

Comprehensive Youth Services Plan Manual

For plans effective July 1, 2025 - June 30, 2030

NEBRASKA

Good Life. Great Service.

**COMMISSION ON LAW ENFORCEMENT
AND CRIMINAL JUSTICE**

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Portions from the following resources were used for the creation of this section: American Institutes for Research Center for Coordinated Assistance to States Juvenile Justice Specialist Manual, American Institutes for Research Center for Coordinated Assistance to States Three-Year Plan Template, American Institutes for Research Center for Coordinated Assistance to States Five Steps to Completing Your Juvenile Crime Analysis, and the Oklahoma Office of Juvenile Affairs Community Action with Targeted Solutions (CATS) Facilitation Guide. Further citations to these documents may be omitted.

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Introduction

Pursuant to the **Nebraska County Juvenile Services Plan Act** (Neb. Rev. Stats. Sections 43-3501 to 43-3507) and the **Juvenile Services Act** (Neb. Rev. Stats. Sections 43-2401 to 43-2412, NAC Title 75, Chapter 1, 005.02) each county shall develop a county juvenile services plan (Comprehensive Youth Services Plan). The Comprehensive Youth Services Plan is hereinafter referred to as a Community Plan throughout the entirety of this manual. Plans may be developed by individual counties, multiple counties, federally or state-recognized Indian tribes, or by any combination of the three. Plans must be submitted to the Nebraska Commission on Law Enforcement and Criminal Justice (Nebraska Crime Commission) and must be updated no less than every five years.

Five Steps to Prepare for Community Planning¹

Your Comprehensive Youth Services Plan (Community plan) tells the story of your community's youth justice system and the work underway to continually improve services for youth and families to prevent system involvement. The community plan also guides the use of grant funds under the Juvenile Services Act, and other grant funds for which the community chooses to apply. While the plan is a living document that needs to be continually reviewed and updated, below are five steps to get started for new community plan cycles:

1. Convene and evaluate team membership needs:

Statute requires a community team should include the following youth justice system stakeholder representation:

- Courts
- Law enforcement
- Community service providers
- Schools
- Detention or shelter care
- County elected and administrative officials
- Probation officials
- Health and human services representatives
- State officials or agency representatives
- Similar committee or group of individuals

Additional stakeholders not listed above can also be included on the community team such as treatment providers. There is no one way a community team should look, as the resources, personnel, and priorities will differ across communities. However, there are a few common best practices for building a community team. The community team should be reflective of the community itself and be tailored around the identity of the community. Consider racial, ethnic, and geographical area, and have the team be reflective of the community in these regards. Try to include youth and families who have experience with the youth justice system in your community to help provide an inside view of the system. Reach out beyond those you normally work with and engage with those who can provide a different perspective. It may be easier to work with those you are familiar with, but having an outside view can help challenge the idea that things are going to always be done the way they have always been done and make community members know they are part of the process.

A community team should be representative of the community and should serve a broader purpose than Crime Commission grant funding. While statute requires that any community applying for the grants needs a Community Plan, communities could create one plan that serves multiple purposes if the required elements identified in the template are included. If the team only include those who benefit from the grant funding, valuable insights, information, and services will be missing from the discussion which could hinder identifying and addressing community priorities. Please note that if a team exists within the community which includes many of the same stakeholders, discuss adding the additional needed members and include the Community Plan as a topic. There is no need to have multiple community teams with similar membership addressing similar issues.

¹ Adapted from the American Institutes for Research Center for Coordinated Assistance to States *Five Steps to Prepare for Three-Year Planning*

Consider looking at the Nebraska Children and Families Foundation’s Bringing Up Nebraska Community Collaboratives page at <https://bringupnebraska.org/who-we-are/collaboratives/> or the Nebraska Supreme Court’s Court Improvement Project Through the Eyes of the Child Initiative at <https://supremecourt.nebraska.gov/through-eyes-child-teams>. There may be an existing collaborative which can be utilized as a community team.

2. Revisit the Current Plan

Don’t forget your current plan efforts. The current priorities were chosen for a reason, so reflect on ongoing work through the current community plan. Look at the priorities of the current community plan, the goals established for each, and if progress has been made. Ask if members have encountered any barriers or identified new needs. Look at the goals, objectives, and activities to see if they remain relevant. Is there a need to consider continuing any or all the same priorities? If so, what steps will be taken to build on the work already done?

Find time at either a preplanning meeting or set aside time during the planning process to have someone speak to each priority of the current plan by answering the following questions:

- Is this priority area/issue still pertinent?
- What data is collected to measure success?
- Does the data show progress in addressing the issue? If so, to what degree? What work remains?
- Will continued prioritization likely lead to measurable progress? Don’t assume more time will equal greater success.
- Were grant funds used to support work under the priority areas?
- If so, is this need still pertinent? What services have been provided? How many juveniles have been served?
- What outcomes are being tracked, and what are those outcomes?
- Were staff or consultants used to support committee structure and tasks? Can that support continue if it was helpful?
- What would be the impact if funding were not available for these programs in the next community plan cycle?

Sustainability and Alternative Funding²

- What resources may be available in your community that could be leveraged for your reform (e.g., federal, state, county and/or city grants; philanthropic support; or local business or individual donors)?
- Which funding streams are likely to be available in future years?
- What is the projected cost savings of your reform, and how can you communicate this to potential funders to get them on board?
- What existing providers or agencies could you partner with to reduce program costs?

3. Review the Requirements

The above-mentioned statutes detail elements which must be included in the Comprehensive Youth Services Plan (Community Plan). These elements have been compiled into a Comprehensive Youth Services Plan Checklist (Checklist) which can be found in Appendix A. It is recommended that the Checklist be utilized while writing the Community Plan to make sure all elements are included in the Community Plan and can help organize the information required. Each of the components are included in the provided template as well. Relevant statutes can be found in Appendix B.

