EVIDENCE-BASED NEBRASKA

COMPREHENSIVE COMMUNITY PLANNING USER MANUAL

Prepared by the Juvenile Justice Institute –
University of Nebraska at Omaha and
the Nebraska Crime Commission

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UNIVERSITY OF NEBRASKA AT OMAHA
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THE PURPOSE OF COMMUNITY PLANNING

It is essential that communities have programs to prevent youth from becoming unnecessarily involved in the juvenile justice system. These programs should be available at multiple points throughout the system, providing every opportunity for youth to exit the system. Such programs rarely occur by chance; they are almost always the result of careful community planning.

The Benefits of Community Planning

There are multiple benefits of community planning. First, community planning fosters a greater understanding of the juvenile justice system. Community planning can also be used to assess current programs, identify preventive measures to keep youth from entering the juvenile justice system, pinpoint duplication and/or gaps in services to youth, and focus on effective, research-demonstrated strategies.

By developing a plan, communities have a voice in determining their futures. Youth often receive the highest quality services when problem solving is done at the local level. Community members know their communities. They understand the local history, have a firsthand account of existing and potential issues, and can quickly identify potential collaborators and opportunities. Most importantly, they are motivated to improve their own communities and create a better future for their youth.

Additional benefits include:

- Enhanced collaboration among community members and agencies (both internally and externally).
- More focused resource allocation.
- Greater access to outside resources, such as funding opportunities.
- Improved outcomes for the target population.
- The ability to control the pace of strategy development and implementation, allowing for enhancements based upon specific needs.
- Better community and stakeholder knowledge of community planning, the juvenile justice system and related issues.

Community Teams

A community planning team should represent the unique needs of its community. A large community or region looks very different from a small community. There are differences in resources, personnel, and priorities. Thus, the planning team should be tailored around the identity of its community.

The team should also be diverse with regard to age, race, and gender – this can help provide additional perspectives and viewpoints.

Representatives from the following key access points should be included on the team:

- Public and private K-12 education
- Prevention/mentoring programs
- Ministry/faith-based programs
- Law enforcement
- Juvenile diversion
- Juvenile probation
- County Attorney (Juvenile Court)
- Public Defender/Defense Attorneys/Guardians ad litem
- Office of Juvenile Services/Health and Human Services
- Juvenile Judges/Juvenile Court personnel
- Treatment providers
- Post-adjudication services or detention
- Consumers, including youth and families
- Community-based organizations (YMCA, etc.)
- University Extension Offices

This list is by no means exhaustive. Again, each community has its own unique identity and resources; the community planning team roster should reflect that identity.

It is also beneficial to the community team if each member of the team knows what services the other members provides, or what stage of the juvenile justice system they represent. In the larger communities especially, the team members may not be familiar with available community programming.

To develop a community team, look to the community to identify existing partnerships and coalitions that are already a part of the juvenile justice system. In some cases, these coalitions may be willing and able to add the community planning process to their existing duties. In other cases, individuals involved in these partnerships will simply be included as planning team members.

Funding

A community plan is often necessary in order to be eligible for many public and private funding awards. Federal and state funding agencies may require counties or communities to provide a Comprehensive Juvenile Services Plan to access funding. Although this manual addresses planning activities specific to juvenile justice, a good planning process has the potential to identify funding needs and opportunities in other community areas, such as public health or education.

DATA

For the 2021 community planning cycle, every community will receive a Community Needs Assessment (CNA). The data contained in the CNA will contain data from multiple perspectives and be county/tribe specific (for some mental health measures this will be region-specific). Data about your community may include, but not limited to, the following data to describe the youth, the families, the community, policies/procedures, and/or the programs and facilities that are already in the community.

