COMMUNITY-BASED JUVENILE SERVICES AID PROGRAM

Annual Report to the Governor and Legislature

July 1, 2021 - June 30, 2022

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October 2022

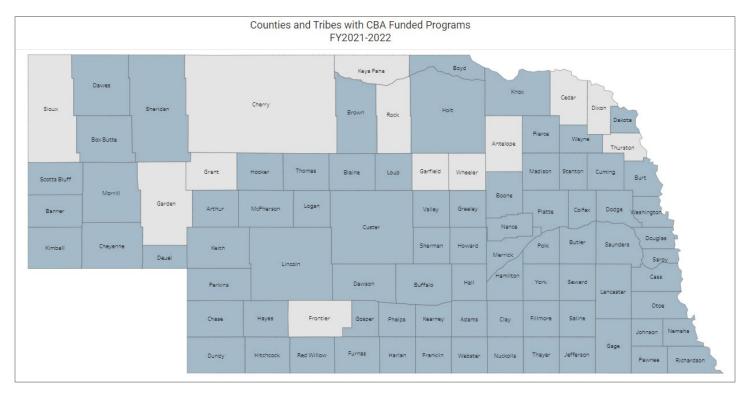


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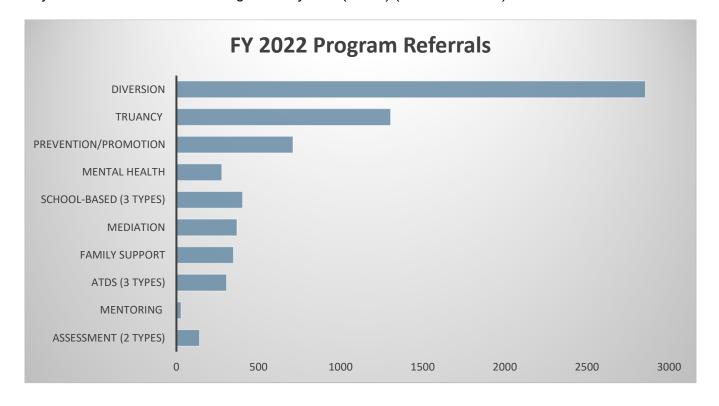
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Executive Summary

In fiscal year 2022, Community-based Juvenile Services Aid (CBA) funded 170 programs through 80 counties, awarding 43 grants for \$5,798,00.00 in total. The map below depicts counties with CBA funded programs during FY2022. There were no tribes seeking CBA grant funds in FY2022.



More than 6,000 youth were referred to 15 categories of programs or sub-programs in FY2022 as reported directly into the Juvenile Case Management System (JCMS) (see chart below).



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." 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 to include attitude and behavioral measures.

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 Communitybased 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. Funds acquired for the Community-based Juvenile Services Aid Program shall be used to aid in the establishment and provision of community-based services for juveniles who come in contact with the juvenile justice system (NRS § 43-2404.02(1)).

Funding Formula and Legislative Appropriation

On January 15, 2021, the Crime Commission Board approved a list of other data sets that could be used as other relevant factors in determining the funding allocations. The relevant factors included:

- Population ages 12-18, by county
- Poverty rate and eligibility for free and reduced lunch (below 185% of poverty) for ages 12-17, by county
- Median household income, by county
- Population growth rate, by county
- % of population by racial and ethnic categories, by county
- 4-year high school graduation rate, by county
- Portion of households with children under age 18 that are married couple families, by county
- Rate of juvenile arrests, by county
- Rates of juvenile detainees, by county
- Previous Allocation Amounts, and
- **Deobligation History**

The Crime Commission contracted with University of Omaha Center for Public Affairs Research (CPAR) to develop a new distribution formula for the Community-based Juvenile Services Aid Program. CPAR created an index compiled of multiple datasets to determine the combination of factors with the highest alpha coefficient to create the best model. The best model of variables included:

- % of population age 12-18
- % of children under age 18 in poverty
- % change in population since 2010
- % of population that is non-white, and
- Previous allocation amount to avoid extreme change in allocation

The Crime Commission released the Request for Application (RFA) for project period July 1, 2021 - June 30, 2022 (FY2022) on January 15, 2021. The RFA included the new funding formula distribution anticipating an appropriation of \$6,048,000.00 in Aid funds (Appendix A). On April 26, 2021, Governor Ricketts approved LB380, which appropriated funds for the expenses of Nebraska State Government for the biennium ending June 30, 2023. Within that appropriation, Community-based Juvenile Services Aid was appropriated \$5,798,000 in Aid funds, reducing the previous appropriation by \$250,000.00. Due to the \$250,000.00 reduction in LB380, the Crime Commission Funding Panel reduced by 5% the FY22 award of any county or tribe that had a combined average of 20% or more in deobligations in FY2018-2019 and FY2019-2020. The remaining reduction was taken from available funds in the Enhancement Based (EB) grant.