4. Plan for Collecting Youth Crime Analysis Data

Having a community team meeting(s) dedicated to the decision points, the data needs, and this analysis will be necessary. Much of the data may be available online, and other information will be provided by the system experts at those points in the system. The community team must work together for a full system analysis. As the planning team considers the data it wishes to pursue, consider the following steps and questions.³

A: Identify what information you need and why.

Agree on the value and purpose of the information that you will collect.

- Why does your group need this information?
- How will you use it?

² Oklahoma Office of Juvenile Affairs *Community Action with Targeted Solutions (CATS) Facilitation Guide*.

³ Oklahoma Office of Juvenile Affairs *Community Action with Targeted Solutions (CATS) Facilitation Guide*.

- How does it add to the discussion about those data?
- Did this arise as a key theme?
- What does the data tell us?

Determine the period to investigate.

- For what time do you want to find information?
 - Looking at an average over 3–5 years can prevent an outlier year from skewing analysis.
- Does this provide a baseline for ongoing measurement?
- How often are these data collected? Could we use them for ongoing evaluation?
- How long does it take to collect these data?
- Can we get this information before the action planning step?

B: Determine what data you need and where to get it.

What information do we want...exactly?

- Qualitative (descriptive) versus quantitative (numerical)
- Do you want to determine incidence rate, or prevalence rate, or both?
- And on which issues?
- How will you get your hands on the data?
- Is the data publicly available?
- Where is it kept, and who has authority over the data?
- What's the process for requesting data?
- Does someone on the team have a natural connection to the data source?

Set limits as to how much information you want to collect.

- Is this information helpful or superfluous?

C: Collect and analyze the data.

Compile all data into one place.

- Gather and analyze the data.
- How can we compile this in various ways for the community to consume?
- Do we need to bring in an expert (e.g., university, nonprofit agency) to interpret the data with us?

Identify gaps in your knowledge.

- What questions remain?
- Do we have access to that information?
- Do new methods for data collection need to be developed or included in our action plan?

5. Use the Data to Identify Priorities

When reviewing the data, consider these initial questions:⁴

Magnitude: What is the prevalence of a specific issue? Which issues are most widespread in your community?

Severity: How large is the impact of these specific issues on the community? Which issues are most serious?

Trend: Is this specific issue changing across time? Is it improving or worsening?

Changeability: How likely is it that your community will be able to affect this specific issue? Which issues is the team most likely to influence with its efforts?

There are many ways to get the information you need. As you dig further, more questions will surface. Asking for more and more clarification is vital to help you understand what the data are saying. Decide if you need to bring in an expert (e.g., university, nonprofit agency) to interpret the data with us.

- What puts youth at risk of entering the JJ system? How prevalent are those risk factors in your communities?
- Who is entering your system?
- Are there gender differences in how youth enter the system?
- Are there more youth of one race or ethnicity than another?
- Does the type or level of crime explain those differences?

⁴ American Institutes for Research Center for Coordinated Assistance to States *Juvenile Justice Specialist Manual*

- What about factors such as mental illness or substance use?
- What services do they receive? What are their success rates?

Start at the front end of the system in your community. Consider these additional questions/prompts⁵:

Determine how youth are contacting the system, at what point are interventions available and practical, and at what points youth can be diverted from the formal system. Use the system component table on page 8 as a guide. You do not have to answer all questions/prompts in the system component table, they are just suggestions to get the discussion started and determining what the community priorities are. Provide in the plan only the data that helps highlight the issues and priorities your community has identified as needing addressed.

Overall, which data did you consider and what was the data telling you? Was some data alarming or concerning but others were already addressing those issues? Did the issue not become a priority for the community team, but the community team is partnering with these entities in other ways? Which data led the community team to determine the priorities it did? Which priorities are a concern in your community and a focus for the next 3-5 years?

Once the data is analyzed, determine where the needs and priorities are in the community and what resources are available and/or needed to help address them.

Submission and Format

Community Plans are submitted to the Nebraska Crime Commission in PDF format. Instructions for submitting completed Community Plans to the Nebraska Crime Commission will be communicated to counties and tribes when the template and manual are released.

Cover/Title Page

The Community Plan cover/title page should include the name of the county, region, and/or community completing the plan, and the dates covered in the current plan. Community plans run from July 1 to June 30, and should be for no longer than five years. If there is more than one county involved in the plan all counties need to be included on the first page. All counties can be listed in the community plan name, or they can be listed under the title. For example:

<p>County, County, and County Comprehensive Youth Services Plan July 1, 2025 – June 30, 2030</p>	OR	<p>Region or County Comprehensive Youth Services Plan July 1, 2025 – June 30, 2030 Includes County, County, and County</p>
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The cover/title page should also include the name, position, address, and email for the person who prepared the plan, the chair of the community team, and the county board chair. If the plan is prepared by the chair of the community team the information will need to be entered twice in the appropriate sections.

Section I – Executive Summary

An executive summary is a brief overview of the longer document. Keep the executive summary to two pages maximum. This should include the main issues facing the community and what activities will be prioritized to address these issues.

Section II – Introduction: Community Team and Community Description

Section II of the Community Plan describes the community team and a description of the community.

Community Team:

This section should include a description of the team, how it came into existence, how often it meets, and the name of the lead agency. List each person on the community team and include their agency, title, and contact information (address, phone number, and email). Refer to the checklist in Appendix A and Step 1 above to review the list of required members.

