

JUVENILE DETENTION ALTERNATIVES INITIATIVE (JDAI) PRESENTATION
WEDNESDAY, JULY 25, 2018
COUNTY-CITY BUILDING
ROOM 112
9:00 A.M.

County Commissioners Present: Todd Wiltgen, Chair; Jennifer Brinkman, Vice Chair; Deb Schorr; and Roma Amundson.

Others Present: Sara Hoyle, Human Services Director; Lori Griggs, Chief Juvenile Probation Officer; Michelle Schindler, Director of Lancaster County Youth Services Center; Leslie Brestel, County Clerk's Office; Bart Lubow, Consultant, Annie E. Casey Foundation; Dr. Anne Hobbs, J.D., Ph.D., University of Nebraska Omaha; other members of the collaborative.

The following documents were distributed: Lancaster County JDAI Collaborative Meeting PowerPoint (Exhibit A), JDAIconnect handout (Exhibit B), Lancaster County Detention Utilization Study (Exhibit C), JDAI System Assessment and RFK Recommendation Crosswalk (Exhibit D), and Nebraska Juvenile Detention Alternatives Initiative (JDAI) Lancaster County Juvenile Justice System Assessment (Exhibit E).

Commissioner Roma Amundson welcomed everyone, gave a brief overview of the Juvenile Detention Alternatives Initiative (JDAI) presentation, and introduced Bart Lubow, Consultant, Annie E. Casey Foundation.

Lubow gave an overview of JDAI (Exhibit A). He said the presentation is to bring people together to review qualitative and quantitative information and to discuss processes to strengthen the Lancaster County Juvenile Justice System.

Lubow reviewed the eight core strategies:

1. Collaboration
2. Objective Admission Criteria
3. Deliberate Commitment to Reducing Racial Disparities
4. Case Processing Reforms
5. Use of Accurate Data
6. Alternative to Detention
7. Reducing the Use of Secure Confinement for "Special" Cases
8. Improving the Conditions of Confinement

Lubow stated Lancaster County has a good system of youth programs and the Youth Services Center (YSC) routinely receives high praise from the State oversight system.

Lubow referred to the JDAIconnect website (Exhibit B).

Ann Hobbs, J.D., Ph.D., University of Nebraska Omaha, stated the purpose of the Lancaster County Detention Utilization Study (Exhibit C) is to give a picture of how Lancaster County is using juvenile detention.

Hobbs reviewed the data report information on pages 3-12 of Exhibit A.

Hobbs stated the data reviewed was from July 2016 to December 2017, was only Lancaster County Juvenile Court youth admitted and included all admissions, which could have been counting a youth more than one time. There has been a slight downward trend of detentions in Lancaster County.

Regarding the question of youth detention at the YSC until age 19, Hobbs responded the census group of 10-17 was used as the comparison group for the data. Michelle Schindler, YSC Director, added if a youth is already involved in court, the youth would probably be at the YSC. However, if a youth is of legal age and commits a new law violation, the youth may go to the jail as opposed to the YSC.

Hobbs said the data in relation to Figure 11 in Exhibit A gives a broad picture of the data and does not necessarily show the entire situation.

Lori Griggs, Chief Juvenile Probation Officer, led discussion on the definition and scenarios of conditional release.

Hobbs pointed out on page 15 of Exhibit C, the data seems to show a shortage of youth homes within Lancaster County.

Break

The presentation was recessed at 10:45 a.m. and reconvened at 10:54 a.m.

Lubow reviewed pages 12-22 of Exhibit A.

Amundson thanked the presenters.

Hoyle said there has been some work done in the JDAI field and the County is eager to move forward in the JDAI process.

The presentation adjourned at 11:50 a.m.

Prepared by Leslie Brestel, County Clerk's Office

LANCASTER COUNTY JDAI COLLABORATIVE MEETING

System Assessment Feedback Session
July 25, 2018



Lancaster County

Meeting Purpose and Objectives

Purpose:

- Review quantitative and qualitative information to begin process of detention reform planning and implementation.

Objectives:

- Provide summary overview of JDAI.
- Present and discuss detention utilization study findings.
- Present and discuss system assessment observations and recommendations.
- Mobilize local stakeholders for the work ahead.
- Highlight next steps.

JDAI is a data driven reform process designed to enable jurisdictions to safely reduce the reliance on secure detention

Purpose:

To demonstrate that jurisdictions can establish more effective and efficient systems to accomplish the purposes of juvenile detention.



Objectives:

1. Eliminate inappropriate or unnecessary use of secure detention
2. Minimize failures to appear and incidence of delinquent behavior
3. Redirect public finances to successful reform strategies
4. Improve conditions in secure detention facilities
5. Reduce racial and ethnic disparities