Funds Awarded

For project period July 1, 2021 - June 30, 2022 (FY2022), a total of \$5,578,271.00 of Community-based Juveniles Services Aid (CB) formula funding was awarded to 33 grantees, which encompassed 80 counties (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. Enhancement funds for a total of \$219,729.00 were awarded to 10 grantees. The amount of awarded funds unexpended at the end of FY2022 can be found in Appendix C. Every effort will be made for unexpended FY2022 funds to be redistributed in FY2023.

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.
- Direct Service: Entities in this category are often agencies; they generally meet with a youth a few times II. 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 in Table 1 on the following page.

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

Table 1: Program Types and Sub-Program Types

Direct Intervention Programs			
Alternatives to Detention	School Based		
o Electronic Monitoring	o After School Program		
o Reporting Center	o Alternative Schools		
o Tracking Service	School Interventionist		
 Home Confinement 	o School Resource Officer		
o Community Monitoring	o Truancy Program		
o ATD Respite	Mediation/Restorative Justice		
o Shelter Care	Mentoring		
Diversion	 Community Monitoring 		
Mental Health	 Juvenile Justice Based Mentoring 		
o Treatment	 School-based Mentoring 		
Prevention/Promotion	 Youth-initiated Mentoring 		
o 40 Developmental Assets	Drug Court		
o Bullying	Reentry		
 Employment Skills 	Family Support		
o Gang	o Parenting Class		
o Life Skills	o Family Support Program		
 Prosocial Activity/Attitudes 	o Advocacy		
o Substance Abuse	o Social Worker		
o Incentives			
Direct Serv	rice Programs		
Crisis Response	Assessment		
o Crisis Respite	 Assessment 		
	 Referral Service 		
	 Mental Health Assessment 		
System II	mprovement		
Training/Quality Improvement			
Administration			
Community Engagement			
o Collective Impact Coordinator			
 Coordinator/Grant Writer 			
 JDAI Coordinator 			
 Backbone Support Organization 			
 Disproportionate Minority Contact (DMC)/Racial and Ethnic Disparity (RED) Coordinator 			
Data			
Evaluator			

For FY2022, 80 counties requested funds for 170 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, 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 2022.