1. **Community Level Data**
   - Youth Level Data:
     - Youth population
     - Youth demographic data (age, race/ethnicity, gender)
     - Juvenile arrests (offense type)
     - DMC/RED at various system points
     - Education (absences, graduation rate, number of IEP and 504)
     - Youth employment
     - Health/Mental Health (lost sleep from worry, depression, considered attempted suicide)
     - Substance use (current alcohol, binge drinking, tobacco, and electronic vape)
     - Hope (hopeful for future)
     - Gang involvement (youth reported involvement)
     - Violence (gunshots, stabbing, assaults, gang involvement estimates)
     - Service utilization (prevalence, services used)
   - Family Level Data:
     - Socioeconomic status/poverty (free and reduced lunch, population below poverty)
     - Occupation/Industry
     - Family Education (educational attainment)
     - Technology (with a computer, with internet subscription)
     - Housing and Transportation (percent renting, no vehicle available)
     - Violence (domestic assault)
     - Supportive adult (youth reporting adult at home who listens, adult in school who listens)
   - Community Level Data:
     - Comprehensive List of Services (continuum of services)
     - Detention facilities (distance to detention facility)
     - Primary Occupation
     - Sealed records (by year)
     - Neighborhood perceptions (youth reported wrong/very wrong to marijuana, alcohol, and cigarettes)
   - Other data that communities specifically request

2. System Level Data

System level data provides a picture of how the juvenile justice system operates in your area. These policies may influence the resources that your community needs. The CNA may include:

- Legal Rules and Policies
  - Laws or municipal codes important to the community
  - As a policy, are youth provided an attorney?
  - Are there particular regulations that impact this community?
  - Do individual schools measure truancy differently?
- Case Processing Protocol / Procedures
  - Diversion (what charges are filed on? Are youth allowed to complete diversion more than once? Is drug testing utilized? How frequently? Are fees collected?)
- Court (what data is entered in the clerk's data entry process? Are all eligible records sealed? Are certain offenses filed on in county court? What number of cases fall under 3A, 3B and 3C?)

3. Community Team Level

Community level data can also provide a snap shot of the community team. The CNA may include:

- The community team response rate to surveys administered by the Juvenile Justice Institute measuring collective impact;
- Collective Impact scores;
- Team Diversity (race/ethnicity, gender, age, agencies represented, previous system involvement).

State Level Data

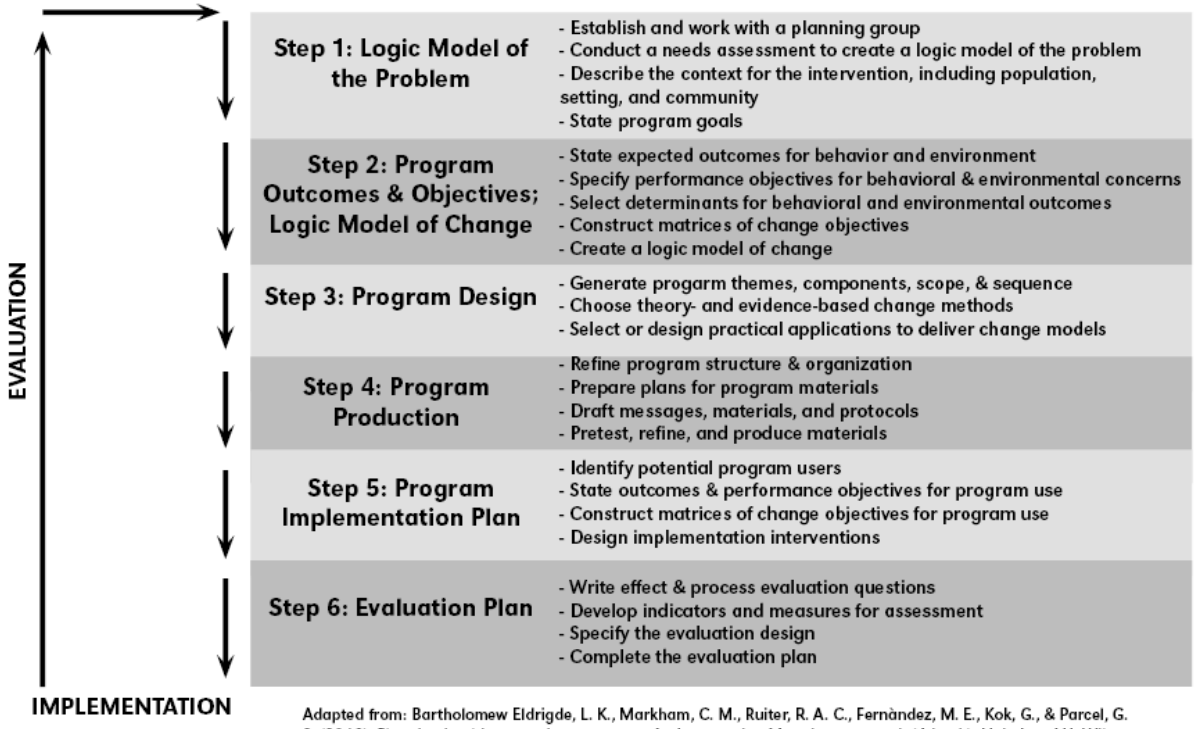
State-level data for Nebraska has been included in the CNA for comparison purposes where applicable. This data may be used to compare your community to the state level. For example, are truancy rates much higher in your community than the statewide average? Report this in your community plan, but then use other sections of the CNA to examine why this might be.