⁵ Portions from the following resources were used for the creation of this section: American Institutes for Research Center for Coordinated Assistance to States *Juvenile Justice Specialist Manual*, American Institutes for Research Center for Coordinated Assistance to States *Three-Year Plan Template*, Oklahoma Office of Juvenile Affairs *Community Action with Targeted Solutions (CATS) Facilitation Guide*, <https://oklahoma.gov/content/dam/ok/en/oja/documents/CATS.pdf>.

Community Description:

Provide a description of the community, which could include main transportation routes which run through your county, main economies within the county (i.e. industry, farming, etc.), population demographics (gender, racial and ethnic background, age groups, marital status, family size, income), health (access to health insurance, teen pregnancy/parenting), poverty (free and reduced lunch), education, employment rates, educational opportunities (i.e. number of schools, colleges, trade schools), historic and natural attractions that affect the county (lakes, state parks, landmarks, etc.) and any other dynamics significant to the social and economic make-up of the county/counties.

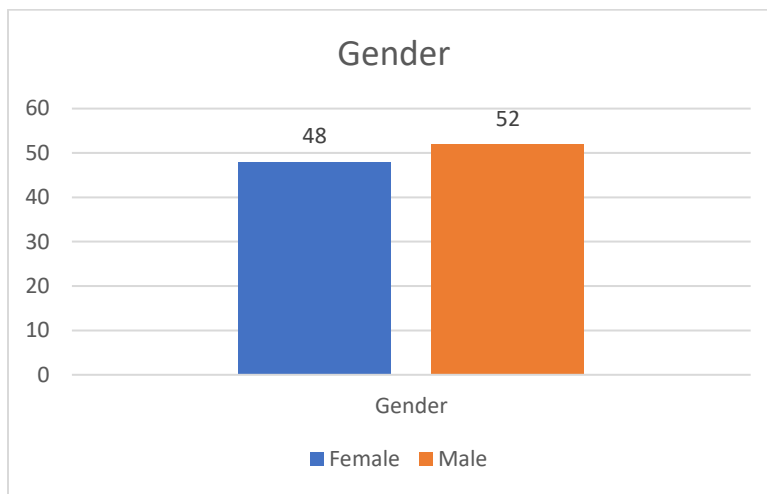
Data should be presented in a way which makes sense to the community team members and is easy to understand. The best format to present the data will depend on the type of data being presented (such as text, chart, or table form). If you have someone on your community team who is comfortable or familiar with presenting data, ask for their help and feedback on this section. Each data point can be presented differently, and not every point will need a table or chart. For example, if you are wanting to show that there are 100 youth between the ages of 11-17, and 48 are female and 52 are male, examples of how to do this could include one of the following:

Text: “Of the 100 youth between the ages of 11-17 in our community, 48% (n=48) are female and 52% (n=52) are male.

Table:

Gender	Number	Percent
Female	48	48%
Male	52	52%
Total	100	100%

Chart/Graph:



Possible data sources:

- US Census Data: <https://data.census.gov/>
- Easy Access to Juvenile Populations: <https://ojdp.ojp.gov/statistical-briefing-book/data-analysis-tools/ezapop/notes>
- Department of Education: <https://www.ed.gov/>
- Community-based Juvenile Services Aid Program Evaluation Reports by UNO Juvenile justice Institute: <https://www.jjinebraska.org/reports>
- National Institutes of Health: <https://www.nih.gov/>
- Center for Disease Control: <https://www.cdc.gov/>
- County Health Rankings & Roadmaps: <https://www.countyhealthrankings.org/>
- Youth Risk Behavior Surveillance System (YRBSS): <https://www.cdc.gov/healthyyouth/data/yrebs/index.htm>

Identified Risk Factors: Also included in section II are relevant data which demonstrate the issues youth and families are facing within the community and the risk factors for delinquency that exist in the county/counties. Include services

needed to address these risk factors (include what is needed, not what is available). This may come from assessments completed by your community. If there is a completed assessment, include the full document in the appendix of the plan. This section should include racial and ethnic disparities by providing a racial and ethnic breakdown of the county population, as well as a racial and ethnic breakdown of arrests/citations, diversion referrals, and court filings in the next section.

Discuss some known drivers behind increased risks for justice system involvement such as poverty rates, average unemployment, educational attainment (HS diploma or GED; available through the American Community Survey data set <https://www.census.gov/programs-surveys/acs/>) for your communities. Look at the various data sets available through the U.S. Census Bureau (<https://www.census.gov/programs-surveys/acs/data/data-tools-chart.html>) that may contain critical information not available from state or local sources.

Example Risk Factors and Indicators of Influence⁶

Risk Factors	Indicators of Influence
<i>Community Risk Factors:</i>	
Availability of Alcohol and Drugs	High alcoholic beverage sales by location, trends in exposure to drug use, perceived availability of drugs
Availability of Firearms	Firearms in the home, firearms sales
Community crime	High number of weapons-related charges, high violent crime rate, high number of arrests for driving under the influence, high number of adult drug/alcohol related arrests, high adult property crime arrests, high murder rate, high volume of gang-related activity reported by law enforcement
Social and Physical Disorder	High number of hate crimes, poor external housing conditions, vandalism, condemned buildings
Community instability	Low home ownership rates, high number of rental occupied housing, high number of property vacancies, high number of children moving
Low community attachment	Low number of populations voting in congressional and presidential elections
Economic deprivation	Children/families living below poverty level, high number of single parent household families, high number of food stamp program recipients, high number of youths participating in free and reduced lunch program, high unemployment rate, high number of individuals without health insurance, and high number of children without health insurance.
<i>School risk factors:</i>	
Academic failure	Student reading, math, and/or science proficiency is below the national average
Negative attitude toward school	Chronic absenteeism, high rate of truancy/dropouts, high rate of suspensions/expulsions
Inadequate school climate	High rights of violence/crime on school grounds, physical decay of school
School dropout	Event dropout, status dropout
<i>Family risk factors:</i>	
Family History of Problem Behavior	Low rate of literacy, pregnant mothers using drugs/alcohol, babies born with fetal alcohol syndrome
Family management problems	Children without adult supervision, lack of parental involvement in school
Child Victimization and Maltreatment	Reported child abuse and neglect cases, unpaid child support, requests for social service intervention
Family conflict	Domestic violence (arrests, 911 calls), divorce, intimate murders
<i>Peer risk factors:</i>	
Gang involvement	Gang activity participation, police reports of youth gang activity, perceived peer gang involvement
Peer Alcohol, Drug Use, and Delinquency	Reported use of alcohol and drugs by friends, violent friends

Section III –Youth Crime Analysis and Needs

⁶ Oklahoma Office of Juvenile Affairs *Community Action with Targeted Solutions (CATS) Facilitation Guide*.

