753
Brown County	\$9,758
Buffalo County	\$145,960
Burt County	\$21,136
Butler County	\$29,982
Cass County	\$88,326
Cedar County	\$32,649
Chase County	\$11,885
Cherry County	\$18,401
Cheyenne County	\$30,759
Clay County	\$22,824
Colfax County	\$35,418
Cuming County	\$31,198
Custer County	\$35,654
Dakota County	\$80,425
Dawes County	\$29,645
Dawson County	\$89,339
Deuel County	\$5,166
Dixon County	\$21,710
Dodge County	\$115,371
Douglas County	\$1,661,511
Dundy County	\$6,719
Fillmore County	\$22,149
Franklin County	\$10,399
Frontier County	\$9,927
Furnas County	\$17,523

County/Tribe	Allotment
Gage County	\$68,439
Garden County	\$5,740
Garfield County	\$6,989
Gosper County	\$6,179
Grant County	\$5,000
Greeley County	\$7,901
Hall County	\$197,146
Hamilton County	\$35,283
Harlan County	\$11,108
Hayes County	\$5,000
Hitchcock County	\$7,901
Holt County	\$34,777
Hooker County	\$5,000
Howard County	\$21,744
Jefferson County	\$20,596
Johnson County	\$13,370
Kearney County	\$21,980
Keith County	\$25,019
Keya Paha County	\$5,000
Kimball County	\$11,581
Knox County	\$29,408
Lancaster County	\$817,655
Lincoln County	\$116,654
Logan County	\$5,000
Loup County	\$5,000
Madison County	\$116,485
McPherson County	\$5,000
Merrick County	\$27,788
Morrill County	\$16,105
Nance County	\$12,222
Nemaha County	\$23,567
Nuckolls County	\$12,256
Omaha Tribe	\$52,975

County/Tribe	Allotment
Otoe County	\$51,929
Pawnee County	\$9,217
Perkins County	\$9,319
Phelps County	\$29,746
Pierce County	\$27,180
Platte County	\$112,771
Polk County	\$17,253
Ponca Tribe	\$5,000
Red Willow County	\$35,654
Richardson County	\$26,066
Rock County	\$5,000
Saline County	\$49,498
Santee Tribe	\$11,547
Sarpy County	\$548,626
Saunders County	\$73,672
Scotts Bluff County	\$118,004
Seward County	\$57,837
Sheridan County	\$16,949
Sherman County	\$9,386
Sioux County	\$5,000
Stanton County	\$22,081
Thayer County	\$16,004
Thomas County	\$5,000
Thurston County	\$28,834
Valley County	\$12,830
Washington County	\$74,078
Wayne County	\$31,231
Webster County	\$13,573
Wheeler County	\$5,000
Winnebago Tribe	\$34,844
York County	\$43,623

Appendix B: FY2021 Awards by County/Tribe: 2019 Extensions, CB, EB, and Supplemental EB Awards