Intervention Mapping

The goal of the CNA is to provide your community team with reliable data on which to develop the strategic plan for your community. The Juvenile Justice Institute (JJI) will meet with the community team in person or via online video conference to help understand the data, isolate the community's top needs, and help identify the interventions available in the community that can address the needs. This process is referred to as Intervention Mapping.

The Intervention Mapping (IM) protocol is widely used across fields and is helpful for directing appropriate resources toward an identified problem. The process of Intervention Mapping includes six steps:

1. Conduct a Community Needs Assessment to identify the particular needs of a community;
2. Determine the change desired and set expected outcomes;
3. Identify a program, components of a program or an approach that can accomplish the desired change. Will a particular model work better in your community?
4. Design the practical application. The program process (from referral to discharge) must be organized, and all materials and surveys should be pretested,
5. Implement the specific program that your community envisioned in steps #3 and #4;
6. Evaluate whether the program achieved the desired change identified in Step #2.



Adapted from: Bartholomew Eldrigde, L. K., Markham, C. M., Ruiter, R. A. C., Fernàndez, M. E., Kok, G., & Parcel, G. S. (2016). Planning health promotion programs: An Intervention Mapping approach (4th ed.). Hoboken, NJ: Wiley.

Services Available

In addition to the CNA, each community will complete a continuum of juvenile services worksheet, which is a comprehensive list of services available to juveniles in your community. Why? It may be that the desired change and program you would implement already exists, but no one knows about it so it is never used. Knowing what is available in the community can help guide the conversation of how to address the needs identified in the CNA and guide what programs should apply for Nebraska Crime Commission funding or other grant opportunities. A

comprehensive list can also illuminate any gaps in services that your community may have, especially as they relate to community's needs identified.

Having a comprehensive list of services can also provide the team with the ability to connect programs that could benefit one another and may help maintain a continuum of services. For example, if a program has mentioned that they are in need of Spanish-speaking adults to help tutor youth after school, and such a program is listed, the two programs may simply need to connect.

Finally, a comprehensive list can help identify duplication of services, which should lead to refining programs to better meet the needs of a community.

COMMUNITY ANALYSIS RESPONSE

The project lead will hold as many planning meetings as required to draft the Community Analysis and Response (CAR). The CAR will be developed by the community team and should respond to the major needs and gaps highlighted in the CNA.

How will your community respond to the needs identified in the CNA? By working together to analyze the data in the CNA, identifying gaps that are not currently addressed by an existing resource (as identified in the comprehensive list of juvenile services).

Prior to the first meeting, each community team member should:

1. Receive a copy of their CNA at least a week before the meeting;
2. Review the CNA and identify one area that stands out as a "need" or problem in their community.