Every JDAI Site looks different, but each one shares the eight core strategies

Collaboration

Use of accurate data

Objective admission criteria

Alternatives to detention

Case processing reforms

Reducing the use of secure confinement for "special" cases

Deliberate commitment to reducing racial disparities

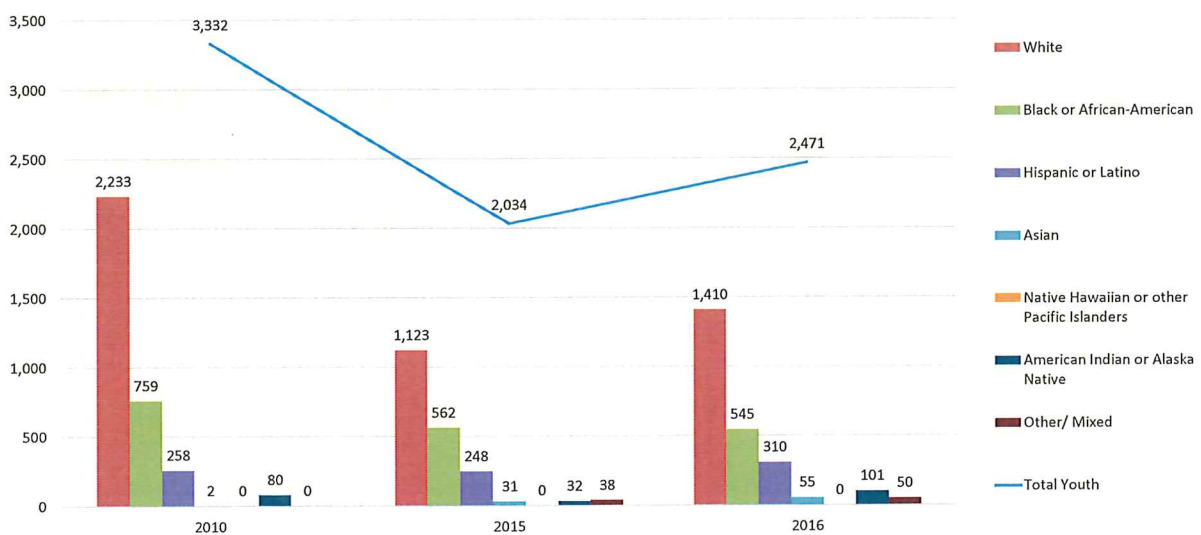
Improving the conditions of confinement

Detention Utilization Study

- Purpose
- Methodology
- Limitations



Arrest Trends

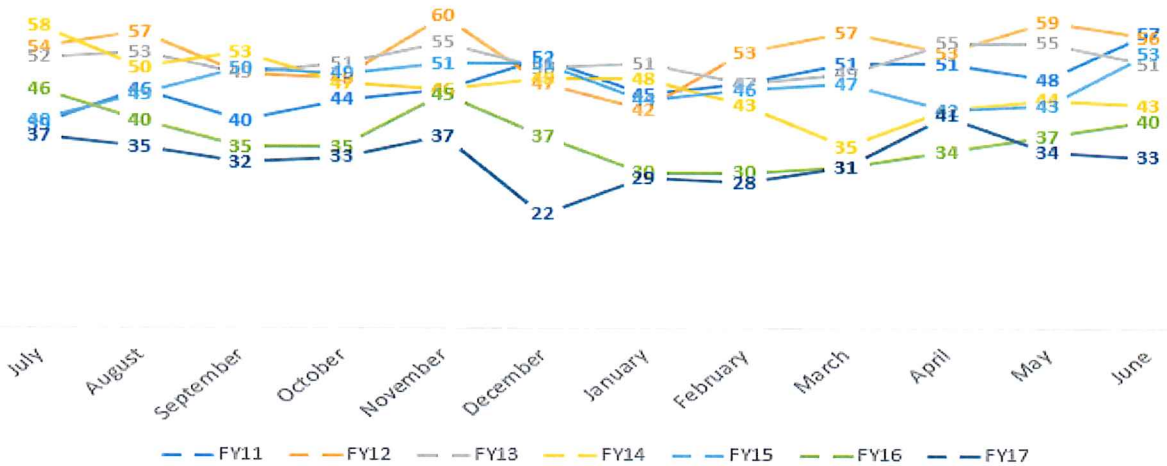


Demographics of Lancaster County Youth Population vs. Youth Detained



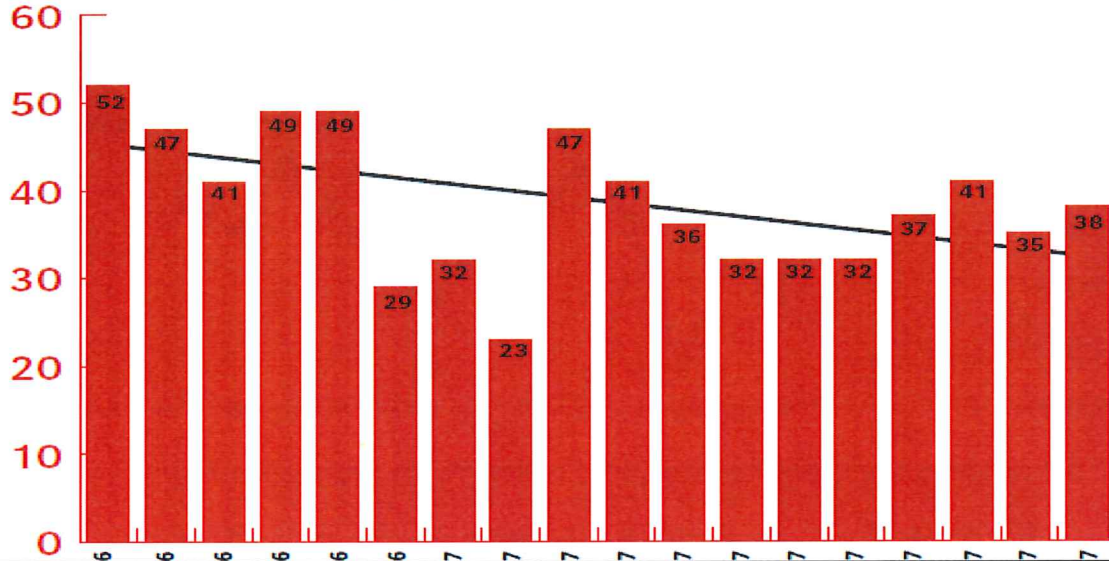
Detention – Average Daily Population FY 2011- FY 2017