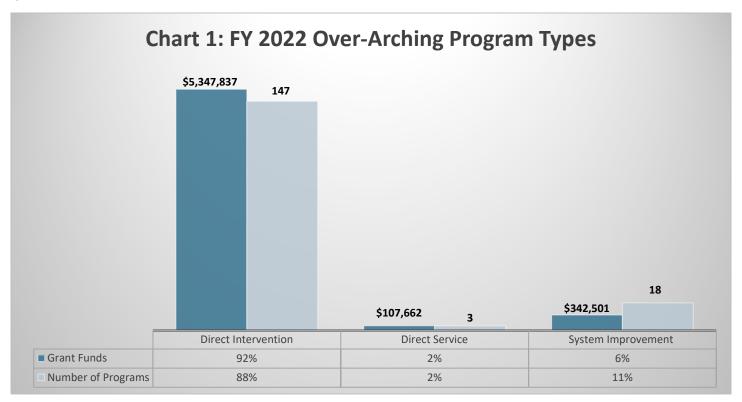
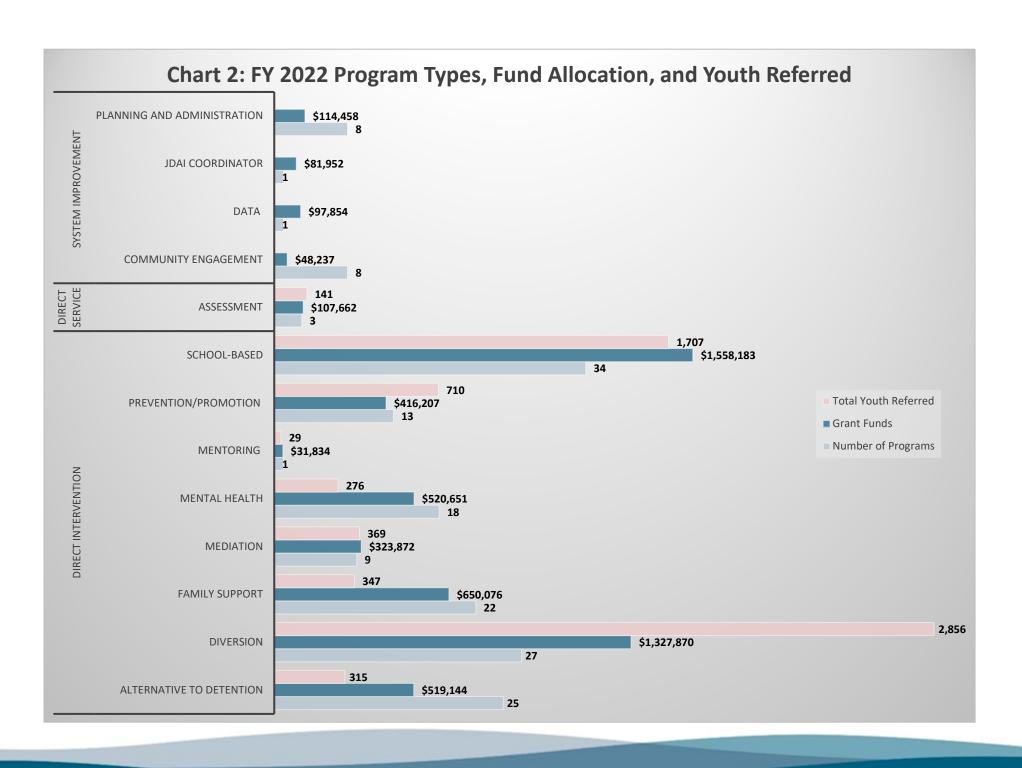


Chart 2 further breaks down the program types funded, the grant funds allocated to each program type, and the number of youth referred to each program type in FY 2022³.

³ System improvement programs do not work directly with youth so there will not be data on the number of youth served for these program types.



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

Fiscal year 2022 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.

Grantee Annual Reporting

Pursuant to NRS §43-2404.02(4)(a), any recipient of aid under the Community-based Juvenile Services Aid Program shall electronically file an annual report as required by rules and regulations adopted and promulgated by the commission. Any program funded through the Community-based Juvenile Services Aid Program that served juveniles shall report data on the individual youth served. Any program that is not directly serving youth shall include program-level data. In either case, data collected shall include, but not be limited to, the following: The type of juvenile service, how the service met the goals of the comprehensive juvenile services plan, demographic information on the juveniles served, program outcomes, the total number of juveniles served, and the number of juveniles who completed the program or intervention.

Annual Grant Activity Reports were due 45 days after the close of the grant. Review of grantee annual reports are available upon request to the Crime Commission.

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.

Demographics for youth referred to programs during fiscal year 2022 can be found in Tables 2 and 3 and Chart 3 below.

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.

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.

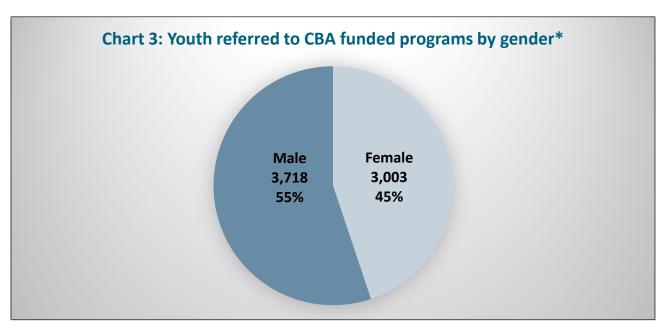
Table 2: Youth referred to CBA funded programs by Race FY 2022

	Number of Youth Referred	Percent of Youth Referred
White	3,557	53%
Hispanic	1,254	19%
African American	159	2%
Multiple Races	323	5%
Unspecified	302	4%
Native American or Alaska Native	159	2%
Asian	57	1%
Other Race	254	4%
Native Hawaiian, Other Pacific Islander	20	Less than 1%
Grand Total	6,741	100%

Table 3: Youth referred to CBA funded programs by Age FY 2022⁴

Age	Number of Youth Referred	Percent of Youth Referred	
Under 10	184	3%	
10	68	1%	
11	220	3%	
12	553	8%	
13	845	13%	
14	1,063	16%	
15	1,143	17%	
16	1,285	19%	
17	1,013	15%	
18	232	3%	
19+	135	2%	
Total	6,741	100%	

⁴ While the grant is meant to target youth ages 11-18, programs may on occasion serve youth outside these parameters. Some programs may also be using the JCMS to track all youth served by their program, which could use non-grant funds to serve youth outside the grant's age parameters.