The first meeting should begin with each member introducing themselves and the issue they identified based upon the data in the CNA, referencing the specific CNA section. A note taker should document this process. If a person identifies something that they believe is a need, but it is not supported by the data, this should be set aside. This first meeting should only focus on the issues that are highlighted in the CNA. If the team wants to return to those needs at a later time, they should locate local data that either supports or refutes the need identified.

The next step in the community's response is to systematically go through the CNA. Start by reviewing each of the five areas, focusing on data that is much higher or lower than state averages. If you have a large community team, you can break into smaller groups, and then have the team report back to the whole group.

- Youth Level

- Family Level
- Community Level
- Policy, Legal and System Level
- Community Team Level

If your community team is part of a multi-county partnership, you will want each community to review their data at a county-level meeting and then have them report back to the larger group.

SAMPLE: Community Analysis and Response (CAR) Final Worksheet

COMMUNITY ANALYSIS & RESPONSE WORKSHEET			
Identified Need	**Existing Program, Agency or Resource**	**Eligible age**	**Does this program accomplish the desired change? If no, what is missing?**
EXAMPLE:			
Youth who commit minor crimes	Juvenile Diversion Program	11-17 years	This program cannot serve 17+, and we have a large number of college MIPs.
EXAMPLE:			
Elementary school youth with high percent of absenteeism	CPS calls /welfare check	0-99 years	CPS / formal handling often does not get at the root cause of the absenteeism.

Racial and Ethnic Disparity (RED)

Racial and Ethnic Disparity (RED) refers to the percentage of racial/ethnic groups within the justice system that are higher than the percentage of the same group in the overall population (or the previous system point). In the CNA, the Youth Level data section contains a RED analysis at multiple system points within the juvenile justice system. When completing the CAR as a team, please pay attention to the RED data to see if your community needs to address disparities at one or more system points.

Mapping Interventions

Once all of the needs have been identified and agreed upon by the team, the community should begin mapping the need to an intervention. If programs already exist in the community, and if they are designed to address the need, then determine if the program is accomplishing the change and expected outcomes. A sample worksheet is included to help you identify whether all the needs are being met in your community, and if not, where the gap exists.

The team should enter all of the identified needs or gaps in the CAR Worksheet. Once all of the needs are catalogued, the team should open the comprehensive list of services worksheet that was completed early on in the planning process. This document lists all services currently available within your community that serve youth and families with the goal of keeping youth out of the juvenile justice system or from moving deeper into the juvenile justice system.

The most critical question that must be answered for each identified need is "Does this program accomplish the desired change? If no, why not? What is missing?" If the program exists but is not operating in a way that completely meets the need, the community must ask the provider whether they can expand the program or services to meet the need. If the agency cannot, or if the program does not exist, the team should identify a program, components of a program or an approach that can accomplish the desired change. Those programs should be listed on the worksheet entitled "Gaps to be Filled." If the program is currently receiving CBA or JS funding, the program can utilize the JCMS and effective measures to provide this data. New programs who do not currently track data that measure whether they are accomplishing the desired change should provide information that they are targeting the specific need.

Program Level Data

Program level data is unique to each specific program that has been implemented. It can be linked to priority outcomes, thereby providing a snapshot of the program's effectiveness. Examining outcomes specific to each program can indicate whether a services needs to be more effective (such as enrolling more youth in diversion), or whether more services are needed (such as long waiting lists for services indicate insufficient openings). Program data can be useful as a community engages in intervention mapping because it is useful when deciding what resources are available in your community to meet the identified needs.

WRITING THE COMMUNITY PLAN

Once the Community Team has completed the worksheets and identified gaps where services do not fully meet the community's needs, the team is ready to pull all of the pieces together into the community's Comprehensive Juvenile Services Plan.

The plan must include:

- Introduction
- Data summary from the Community Needs Assessment (CNA)*
- Comprehensive List of Service*
- Community Analysis and Response (CAR) Final Worksheet*

- Gaps to be Filled Worksheet*
- List of team members
- Closing comments
- Approval and MOUs
- Appendix with complete CNA

All of the sections of the plan will be completed using the forms* included in the template, except for the Introduction, the list of team members, signatures and MOUS.