2011-2017 ADP BY MONTH

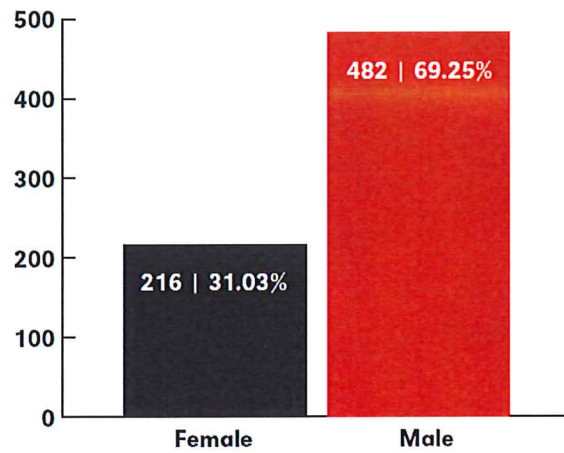


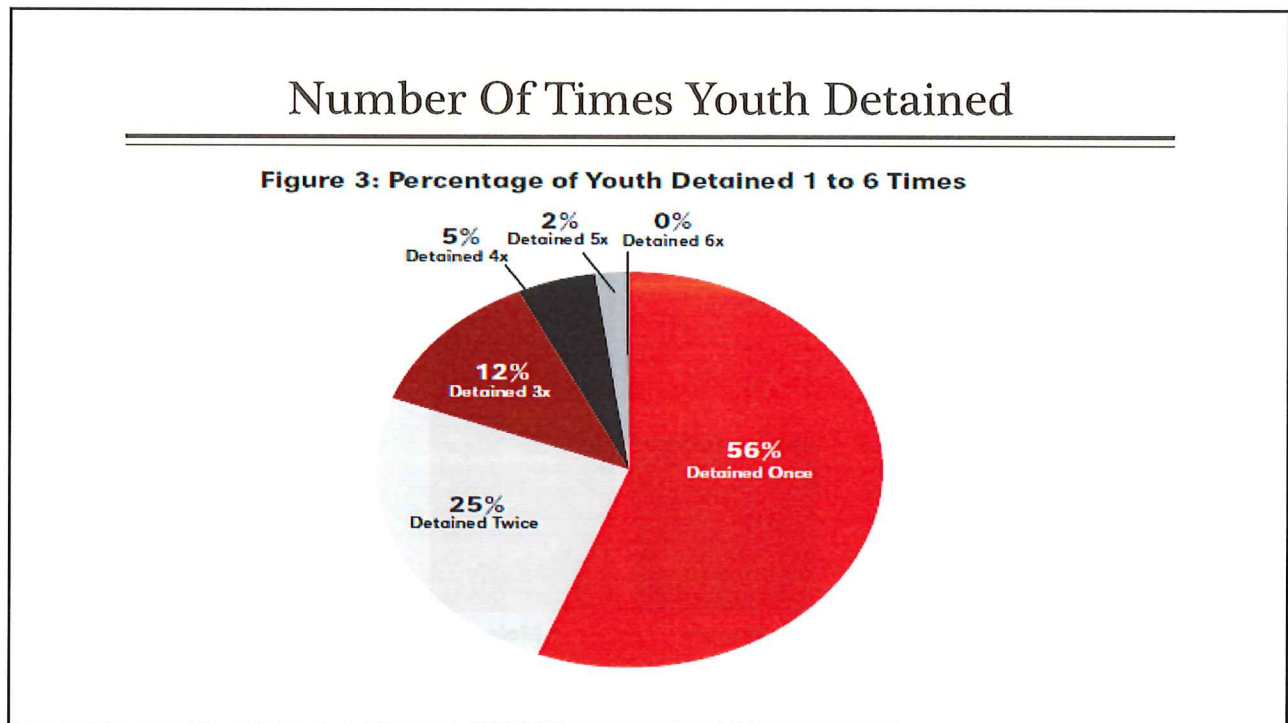
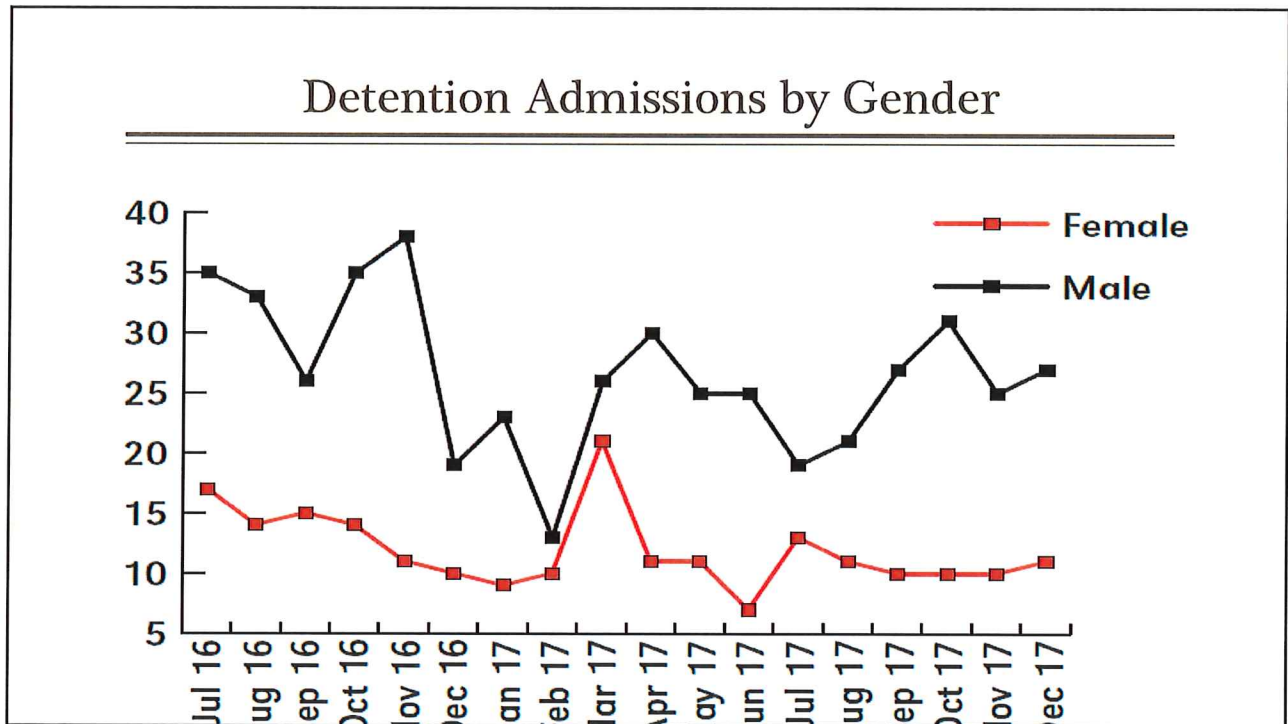
Admissions to Detention July 2016 - December 2017