Using the most recent data available, provide an analysis of **juvenile delinquency problem (youth crime) in your community, and the delinquency prevention and intervention needs, including educational needs**. Describe the **findings** of your community's analysis and identified needs. Start at the front end of the system and work your way through considering the following areas.

System Component	Possible Information to Consider
Delinquency Prevention and Early Intervention	
Education	Chronic school absenteeism rates; Dropout rates; Graduation rates. Disparities among youth who are chronically absent, dropout, graduate, etc.? Suspensions and expulsions by race/ethnicity and gender. Are there reported issues with bullying? How often is law enforcement contact occurring in schools?
Department of Health and Human Services	Number of out of home placements. How many abuse and neglect calls are made? How many calls result in filings? Youth placed in Youth Treatment Rehabilitation Centers
Mental Health	How many youths are showing signs of depression? Number of youth suicide ideation and attempts? Youth suicide completions? Are mental health issues increasing in the youth population? Are services keeping pace?
Substance Use	What are the rates of youth use of alcohol, marijuana, and other drugs? What is the youth perception of harm from substance use? Are substance abuse trends increasing? Changing? How are youth getting access to these substances?
Youth Justice System Components	
Law Enforcement	Arrest/Citations: Who is getting cited and for what types of crimes? Types of crimes by age, gender, race/ethnicity? How many police contacts are occurring in schools? How many contacts are occurring based on school incidents? Are law enforcement officers informing about diversion at the time of citation?
Juvenile Diversion	Who decides who can be diverted? What criteria are used? Are youth being assessed at the start of diversion? How many are given a warning letter? What is being provided to meet their needs and prevent them from further justice system involvement? Referral, enrollment, success rates by race/ethnicity, age, and gender? What charges are being referred by race/ethnicity, age, and gender? Are kids charged a fee? Is it waived? What are the diversion requirements? Are there disparities in diversion requirements based on age, race, gender, socioeconomic status?
Juvenile Detention	Who is placed in detention and for what reasons? Are youth being detained prior to court? What is the average length of detention prior to court? What are typical RAI scores? Which youth are granted overrides and underrides (age, race, gender, etc.)?
Prosecution	How are filing decisions made by the prosecution? How are juveniles afforded benefit for an attorney if they are facing charges? Are charging decisions consistent by race, ethnicity, gender, or socioeconomic status? Have charges become more serious over time?
Juvenile Court	What are the court filings, adjudications, dispositions and for what types of crimes by race/ethnicity, age, and gender? What services can the court provide? If a case makes it to court, what options are available to the court for sentencing?
Juvenile Probation	Are juveniles successful on probation? Number of youths placed on probation, completing probation, and probation revocations by race/ethnicity, age, and gender. Are low risk youth placed on probation? For what reasons can juveniles be sent to detention for violations of probation? What are those violations? Do violations and sanctions differ by race, ethnicity, gender, or socioeconomic status?
Adult Court	How many youths are in adult court? How many get transferred back to juvenile court? How many youths start in juvenile court and are transferred to adult court? Are charging decisions consistent by race, ethnicity, gender, or socioeconomic status? Have charges become more serious over time? Who ends up deeper into the system? Why? Does the level and severity of crime drive the decision or are there other factors? What services are provided? What are their recidivism rates?

Provide context using charts and graphs to paint the picture of your youth justice system and how the priorities were selected. You can also provide links to other charts/graphs and descriptions of methodology, etc. The larger set of data used in this planning process can also be provided in an appendix, allowing you to highlight only the data relevant to your selected priorities in this section.

If you are unsure which data might be helpful, the [National Center for Juvenile Justice’s Fundamentals Measures for Juvenile Justice site](#) provides indicators and methods for quantifying indicators from across all points of the youth justice continuum.

Other possible data sources:

- Nebraska Crime Commission: <https://ncc.nebraska.gov/data-and-reports>
- University of Nebraska – Lincoln Bureau of Sociological Research SHARP: <https://bosr.unl.edu/sharp>
- Nebraska System Point Data Sources – Appendix C
- Community-based Juvenile Services Aid Program Evaluation Reports by UNO Juvenile justice Institute: <https://www.jjinebraska.org/reports>
- Local agencies and programs, such as Diversion; Schools; Probation; Therapists; and other community groups/collaboratives.

Note: When compiling data from programs, agencies, and services, the number of referrals alone is not evidence of a problem or issue. For example, stating a truancy program had 200 referrals the previous school year demonstrates the program/service is being utilized, not the severity of the issue. It would be better to know the number and/or percentage of youth with excessive absenteeism at the school. The reason for this is not every youth is referred to the program for various reasons or may refuse services so they would not be included in those numbers.

Also keep in mind if using program data to demonstrate program success, each program may have different success parameters which have the potential to be subjective. Objective measures supported by data is the better data source, although first-hand and anecdotal information may provide a complete picture and additional details that can enhance this section.