Introduction:

The introduction section is where the community team introduces the reader to the community. This can include the geographic location in the state, information about the local area, relevant industry, and other information unique to the area. This should be short – no longer than one page.

Data:

A summary of the important data sections of the CNA should be copied into this section. The CNA in its entirety should be included in the appendix of the plan. If your team wished to include data beyond what was provided in the CNA, the additional data should be attached to the end of the CNA with all data sources cited.

Comprehensive List of Services:

Include the list of the existing services worksheet that was completed by the project lead. The list should be exhaustive but may focus on those that serve the population targeted by the Community-based Juvenile Services Aid grant (ages 11-18). To accurately identify gaps, all services available in the community should be identified.

Community Analysis and Response (CAR):

After completing the CAR Worksheet, a copy must be included in the plan. The team should include a narrative, especially if the program or service currently exists, but the need of the community is not currently being met. This could also include if a program exists and is currently serving youth but needs to alter the service delivery to target the need identified in the community.

List of team members:

The list of team members should include first and last name, agency, and contact information for all members of the community team.

Plan Approval and MOUs:

The Comprehensive Community Plan must be approved by the community team and the respective county board or tribal council. Approval of the plan in the form of meeting minutes and/or approval letter from the county board or tribal council should be included as part of the plan.

If the community plan represents a multi-county or tribe group, an MOU page with signatures from each of the counties/tribes represented in the community plan must also be attached.

Closing Comments:

The CNA should reveal your community's needs with some of those potentially falling outside of the juvenile justice system. This reflects a well-rounded community team with a long-range vision of the community, allowing the plan to be utilized for other grants and funding opportunities. For example, one of your community's needs may be to meet the early development needs of children ages 0-6.

However, as you prepare to write the Community-based Juvenile Services Aid (CBA) and Juvenile Services Commission Grant Program (JS) grant applications, please make sure that the strategies and solutions are targeting youth ages 11-18 and align with the grant requirements.

For identified needs in the community that do not fall into the parameters of these grants, you may want to look into additional funding sources with different requirements.

COORDINATING PLANNING AND GRANT SUBMISSION

Beginning in 2021, the strategic planning cycle and submission of Comprehensive Juvenile Services Plans will be every four years. The program proposals submitted for the CBA grant program will cover a two-year project period with an annual budget submission. The information from the comprehensive plan, the CAR, and the CNA will be incorporated into the grant application.

When the community team completes the CAR, the problems and gaps in services will be highlighted, providing the roadmap for funding requests. The data to support the need for the program will be pulled directly from the CNA. The services available in the community from the comprehensive list can be used to determine which program/agency is best suited to address the problem.

With the grant cycle changing to two years, your community will still need to submit an updated budget annually, or more often if there are substantial changes in the programming being utilized. Strategies, timelines and evaluation of the projects seeking funding will be incorporated into the grant application. This will help the community decide if a program is meeting the needs of the community or if a new approach to the problem should be explored.

SUSTAINABILITY

As the community team writes the Comprehensive Community Plan, bear in mind sustainability of the programs/solutions identified. Key considerations include:

- All grants have financial limitations – are the needed services outside of the scope of Community-based Aid? If so, are there other funding options that can be brought in for braided funding?
- As programs grow and change, additional staff may be needed to maintain the programs.

- A thorough outcome evaluation of a program requires more than one year of data, so programs that do not receive continual funding may not be evaluable.
- Is the identified need one that will continue to be a need for the four years of the plan, or do you anticipate programming/services will have a positive impact on the community very quickly?
- Can one program address multiple needs in the community effectively, freeing up funding for other programs? Or does it overtask one agency to try to "'do it all?"

CLOSING

In Nebraska, we are fortunate to have a very involved University system with excellent resources. The Juvenile Justice Institute at the University of Nebraska Omaha is committed to translating research into practice, so that services across the state can continue to improve, can incorporate best practice and to ensure youth are treated equitably. Throughout the planning process, do not hesitate to reach out to the Juvenile Justice Institute with questions.

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