**Figure 1: Monthly Trends in Detention Utilization in Lancaster County
July 2016 - December 2017**



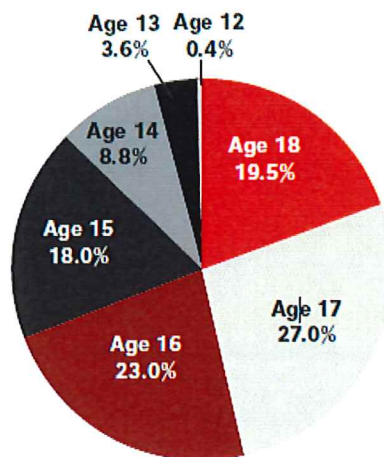
Youth Booked In By Gender





Youth Detained by Age

Figure 6: Age of Youth Booked-in to Lancaster County Youth Service Center



Length of Stay by Race & Gender

Table 6: Length of Stay in Days by Race and Ethnicity

Race	Average Length of Stay	Number	Standard Deviation
Asian	23.36	14	16.8
Black	24.03	221	24.3
Hispanic	23.73	95	23.2
Native American	24.53	40	26.0
Unknown	22.82	17	18.2
White	19.73	306	20.2
Total	22.07	693	22.3

Table 7: Length of Stay in Days by Gender

Gender	Average Length of Stay	Number	Standard Deviation
Female	18.3	215	17.3
Male	23.8	478	23.9
Total	22.07	693	22.3