^{*}Youth also report the following genders at less than 1% - Non-binary (14), Unspecified (4), and Prefer Not to Say (2).

Appendix A: FY2022 Funding Formula Distribution - \$6,048,000.00

County/Tribe	Allotment
Adams County	\$84,460
Antelope County	\$13,847
Arthur County	\$5,000
Banner County	\$5,000
Blaine County	\$5,000
Boone County	\$11,887
Box Butte County	\$27,552
Boyd County	\$5,000
Brown County	\$5,000
Buffalo County	\$162,898
Burt County	\$13,065
Butler County	\$26,373
Cass County	\$108,272
Cedar County	\$19,034
Chase County	\$16,564
Cherry County	\$27,842
Cheyenne County	\$26,847
Clay County	\$21,417
Colfax County	\$57,210
Cuming County	\$21,334
Custer County	\$33,954
Dakota County	\$87,975
Dawes County	\$31,629
Dawson County	\$82,970
Deuel County	\$5,000
Dixon County	\$23,936
Dodge County	\$121,196
Douglas County	\$1,407,095
Dundy County	\$5,000
Fillmore County	\$12,338
Franklin County	\$5,000
Frontier County	\$5,000
Furnas County	\$20,384

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County/Tribe	Allotment
Gage County	\$46,834
Garden County	\$5,000
Garfield County	\$15,612
Gosper County	\$10,926
Grant County	\$5,000
Greeley County	\$10,320
Hall County	\$180,069
Hamilton County	\$38,380
Harlan County	\$10,407
Hayes County	\$5,000
Hitchcock County	\$8,606
Holt County	\$20,735
Hooker County	\$5,000
Howard County	\$32,289
Jefferson County	\$16,852
Johnson County	\$30,057
Kearney County	\$27,840
Keith County	\$24,010
Keya Paha County	\$5,000
Kimball County	\$11,306
Knox County	\$22,041
Lancaster County	\$1,071,025
Lincoln County	\$119,798
Logan County	\$5,000
Loup County	\$5,000
Madison County	\$117,521
McPherson County	\$5,000
Merrick County	\$31,817
Morrill County	\$9,630
Nance County	\$10,007
Nemaha County	\$27,686
Nuckolls County	\$5,000
Omaha Tribe	\$42,724

County/Tribe	Allotment
Otoe County	\$51,004
Pawnee County	\$5,000
Perkins County	\$10,914
Phelps County	\$29,164
Pierce County	\$25,027
Platte County	\$108,352
Polk County	\$28,190
Ponca Tribe	\$5,000
Red Willow County	\$29,356
Richardson County	\$13,002
Rock County	\$5,000
Saline County	\$55,691
Santee Tribe	\$33,351
Sarpy County	\$548,392
Saunders County	\$80,510
Scotts Bluff County	\$107,807
Seward County	\$73,134
Sheridan County	\$14,552
Sherman County	\$10,401
Sioux County	\$5,000
Stanton County	\$28,233
Thayer County	\$5,644
Thomas County	\$5,000
Thurston County	\$42,704
Valley County	\$11,176
Washington County	\$83,667
Wayne County	\$33,967
Webster County	\$7,911
Wheeler County	\$5,000
	\$64,789
Winnebago Tribe	\$34,493