Section IV – Services and Programs

Section IV of the Community Plan looks at services and programs. This would be a community capacity inventory to review of what is available and what is needed. This includes five specific categories of services: services available within the county/counties, services available in counties within a close proximity, alternatives to detention used regardless of where they are located, programs needed which are not available in the county/counties or in close proximity, and a coordination plan identifying the enhancement, development and expansion plan of community services within the county, counties, or region to help prevent delinquency by providing intervention services when behavior that leads to delinquency is first exhibited. Refer to the checklist for the statutory required services that must be included. Include transportation distance, costs, and other issues with accessing services. This section can be completed in narrative form or in a table form like the sample below, whichever is best for the community team. System points to be considered are pre-arrest/citation/contact with the justice system (prevention), arrest/citation, diversion, court filing, disposition, and post-disposition. Programs/agencies can impact more than one system point.

Example:

Available Services

Program/Agency	System Point	Issues/Barriers
<i>Individual Therapy</i>	<i>Prevention Diversion Disposition Post-disposition</i>	<i>Waitlists 6+ weeks</i>

The following services are required by statute to be addressed in the Community Plan for both available services and close proximity services, but additional services outside of these can be included:

- Programs for assessment and evaluation
- Prevention of delinquent behavior
- Diversion
- Detention
- Shelter Care
- Intensive juvenile probation services
- Restitution
- Family support services
- Community centers for the care and treatment of juveniles in need of services

Statute requires the following components to be included regarding alternatives to detention:

- Juvenile detention programs, services, facilities, and providers
- Alternative to detention programs, services, facilities, providers
- Costs associated with the use of such programs, services, facilities, and providers.

Coordination Plan: The coordination plan must include an enhancement, development, and expansion plan of community services within the county, counties, or region to help prevent delinquency by providing intervention services when behavior that leads to delinquency is first exhibited. The coordination plan is required by statute to address the following community services:

- Alternative schools
- School truancy programs
- Volunteer programs
- Family preservation and counseling
- Drug and alcohol counseling
- Diversion programs
- Parents Anonymous
- Delinquency prevention efforts and system improvement efforts designed to reduce the disproportionate number of youth members of minority groups who come into contact with the youth justice system.

Section V – Identified Priority Areas & Corresponding Strategies

Identify the community team’s 3-5 priorities based on the analysis of juvenile delinquency problem (youth crime) and needs. The description of the priority should focus on data that supports this priority, local issues/dynamics that contribute to the problem, etc. For each priority area, identify the strategies and solutions the county/tribe will use to address the problem. There are typically more than two strategies per priority. Priorities may be a continuance of previous plans if there is data to support the continued need to address the priority and issues. If the priority area is from the previous plan, describe which strategies were implemented during the last plan period. Discuss any accomplishments or challenges associated with the implementation of the strategy.

The plan template provides an example of both table and text format; both are not necessary. If the community team has a different table or format for priorities and strategies, an alternative format can also be utilized. If not using the provided examples, each component (priority, strategies, action steps, responsible party, timeline, resources needed, expected results, and measurements of impact) should be included. Create a separate table or priority narrative section for each priority. Each priority should have more than one strategy, and each strategy should have at least one action step. For each action step, identify the party responsible, the timeline for that action step, resources needed to complete the step, what results are expected, and measurements of impact for that action step.

Appendix

The final section of the Community Plan is the appendix. The appendix should include a memorandum of understanding (MOU) if multiple counties have joined together to create the plan, the approval letter and/or minutes from the County Board or Tribal Council, the completed Comprehensive Youth Services Plan Checklist that was utilized when creating the Community Plan, and any other documents identified by the community team. If the community does not have one of these documents if they are not applicable to the Community Plan (i.e., an MOU for multiple counties) these documents are not expected to be attached.

Additional Resources

The creation of a comprehensive youth services plan takes significant planning and collaboration with a community team. The community team will need to conduct an analysis of the youth justice system and youth crime, the needs of the youth and families in their respective communities and identify the gaps where those needs are not being met. This will all need to happen before the drafting of this community plan can start. For additional information on how to get his work done, including the purpose of community planning, collective impact, how to develop teams, identify priorities and strategies, data collection, and holding meetings, please see the following resources:

- [Juvenile Services Comprehensive Community Planning User Manual](#) (2013). University of Nebraska at Omaha's Juvenile Justice Institute
- [How to Lead Collective Impact Working Groups: A Comprehensive Toolkit](#) (2017). Collective Impact Forum.
- [The Collective Impact Toolkit](#) (2022). Tamarack Institute.
- Collective Impact Forum: <https://collectiveimpactforum.org/>
- Community Tool Box Toolkits: <https://ctb.ku.edu/en/toolkits>
- Tamarack Institute Learning Centre: <https://www.tamarackcommunity.ca/#ideas>

Appendices

Appendix A: Comprehensive Youth Services Plan Checklist

Comprehensive Youth Services Plan Checklist

Each county shall develop a Comprehensive Youth Services Plan (Community Plan). Plans may be developed by individual counties, multiple counties, federally or state-recognized Indian tribes, or by any combination of the three. Plans must be submitted to the Nebraska Commission on Law Enforcement and Criminal Justice and must be updated no less than every five years.

Pursuant to Neb. Rev. Stats. §43-3504, §43-3505, and §43-2404.01, and Title 75, Chapter 1, 005.02, these are the elements that must be included in a Community Plan.