Reason For Detention

Figure 10. Intake Reason

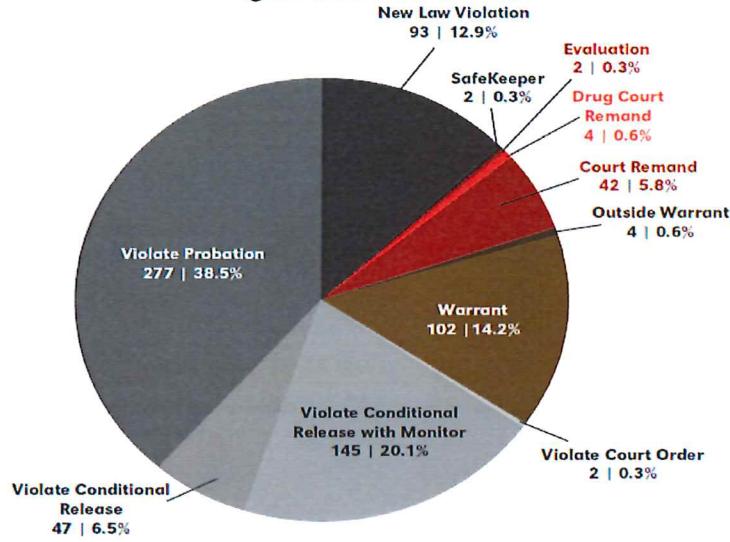


Figure 11: Underlying Reasons for Violation of Probation

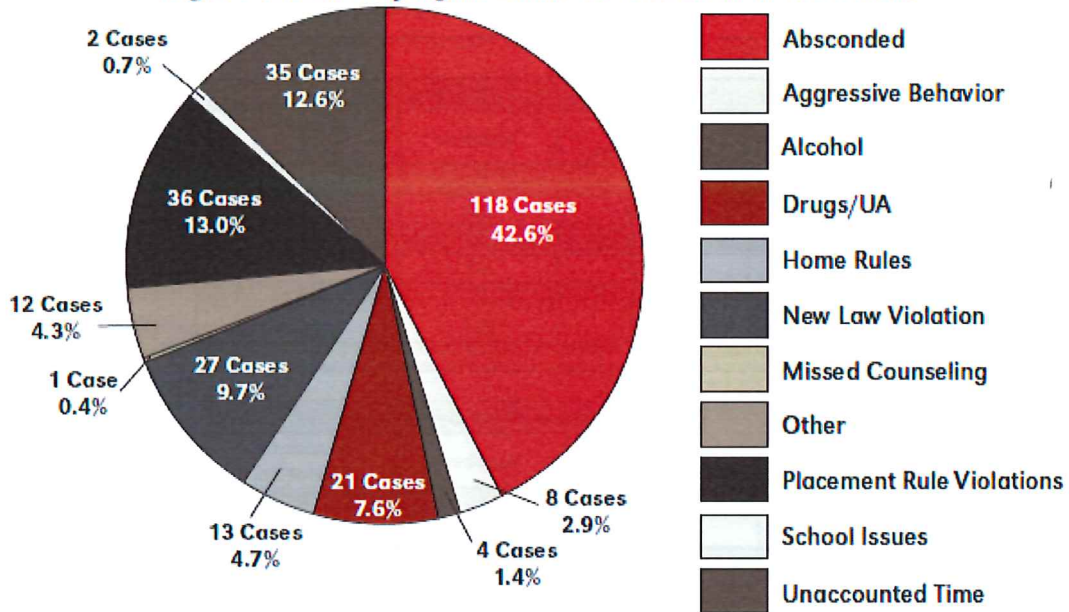


Figure 12. Underlying Reasons for Violation of Conditional Release

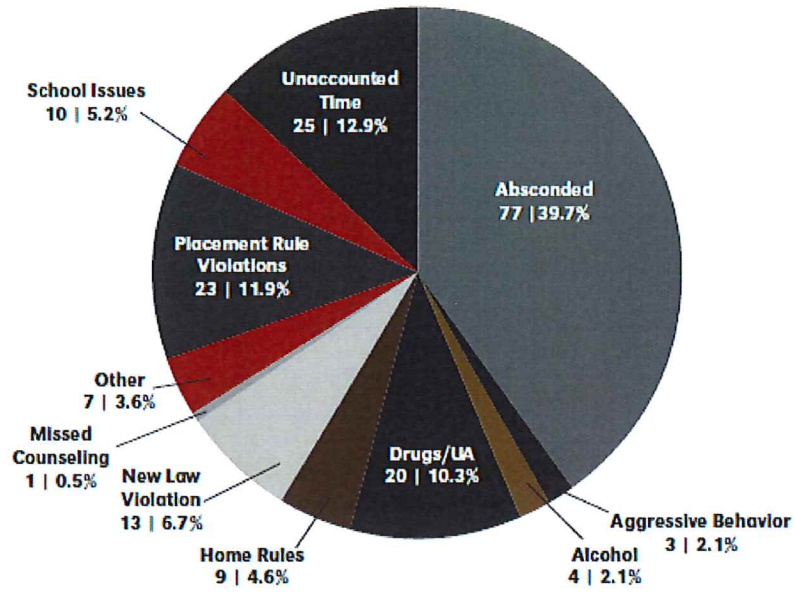


Figure 13: Law Violations Associated with Youth Admitted to Detention

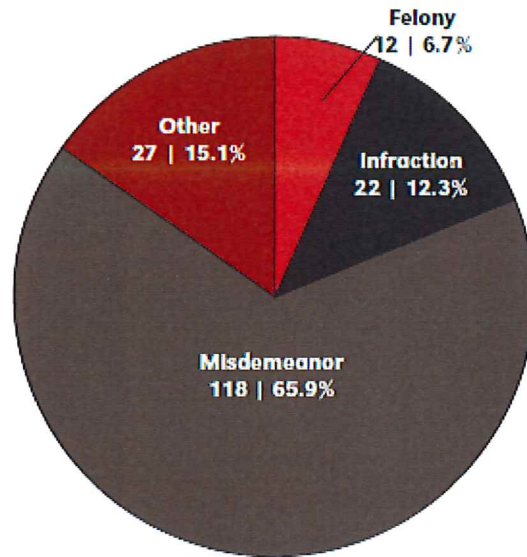
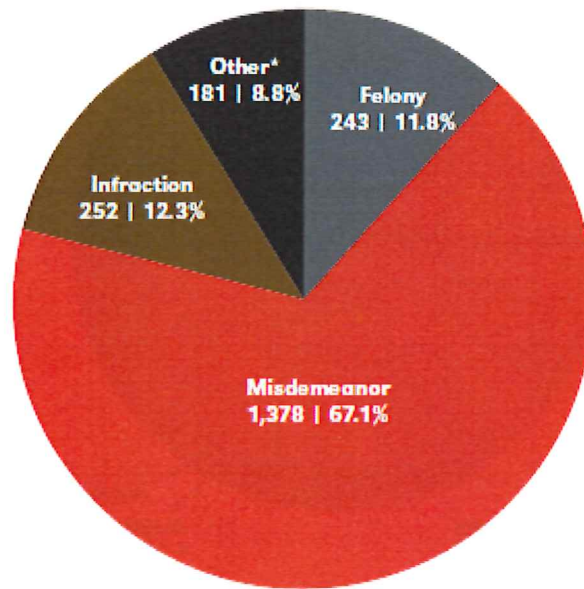


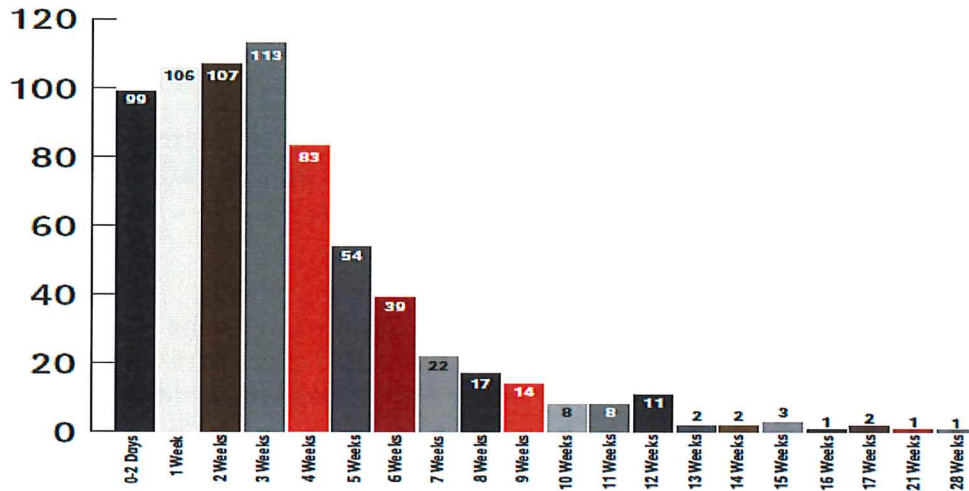
Figure 14. Type of Offense Alleged on Youth Detained



Average Length of Stay (ALOS) Data

- The average length of stay for all youth admitted during this time frame was **22.07 days** (SD 22.3). Most of the admissions (61.3%) spent less than four weeks in the facility, with **14.3% being released in a day or two**

Detention Length of Stay by Weeks



Summary of Findings from DUS

- The data must be collected in a way that is transparent. Terms like “conditional release” “court remand” “hold” make it difficult to see why a youth is detained.
- Black and Native American youth are significantly overrepresented in youth admitted, whether this is youth admitted only once, or up to six times. While this likely illustrates cumulative disadvantage, and there are many variables that might provide explanation, it is a consistent pattern that should be noted and explored.
- Most youth are detained for violating some condition, rule or probation. Only 13% of youth are admitted for a new law violation.
- The average length of stay is 22.07 days. Youth remain in the facility for 1-3 weeks.

Summary of Findings from DUS

- Only 26% of youth placed in group homes are released to a group home in Lincoln, Nebraska.
- Youth who were placed out of state (either group home or with family) remained in detention an average of 50.1 days. Local options, or expediting interstate paperwork may be effective for reducing the average length of stay.
- The most common problem at the detention hearing appears to be the lack of placements for youth: 29.9% of the time, the court ruled that there was no less restrictive placement; in roughly 20% of the cases, Probation was looking for Placement. In 7% of cases, the youth appeared to be on a waiting list for a specific placement to open (Nova, Hastings, Boys Town, St. Monica's). Overall, in 56% of cases, the court and the professionals were waiting for an appropriate placement for the youth.

Qualitative System Assessment

- Organized by JDAI “core strategies”
- Based upon interviews with local stakeholders
- Intended to stimulate discussion (not assert conclusions)
- Should align with Detention Utilization Study (DUS)
- Can help to identify some “low-hanging fruit”

Collaboration

Observations:

- Local stakeholders are committed to improving outcomes for youth and community safety.
- Familiar tensions across local agencies and between county and state.
- Different perspectives on “purpose of detention”.
- Need continued development of JDAI coordination efforts.