Appendix B: FY2022 Awards by County/Tribe: CB and EB Awards

County/Tribe	CB Award	EB Award	Total
Adams County - Lead (Clay, Nuckolls, Webster, Fillmore, Phelps, Harlan, Kearney, Franklin)	\$203,517.00	\$13,479.00	\$216,996.00
Box Butte County	\$26,174.00	\$0.00	\$26,174.00
Buffalo County	\$162,898.00	\$0.00	\$162,898.00
Cass County	\$59,453.00	\$0.00	\$59,453.00
Chase County - Lead (Arthur, Dundy, Furnas, Hayes, Hitchcock, Keith, Perkins, Red Willow)	\$94,268.00	\$0.00	\$94,268.00
Cheyenne County - Lead (Deuel, Kimball)	\$43,153.00	\$0.00	\$43,153.00
Colfax County	\$57,210.00	\$38,536.00	\$95,746.00
Custer County - Lead (Blaine, Dawson, Gosper, Greeley, Hooker, Logan, Loup, McPherson, Thomas, Valley)	\$179,346.00	\$48,185.00	\$227,531.00
Dakota County	\$87,115.00	\$0.00	\$87,115.00
Dawes County	\$31,629.00	\$0.00	\$31,629.00
Dodge County	\$114,464.00	\$0.00	\$114,464.00
Douglas County	\$1,336,740.00	\$0.00	\$1,336,740.00
Gage County	\$46,834.00	\$25,166.00	\$72,000.00
Hall County	\$180,069.00	\$22,000.00	\$202,069.00
Holt County - Lead (Boyd, Brown)	\$30,735.00	\$0.00	\$30,735.00
Howard County	\$30,675.00	\$0.00	\$30,675.00
Jefferson County - Lead (Thayer)	\$22,496.00	\$10,150.00	\$32,646.00
Lancaster County	\$1,071,025.00	\$5,007.00	\$1,076,032.00
Lincoln County	\$119,798.00	\$0.00	\$119,798.00
Madison County-Lead (Pierce, Stanton, Boone, Knox, Wayne, Cumming, Burt)	\$259,421.00	\$0.00	\$259,421.00
Merrick County - Lead (Hamilton, Nance, Polk)	\$108,394.00	\$20,137.00	\$128,531.00
Otoe County	\$51,004.00	\$0.00	\$75,745.00
Platte County	\$108,352.00	\$0.00	\$51,004.00
Nemaha County - Lead (Richardson, Johnson, Pawnee)	\$75,745.00	\$0.00	\$108,352.00
Saline County	\$52,906.00	\$0.00	\$52,906.00
Sarpy County	\$548,392.00	\$0.00	\$548,392.00
Saunders County	\$128,510.00	\$0.00	\$128,510.00
Scotts Bluff County - Lead (Banner, Morrill)	\$122,437.00	\$17,794.00	\$140,231.00
Seward County - Lead (Butler)	\$94,530.00	\$0.00	\$94,530.00
Sheridan County	\$14,552.00	\$0.00	\$14,552.00
Sherman County	\$10,401.00	\$0.00	\$10,401.00
Washington County	\$71,535.00	\$0.00	\$71,535.00
York County	\$34,493.00	\$19,275.00	\$53,768.00
	\$5,578,271.00	\$219,729.00	\$5,798,000.00

Appendix C: FY2021 Deobligations by County/Tribe

County/Tribe	Total De	eobligation
Adams County - (Clay, Nuckolls, Webster, Fillmore, Phelps, Harlan, Kearney, Franklin)	\$	269.84
Box Butte County	\$	12,796.15
Buffalo County	\$	11,496.25
Cass County	\$	32,132.42
Chase County - (Dundy, Hayes, Hitchcock, Red Willow, Furnas)	\$	65,320.49
Cheyenne County - (Deuel, Kimball)	\$	3,156.44
Colfax County	\$	-
Custer County - (Blaine, Dawson, Gosper, Greeley, Loup, Valley)	\$	21,741.66
Dakota County	\$	24,290.99
Dawes County	\$	-
Dodge County	\$	11,677.77
Douglas County	\$	129,490.21
Gage County	\$	34,208.31
Hall County	\$	2,846.43
Holt County - (Boyd, Brown)	\$	-
Howard County	\$	-
Jefferson County - (Thayer)	\$	18,558.12
Lancaster County	\$	-
Lincoln County	\$	23,258.94
Madison County - (Stanton, Pierce, Knox, Boone, Burt, Cuming, Wayne)	\$	80,145.58
Merrick County - (Hamilton, Nance, Polk)	\$	43,750.96
Nemaha County - (Richardson, Johnson, Pawnee)	\$	37,340.06
Otoe County	\$	5,441.00
Platte County	\$	27,799.58
Saline County	\$	5,103.74
Sarpy County	\$	43,677.78
Saunders County	\$	13,365.90
Scotts Bluff County - (Banner, Morrill)	\$	21,898.07
Seward County - (Butler)	\$	5,328.19
Sheridan County	\$	12,750.00
Sherman County	\$	3,388.52
Washington County	\$	2,042.46
York County	\$	4,636.16
	\$	697,912.02

Appendix D: 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 CBAfunded 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.