County/Tribe	2019 Award Extension	CB Award	EB Award	Supplemental EB	Total
Adams County - (Clay, Nuckolls, Webster, Fillmore, Phelps, Harlan, Kearney, Franklin)	\$999.00	\$245,360.00	\$5,000.00	\$1,186.00	\$252,545.00
Box Butte County	\$0.00	\$27,439.00	\$0.00	\$0.00	\$27,439.00
Buffalo County	\$0.00	\$145,960.00	\$0.00	\$0.00	\$145,960.00
Cass County	\$0.00	\$88,326.00	\$0.00	\$0.00	\$88,326.00
Chase County - (Dundy, Hayes, Hitchcock, Red Willow, Furnas)	\$0.00	\$84,676.00	\$0.00	\$0.00	\$84,676.00
Cheyenne County - (Deuel, Kimball)	\$7,598.00	\$47,506.00	\$0.00	\$0.00	\$55,104.00
Colfax County	\$0.00	\$35,418.00	\$38,709.00	\$17,229.17	\$91,356.17
Custer County - (Blaine, Dawson, Gosper, Greeley, Loup, Valley)	\$0.00	\$161,903.00	\$0.00	\$30,480.00	\$192,383.00
Dakota County	\$0.00	\$80,425.00	\$0.00	\$50,000.00	\$130,425.00
Dawes County	\$0.00	\$29,645.00	\$0.00	\$35,849.00	\$65,494.00
Dodge County	\$0.00	\$115,371.00	\$0.00	\$0.00	\$115,371.00
Douglas County	\$233,626.00	\$1,661,511.00	\$0.00	\$0.00	\$1,895,137.00
Gage County	\$13,907.00	\$68,439.00	\$0.00	\$0.00	\$82,346.00
Hall County	\$0.00	\$197,146.00	\$15,000.00	\$0.00	\$212,146.00
Holt County - (Boyd, Brown)	\$0.00	\$51,288.00	\$17,252.00	\$0.00	\$68,540.00
Howard County	\$10,935.00	\$21,738.00	\$0.00	\$0.00	\$32,673.00
Jefferson County	\$11,693.00	\$20,496.00	\$34,926.00	\$0.00	\$67,115.00
Lancaster County	\$88,674.00	\$817,655.00	\$142,800.00	\$246,094.00	\$1,295,223.00
Lincoln County	\$1,844.00	\$116,654.00	\$0.00	\$0.00	\$118,498.00
Madison County - (Stanton, Pierce, Knox, Boone, Burt, Cuming, Wayne)	\$24,020.00	\$298,640.00	\$0.00	\$0.00	\$322,660.00
Merrick County - (Hamilton, Nance, Polk)	\$3,678.00	\$92,546.00	\$40,288.00	\$14,000.00	\$150,512.00
Otoe County	\$0.00	\$51,929.00	\$0.00	\$0.00	\$51,929.00
Platte County	\$10,721.00	\$112,771.00	\$0.00	\$0.00	\$123,492.00
Richardson County - (Nemaha, Johnson, Pawnee)	\$0.00	\$72,220.00	\$0.00	\$0.00	\$72,220.00
Saline County	\$22,000.00	\$49,498.00	\$0.00	\$0.00	\$71,498.00
Sarpy County	\$0.00	\$548,626.00	\$0.00	\$0.00	\$548,626.00
Saunders County	\$0.00	\$73,672.00	\$60,280.00	\$14,796.00	\$148,748.00
Scotts Bluff County - (Banner, Morrill)	\$10,062.00	\$139,109.00	\$0.00	\$8,067.00	\$157,238.00
Seward County - (Butler)	\$0.00	\$84,852.00	\$0.00	\$0.00	\$84,852.00
Sheridan County	\$0.00	\$16,949.00	\$0.00	\$6,444.00	\$23,393.00
Sherman County	\$0.00	\$9,386.00	\$0.00	\$0.00	\$9,386.00
Thayer County	\$0.00	\$16,004.00	\$0.00	\$0.00	\$16,004.00
Washington County	\$0.00	\$74,078.00	\$0.00	\$7,139.00	\$81,217.00
Winnebago Tribe of Nebraska	\$0.00	\$34,844.00	\$0.00	\$0.00	\$34,844.00
York County	\$0.00	\$43,623.00	\$11,205.00	\$0.00	\$54,828.00
	\$439,757.00	\$5,735,703.00	\$365,460.00	\$431,284.17	\$6,972,204.17

Appendix C: FY2021 Deobligations by County/Tribe

County/Tribe	Total Deobligation
Adams County - (Clay, Nuckolls, Webster, Fillmore, Phelps, Harlan, Kearney, Franklin)	\$4.79
Box Butte County	\$10,929.67
Buffalo County	\$19,836.47
Cass County	\$62,962.56
Chase County - (Dundy, Hayes, Hitchcock, Red Willow, Furnas)	\$52,623.50
Cheyenne County - (Deuel, Kimball)	\$16,987.36
Colfax County	\$0.00
Custer County - (Blaine, Dawson, Gosper, Greeley, Loup, Valley)	\$15,428.80
Dakota County	\$65,149.40
Dawes County	\$13,043.02
Dodge County	\$3,929.50
Douglas County	\$377,308.46
Gage County	\$36,647.48
Hall County	\$19,394.63
Holt County - (Boyd, Brown)	\$2,727.12
Howard County	\$25,961.23
Jefferson County	\$34,554.60
Lancaster County	\$45,856.10
Lincoln County	\$101.81
Madison County - (Stanton, Pierce, Knox, Boone, Burt, Cuming, Wayne)	\$104,392.76
Merrick County - (Hamilton, Nance, Polk)	\$7,087.87
Otoe County	\$18,055.88
Platte County	\$24,319.39
Richardson County - (Nemaha, Johnson, Pawnee)	\$0.00
Saline County	\$10,860.08
Sarpy County	\$22,692.42
Saunders County	\$0.00
Scotts Bluff County - (Banner, Morrill)	\$20,994.30
Seward County - (Butler)	\$13,399.36
Sheridan County	\$273.31
Sherman County	\$0.00
Thayer County	\$3,917.22
Washington County	\$22,583.18
Winnebago Tribe of Nebraska	\$5,844.03
York County	\$9,632.55
	\$1,067,498.85

Appendix D: 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.