Collaboration

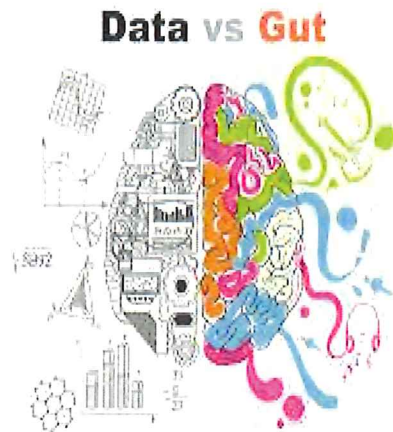
Recommendations:

- Get organized:
 - Formally empanel JDAI collaborative
 - Identify a JDAI coordinator
 - Establish regular meeting schedule
- Immerse in JDAI:
 - Review developmental milestones
 - Complete on-line trainings
 - Read JDAI publications
 - Model site visit
- Schedule “purpose of detention” discussion
- Identify priorities and establish a work plan

Data Driven Decision Making

Observations:

- Individual agencies have “raw” data but limited analytics and data sharing.
- Routine reports regarding detention utilization should be developed to drive decision making.



Data Driven Decision Making

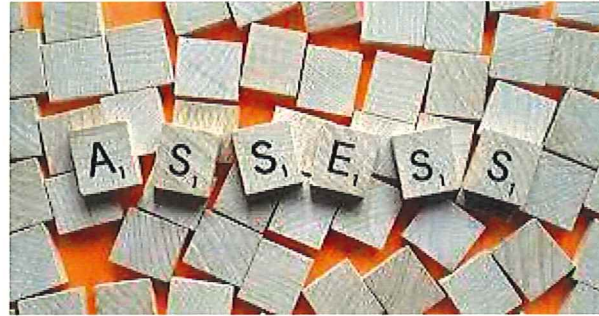
Recommendations:

- Review, in detail, DUS.
- Develop plan to produce quarterly utilization reports and daily/weekly population sheets.
- Establish data sharing agreements, as needed.

Objective Admissions Policies & Practices

Observations:

- Statewide RAI screening is available 24/7.
- There are high levels of overrides and “administrative holds” (e.g., automatic detention cases).
- Uneven understanding of RAI screening process across stakeholders.



Objective Admissions Policies & Practices

Recommendations:

- Analyze admissions to detention to better understand overrides and administrative holds.
- Train all relevant stakeholders on RAI process.
- Monitor pretrial outcomes.
- Link RAI scores to detention alternative placement.

Alternatives to Detention (ATD)

Observations:

- Lancaster County has a wide array of programs.
- However, program selection criteria, target populations and other details need clarification.
- Service gaps noted included family crisis interventions, mental health (including drug/alcohol services) and interpreters.



Alternatives to Detention (ATD)

Recommendations:

- ATD providers should be included in JDAI collaborative.
- Program purposes target selection criteria and target populations need to be clarified, to ensure young people are admitted to the right program.
- Intensive home-based services could reduce the “awaiting placement” population.

Timely Case Processing (Eliminating Unnecessary Delays)

Observations:

- According to stakeholders, routine delinquency cases are resolved in a timely manner.
- Delays are most common when cases involve:
 - placement
 - transfers to adult court
 - psychological evaluations
 - translation services
- Use of “conditional release” often extends case processing times.



Timely Case Processing (Eliminating Unnecessary Delays)

Recommendations:

- Review *Timely Justice*, a JDAI practice guide on case processing reform.
- Develop a “system map” and related data to better identify points of delay and to design options to expedite case processing.
- Examine the utilization of conditional release and when they are used in Lancaster County.

“Special” Detention Cases

Observations:

- Detention utilization appears largely driven by awaiting placement, violation of probation and warrant cases (as opposed to new law violations).
- A system for responding to probation violations is under development.
- Mental health issues were often cited as cause of program and probation failures.
- New policy to allow screening of certain warrant cases for ATD participation has been developed but not studied.



“Special” Detention Cases

Recommendations:

- Focus attention on out-of-home placements.
 - Inter-agency staffings.
 - Structured decision making tools.
 - Expedited placement procedures.
 - “No reject, no eject” contracts.
 - Intensive home-based services.
- Establish and implement a “response grid” to ensure timely, equitable and least restrictive actions in VOP cases.

Conditions of Confinement

Observations:

- The detention center is generally considered well-run and well-staffed.
- Annual state reviews of conditions find facility in compliance with state standards.



Conditions of Confinement

Recommendations:

- State and JDAI standards should be compared and, if appropriate, modified to ensure best possible facility operations.
- JDAI self-assessment process should be implemented or merged with state inspections process.

Racial and Ethnic Disparities

Observations:

- There is considerable disparity between county youth population and detention population.
- New immigrant populations have been expanding in recent years.
- There is a racial and ethnic disparities (RED) committee that meets quarterly.
- Efforts to reduce RED have primarily been program focused.
- Opportunities for community input should be expanded.



Racial and Ethnic Disparities

Recommendations:

- Existing RED committee should be incorporated in JDAI.
- All future data reports on detention system should disaggregate by race, ethnicity and gender.
- Community representatives, including racial justice advocates, should be included in JDAI collaborative and discussions.

Next Steps

- Next JDAI Collaborative Meeting
 - Friday September 7, 2018 1:00pm-3:00pm
- Next RED Meeting
 - Friday October 5, 2018 12:00pm-1:00pm
- Committee Work & Work Plans
 - Based on reports identify needed committee(s)
 - Develop data driven work plans
- Fundamentals Training

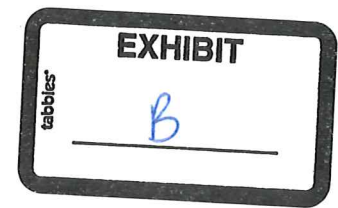


Resources:

- JDAI Connect: www.jdaiconnect.org
 - Pathway's Series
 - Practice Guides
- Coalition for Juvenile Justice: <http://juvjustice.org/reform-initiatives/juvenile-detention-alternatives-initiative>
- OJJDP: <https://www.ncjrs.gov/pdffiles1/ojjdp/208804.pdf>
- Nebraska Crime Commission: www.ncc.ne.gov

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JDAI connect

THE ANNIE E. CASEY FOUNDATION

JDAIconnect is a destination for juvenile justice reformers to connect, find resources and learn. The platform is available to everyone — practitioners, policy makers, community-based organizations, advocates, youth, families, researchers and others. Membership is open to all and free of charge, whether or not you participate in the Juvenile Detention Alternatives Initiative.