Community Team Members (§43-3505):

Juvenile justice system stakeholder representation, including but not limited to:

Stakeholder Representation:	Name(s):
<input type="checkbox"/> Courts	
<input type="checkbox"/> Law enforcement	
<input type="checkbox"/> Community service providers	
<input type="checkbox"/> Schools	
<input type="checkbox"/> Detention or shelter care	
<input type="checkbox"/> County elected and administrative officials	
<input type="checkbox"/> Probation officials	
<input type="checkbox"/> Health and human services representatives	
<input type="checkbox"/> State officials or agency representatives	
<input type="checkbox"/> Similar committee or group of individuals	
<input type="checkbox"/> Other	
Page number(s) in the plan:	

Plan Components

1. Data (43-2404.01)	
Notes:	
<input type="checkbox"/>	Data is relevant to juvenile and family issues
<input type="checkbox"/>	Includes an examination of racial and ethnic disparities
Page number(s) in the plan:	
2. Identification of the County Risk Factors (43-3504)	
Notes:	
<input type="checkbox"/>	Risk factors for delinquency that exist in the county or counties
<input type="checkbox"/>	Services needed to address risk factors
Page number(s) in the plan:	
3. Identification of juvenile services available within the county or counties, including, but not limited to (§43-3504):	
Notes:	
<input type="checkbox"/>	Programs for assessment and evaluation
<input type="checkbox"/>	The prevention of delinquent behavior
<input type="checkbox"/>	Diversion
<input type="checkbox"/>	Detention
<input type="checkbox"/>	Shelter care
<input type="checkbox"/>	Intensive juvenile probation services
<input type="checkbox"/>	Restitution
<input type="checkbox"/>	Family support services
<input type="checkbox"/>	Community centers for the care and treatment of juveniles in need of services
<input type="checkbox"/>	Other:
Page number(s) in the plan:	
4. Identification of Services in close proximity of the county or counties that may be utilized if community-based programs are not available within the county or counties (§43-3504):	

Notes:	
Page number(s) in the plan:	
5. Identification of juvenile detention or alternatives to detention the county primarily uses (§43-3504):	
Notes:	
<input type="checkbox"/>	Juvenile Detention programs, services, facilities, and providers
<input type="checkbox"/>	Alternative to detention programs, services, facilities, providers
<input type="checkbox"/>	Costs associated with use of such programs, services, facilities, and providers
Page number(s) in the plan:	
6. Identify needed community-based programs not available within, or in close proximity to, the county or counties.	
Notes:	
Page number(s) in the plan:	

Coordination Plan and Priorities

The coordination plan must include an enhancement, development, and expansion plan of community services within the county, counties, or region to help prevent delinquency by providing intervention services when behavior that leads to delinquency is first exhibited.

1. Coordination Plan: Enhancement, development, and expansion plan of community services, including, but not limited to (§43-3504):	
Notes:	
<input type="checkbox"/>	Alternative schools
<input type="checkbox"/>	School truancy programs
<input type="checkbox"/>	Volunteer programs
<input type="checkbox"/>	Family preservation and counseling
<input type="checkbox"/>	Drug and alcohol counseling
<input type="checkbox"/>	Diversion programs
<input type="checkbox"/>	Parents Anonymous
<input type="checkbox"/>	Delinquency prevention efforts and system improvement efforts designed to reduce the disproportionate number of youth members of minority groups who come into contact with the youth justice system.
Page number(s) in the plan:	
2. Priorities: Identify community priorities that includes defining a problem, or set of problems, that affects juveniles at risk or those already involved in the criminal justice system (Title 75, Chapter 1, 005.02);	
Notes:	
Page number(s) in the plan:	
3. Strategies: Identify Implementation Strategies (§43-2404.01)	
Notes:	
<input type="checkbox"/>	Identify policies and practices that are research-based or standardized and reliable and are implemented with fidelity and which have been researched and demonstrate positive outcomes.
<input type="checkbox"/>	Identify clear implementation strategies that are S.M.A.R.T.
<input type="checkbox"/>	Identify how the impact of the program or service will be measured.
Page number(s) in the plan:	

The plan shall be submitted to the Nebraska Commission on Law Enforcement and Criminal Justice. Following or in conjunction with the development of a comprehensive youth services plan, each county may develop regional service plans and establish regional juvenile services boards when appropriate. The regional service plan shall be submitted to the Nebraska Commission on Law Enforcement and Criminal Justice.

Appendix B: Relevant Statutes

Nebraska County Juvenile Services Plan Act

43-3501. Act, how cited.

Sections [43-3501](#) to [43-3507](#) shall be known and may be cited as the Nebraska County Juvenile Services Plan Act.

43-3502. Definitions.

For purposes of the Nebraska County Juvenile Services Plan Act, the definitions shall be the same as those in sections [43-245](#) and [43-403](#).

43-3503. Legislative intent; county powers and duties.

(1) It is the intent of the Legislature to encourage counties to develop a continuum of alternatives to detention for the purpose of enhancing, developing, and expanding the availability of such services to juveniles requiring alternatives to detention.

(2) A county may enhance, develop, or expand alternatives to detention as needed with private or public providers. Grants from the Commission Grant Program and aid from the Community-based Juvenile Services Aid Program under the Juvenile Services Act and the federal Juvenile Justice and Delinquency Prevention Act of 1974 may be used to fund alternatives to detention. Each county shall routinely review services provided by contract providers and modify services as needed.

43-3504. County juvenile services plan; multicounty plan; regional plan.

(1) Each county shall develop a county juvenile services plan by January 1, 2003. Two or more counties may establish a multicounty juvenile services plan. Such plan should include input from individuals comprising a local juvenile justice advisory committee as provided for in subdivision (1) of section [43-3505](#) or a similar committee or group of individuals. The plan shall be submitted to the Nebraska Commission on Law Enforcement and Criminal Justice and shall include:

- (a) Identification of the risk factors for delinquency that exist in the county or counties and service needs;
 - (b) Identification of juvenile services available within the county or counties, including, but not limited to, programs for assessment and evaluation, the prevention of delinquent behavior, diversion, detention, shelter care, intensive juvenile probation services, restitution, family support services, and community centers for the care and treatment of juveniles in need of services;
 - (c) Identification of juvenile services within close proximity of the county or counties that may be utilized if community-based programs are not available within the county or counties;
 - (d) Identification of the programs, services, facilities, and providers the county primarily uses for juvenile detention or alternatives to detention, including the costs associated with the use of such programs, services, facilities, and providers; and
 - (e) A coordination plan and an enhancement, development, and expansion plan of community services within the county, counties, or region to help prevent delinquency by providing intervention services when behavior that leads to delinquency is first exhibited. Examples of intervention services include, but are not limited to, alternative schools, school truancy programs, volunteer programs, family preservation and counseling, drug and alcohol counseling, diversion programs, and Parents Anonymous.
- (2) Following or in conjunction with the development of a county juvenile services plan, each county may develop regional service plans and establish regional juvenile services boards when appropriate. The regional service plan shall be submitted to the Nebraska Commission on Law Enforcement and Criminal Justice.
- (3) Plans developed under this section shall be updated no less than every five years after the date the plan is submitted to the commission.

43-3505. County; powers; local juvenile justice advisory committee.

Each county may:

- (1) Establish a local juvenile justice advisory committee for the purpose of meeting quarterly to discuss trends and issues related to juvenile offenders and service needs. Such committee should include representation from the courts, law enforcement, community service providers, schools, detention or shelter care, county elected and administrative officials, probation officials, health and human services representatives, and state officials or agency representatives. The committee should discuss state and local policy initiatives, use of detention and other regional services, commitment to state custody, and impacts of policy initiatives and trends on county juvenile justice systems. Notwithstanding any other provision of law regarding the confidentiality of records, information from the various representative agencies can be shared about juveniles under their supervision for the purposes of this subdivision. The information shared shall be in the form of statistical data which does not disclose the identity of any particular individual;
- (2) Collect and review data on an ongoing basis to understand the service needs of the juvenile offender population; and
- (3) Compile, review, and forward county level data collected pursuant to section [43-3506](#).

43-3506. County level data on juveniles.

County level data on juveniles shall be maintained and compiled by the Nebraska Commission on Law Enforcement and Criminal Justice on arrest rates; petition rates; detention rates and utilization; offender profile data, such as offense, race, age, and sex; and admissions to staff secure and temporary holdover facilities.

43-3507. Legislative findings.

- (1) The Legislature finds that there is a need for additional secure detention and detention services, including transportation services, for juveniles in the state. The need can be met by enhancing and expanding the existing secure detention facilities and detention services as needed in the future and by constructing new juvenile detention facilities to serve the southeastern, central, and west central areas of the state.
- (2) The Legislature further finds that in order for probation officers to adequately perform the function of providing juvenile intake services statewide, existing probation staff resources need to be expanded and, additionally, program services that enhance a juvenile's successful reintegration into the community need to readily be available and at the disposal of juvenile probation.
- (3) The Legislature further finds that juvenile diversion programs should be available throughout the state as a means of providing consequences without the formal involvement of the courts.

Juvenile Services Act

43-2401. Act, how cited.

Sections [43-2401](#) to [43-2412](#) shall be known and may be cited as the Juvenile Services Act.

43-2403. Legislative findings; purposes of act.

The Legislature hereby finds that the incarceration of juveniles in adult jails, lockups, and correctional facilities is contrary to the best interests and well-being of juveniles and frequently inconsistent with state and federal law requiring intervention by the least restrictive method. The Legislature further finds that the lack of available alternatives within local communities is a significant factor in the incarceration of juveniles in such adult jails, lockups, and correctional facilities.

To address such lack of available alternatives to the incarceration of juveniles, the Legislature declares it to be the policy of the State of Nebraska to aid in the establishment of programs or services for juveniles under the jurisdiction of the juvenile or criminal justice system and to finance such programs or services with appropriations from the General Fund and with funds acquired by participation in the federal act. The purposes of the Juvenile Services Act shall be to (1) assist in the provision of appropriate preventive, diversionary, and dispositional alternatives for juveniles, (2) encourage coordination of the elements of the juvenile services system, and (3) provide an opportunity for local involvement in developing community programs for juveniles so that the following objectives may be obtained:

- (a) Preservation of the family unit whenever the best interests of the juvenile are served and such preservation does not place the juvenile at imminent risk;
- (b) Limitation on intervention to those actions which are necessary and the utilization of the least restrictive yet most effective and appropriate resources;
- (c) Encouragement of active family participation in whatever treatment is afforded a juvenile whenever the best interests of the juvenile require it;
- (d) Treatment in the community rather than commitment to a youth rehabilitation and treatment center whenever the best interests of the juvenile require it; and
- (e) Assistance in the development of alternatives to secure temporary custody for juveniles who do not require secure detention.

43-2404. Grants; use.

The coalition shall make award recommendations to the commission, at least annually, in accordance with the Juvenile Services Act and the federal act for grants made under the Commission Grant Program. Such grants shall be used to **assist in the implementation and operation of programs or services identified in the applicable comprehensive juvenile services plan**, to include: Programs for local planning and service coordination; screening, assessment, and evaluation; diversion; alternatives to detention; family support services; treatment services; reentry services; truancy prevention and intervention programs; and other services documented by data that will positively impact juveniles and families in the juvenile justice system (emphasis added).