All members of JDAIconnect can:

- Reach out to a network of juvenile justice reformers for advice, camaraderie, peer support or inspiration
- Find reports, articles, presentations and other documents on juvenile detention reform or youth justice more broadly
- Access training on demand on subjects such as eliminating systemic racial and ethnic disparities, risk assessment instruments, and improving conditions of confinement

To sign-up and join the JDAIcommunity, please visit www.jdaiconnect.org. You will be redirected to the login screen on the Annie E. Casey Foundation's Community Cafe where you should click on the "Non-Casey Staff Login" link. Then fill in your email address and click the confirm address button. You will receive an email with instructions on creating your account and logging into the Community Cafe. Once in the Community Cafe, [click on the "Need access to JDAIconnect?" button to join JDAIconnect.](#)



Lancaster County Detention Utilization Study

EXHIBIT

tabbles

C

July 2018

Anne Hobbs, J.D., Ph.D.

UNIVERSITY OF
Nebraska
Omaha

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Introduction

The following report is intended to shed light on how juvenile detention is utilized in Lancaster County, Nebraska. This initial snapshot of utilization is only a starting point. We anticipate that the JDAI Collaborative will want to “dig deeper” and uncover even more detail about how and why youth are placed in detention.

We hope that this is an iterative process that generates questions, which in turn seeks verification through data, then further discussion and opportunities for reform. This deeper dive should always culminate in additional analysis to see if our reforms had the intended outcomes.

Data

Since 2012, Nebraska lawmakers have passed various pieces of legislation designed to reform the juvenile justice system. Because of this, the Lancaster County Steering Committee was very intentional about the time frame selected for this analysis of detention. To conduct this analysis, we received data from the Lancaster County Youth Services Center on all youth held in detention and under the jurisdiction of Lancaster County Juvenile Court between July 1, 2016 and December 31, 2017.

During this time a total of 798 youth were admitted to the Lancaster County Youth Services Center. However, because the focus of this report is youth under the jurisdiction of Lancaster County Juvenile Court, we excluded admissions under the jurisdiction of County and District Court, or youth on contract from other counties. We also specifically requested that any youth held in staff secure be removed from the dataset because Lancaster County stopped accepting youth for staff secure admission in August 2017. The final dataset included a total of 693 admissions between July 1, 2016 and December 31, 2017.

Methodology

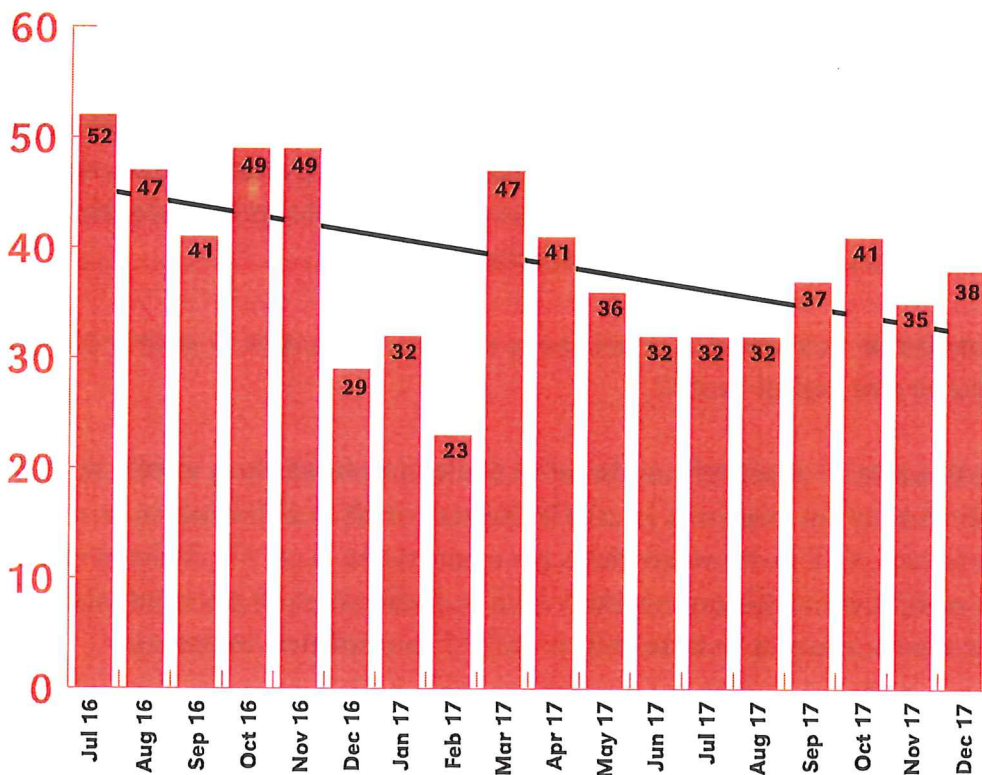
To facilitate a better understanding of how juvenile detention is used in Lancaster County, we utilized a number of methodological approaches and statistical tools. Below are explanations of the methodological tests utilized throughout the report:

- **Chi-square:** A Chi-square test allows you to determine if the difference between groups is statistically significant. A Chi-square test takes an expected proportion and compares it to an observed proportion. When the standardized residual is over 2.0, it indicates that the disparity contributes to the significant Chi-square value; the greater the standardized residual, the greater the disparity.
- **General Linear Regression:** Generalized linear models are extensions of traditional regression models that allow the mean to depend on the explanatory variables. This tool was used to examine the length of time youth remained in detention, length of stay (LOS), and characteristics that predicted LOS.
- **ANOVA (analysis of variance):** provides a statistical test of whether the means of several groups are equal or not.
- **Significance Levels:** A significance level indicates how likely a result is due to chance. The indication that an analysis is $p < .05$ indicates that the finding is true within a 95% confidence interval. The indication that an analysis is $p < .01$ indicates that the finding is true within a 99% confidence interval. The indication that an analysis is $p < .001$ indicates that the finding is true within a 99.9% confidence interval.