43-2404.01. Comprehensive juvenile services plan; contents (some sections excluded)

(1) To be eligible for participation in either the Commission Grant Program or the Community-based Juvenile Services Aid Program, a comprehensive juvenile services plan shall be developed, adopted, and submitted to the commission in accordance with the federal act and rules and regulations adopted and promulgated by the commission in consultation with the Director of the Community-based Juvenile Services Aid Program, the Director of Juvenile Diversion Programs, the Office of Probation Administration, and the University of Nebraska at Omaha, Juvenile Justice Institute. Such plan may be developed by eligible applicants for the Commission Grant Program and by individual counties, by multiple counties, by federally recognized or state-recognized Indian tribes, or by any combination of the three for the Community-based Juvenile Services Aid Program. Comprehensive juvenile services plans shall:

- (a) Be developed by a comprehensive community team representing juvenile justice system stakeholders;
- (b) Be based on data relevant to juvenile and family issues, including 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;
- (c) Identify policies and practices that are research-based or standardized and reliable and are implemented with fidelity and which have been researched and demonstrate positive outcomes;
- (d) Identify clear implementation strategies; and
- (e) Identify how the impact of the program or service will be measured.

(2) Any portion of the comprehensive juvenile services plan dealing with administration, procedures, and programs of the juvenile court shall not be submitted to the commission without the concurrence of the presiding judge or judges of the court or courts having jurisdiction in juvenile cases for the geographic area to be served. Programs or services established by such plans shall conform to the family policy tenets prescribed in sections [43-532](#) and [43-533](#) and shall include policies and practices that are research-based or standardized and reliable and are implemented with fidelity and which have been researched and demonstrate positive outcomes.

43-2404.02. Community-based Juvenile Services Aid Program; created; use; reports. (some sections excluded)

(1) There is created a separate and distinct budgetary program within the commission to be known as the Community-based Juvenile Services Aid Program. Funding acquired from participation in the federal act, state General Funds, and funding acquired from other sources which may be used for purposes consistent with the Juvenile Services Act and the federal act 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.

...

(3)(a) In distributing funds provided under the Community-based Juvenile Services Aid Program, aid recipients shall prioritize programs and services that will divert juveniles from the juvenile justice system, reduce the population of juveniles in juvenile detention and secure confinement, and assist in transitioning juveniles from out-of-home placements.

(b) Funds received under the Community-based Juvenile Services Aid Program shall be used exclusively to assist the **aid recipient in the implementation and operation of programs or the provision of services identified in the aid recipient's comprehensive juvenile services plan**, including programs for local planning and service coordination; screening, assessment, and evaluation; diversion; alternatives to detention; family support services; treatment services; truancy prevention and intervention programs; pilot projects approved by the commission; payment of transportation costs to and from placements, evaluations, or services; personnel when the personnel are aligned with evidence-based treatment principles, programs, or practices; contracting with other state agencies or private organizations that provide evidence-based treatment or programs; preexisting programs that are aligned with evidence-based practices or best practices; and other services that will positively impact juveniles and families in the juvenile justice system.

(c) Funds received under the Community-based Juvenile Services Aid Program may be used one time by an aid recipient:

- (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.

(d) Funds received under the Community-based Juvenile Services Aid Program shall not be used for the following:

- (i) Construction of secure detention facilities, secure youth treatment facilities, or secure youth confinement facilities;
- (ii) Capital construction or the lease or acquisition of facilities beyond the one-time use described in subdivision (3)(c) of this section;
- (iii) Programs, services, treatments, evaluations, or other preadjudication services that are not based on or grounded in evidence-based practices, principles, and research, except that the commission may approve pilot projects that authorize the use of such aid; or
- (iv) Office equipment, office supplies, or office space.

(emphasis added)

Appendix C: Nebraska System Point Data Sources

Nebraska System Point Data Sources

System Point	Statutory Reference	System Point Clarifications	Potential Data Resources
1 - Law Enforcement	43-248 43-249 43-250	In Nebraska youth are not technically arrested, rather taken into temporary custody by law enforcement.	Nebraska Crime Commission Arrest and Offense Data (Crime Stats)
2 - Probation Screening	43-250 43-253 43-260 43-260.01	The purpose of this screening is focused on the risk of a youth to flee the jurisdiction and/or commit another offense prior to their court appearance.	Administrative Office of the Courts and Probation Juvenile Services Division Nebraska Judicial Branch (Annual Reports - Detailed Analyses)
3 - Detention	43-250 43-251.01 43-253 43-254 43-255 43-260.01	Youth 12 and under may not be placed in a secure juvenile detention center.	Voices for Children of Nebraska Kids Count Report Kids Count – Voices for Children Nebraska Office of Inspector General (OIG) obtains data from detention centers on the use of room confinement and produces an annual report. Juvenile Room Confinement Reports – Office of Inspector General of Nebraska Child Welfare
4 - County Attorney Review	43-245 43-247	Juvenile court jurisdiction begins at the age of 11 and extends to 19. Youth under 11 may be referred to the Department of Health and Human Services for child welfare services.	Data on review decisions is not kept at the state level. Work with local county attorney to gather this information.

5- Diversion	43-260.02 - 43-260.07 81-1427	Statute gives county attorney's discretion to create a diversion program. Not all counties in NE have a diversion program.	Nebraska Crime Commission houses JCMS. County attorney and diversion program can access their county diversion data in JCMS.
6- Filing Decision	43-261 43-261.01 43-276		Administrative Office of the Courts and Probation Juvenile Justice System Statistical Annual Reports Publications Nebraska Judicial Branch
7- Preliminary Hearing	43-271 43-248.01 43-272 29-1816	Individual County Attorneys determine whether to charge a youth and in which system (adult or juvenile) based upon fifteen factors outlined in statute.	No state level data on detention hearings/ preliminary hearings/first appearances maintained. Youth access to counsel data is provided in the Administrative Office of the Courts and Probation Juvenile Justice System Statistical Annual Reports Publications Nebraska Judicial Branch

Reference: Adapted from UNO Juvenile Justice Institute Nebraska JJ System Map Narrative