Admissions to Detention

From July 1, 2016 to December 31, 2017, there were a total of 693 Juvenile Court admissions to the Lancaster County Youth Services Center (hereinafter detention or juvenile detention). As the table below illustrates, there has been a slight downward trend in the use of secure detention in Lancaster County since July 2016.

**Figure 1: Monthly Trends in Detention Utilization in Lancaster County
July 2016 - December 2017**

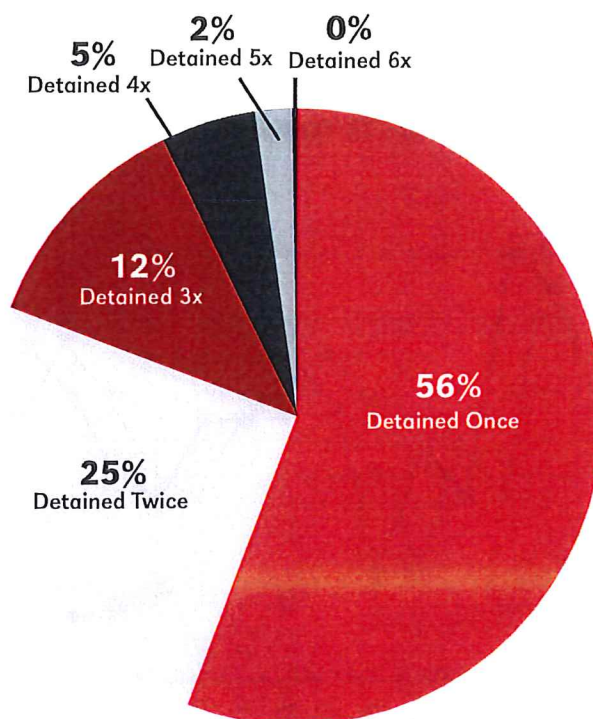


The fact that admissions to detention are trending downward is promising, but it does not indicate whether the youth admitted need to be detained. The following pages are intended to provide a profile of the youth who were sitting in our detention center so that we can begin to ask critical questions, like whether the youth needed to be there and whether they might be better served somewhere else.

Youth Admitted

A total of 388 youth (56%) were booked into detention only once during this time frame. The remaining 305 youth were booked in more than once: 172 youth were admitted twice (24.8%); 85 youth (12.3%) were booked in three times; 37 youth (5.3%) were booked in four times; 10 youth (1.4%) were booked in five times, and one youth was booked in a total of 6 times (.1%).

Figure 2: Percentage of Youth Detained 1 to 6 Times



This does not necessarily mean it was the youth's first time in detention, as they may have been admitted prior to July 1, 2016. Data on prior admissions indicates that for 53% of the youth, this was their first stay in detention. Additional data appears in Table 5 at the end of this report.

Gender

Roughly 31% of bookings to detention were females ($n=215$), while 69% were males ($n=478$). July 2016 had the highest number of admissions with a total of 52 intakes. The number of males booked in ranged from 13 to 37 per month, peaking in July 2016. Female intakes remained relatively consistent across all months, peaking in March 2017 with 21 female intakes.

When we examined youth that were admitted to detention more than once during this time frame, the percent of females is highest for persons admitted two (38.6% of the admissions) and three times (33.3% of admissions) (Figure 3). The numbers are too small to draw meaningful conclusions, but the highest percent of female admissions are in the admissions of 12- and 13-year-old youth.

Figure 3: Intakes to Juvenile Detention by Month and Gender

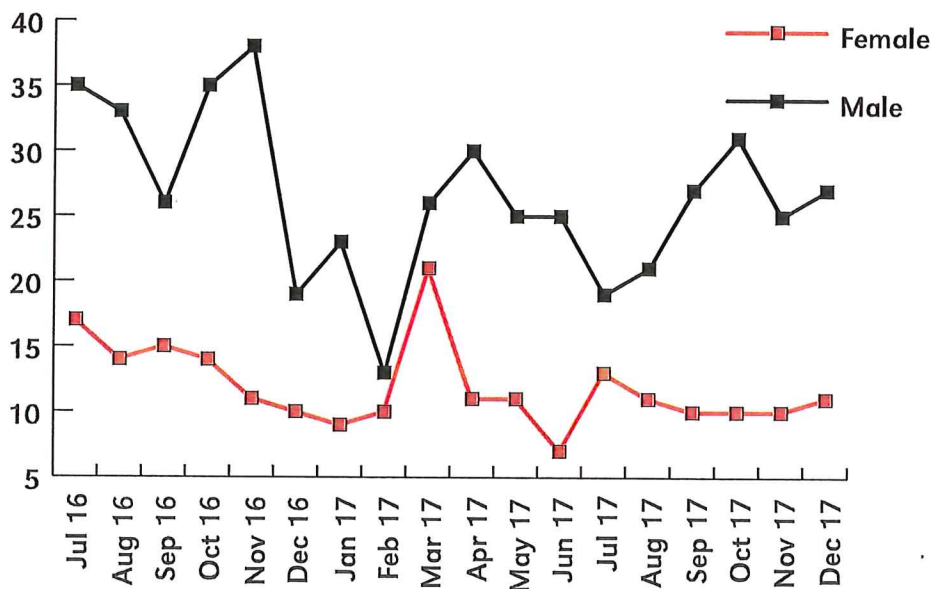
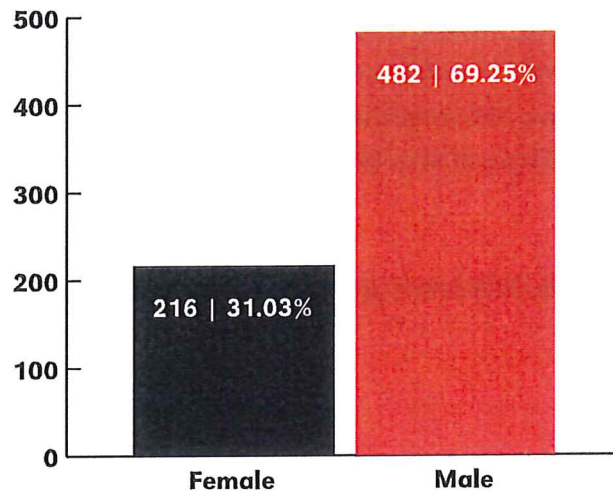


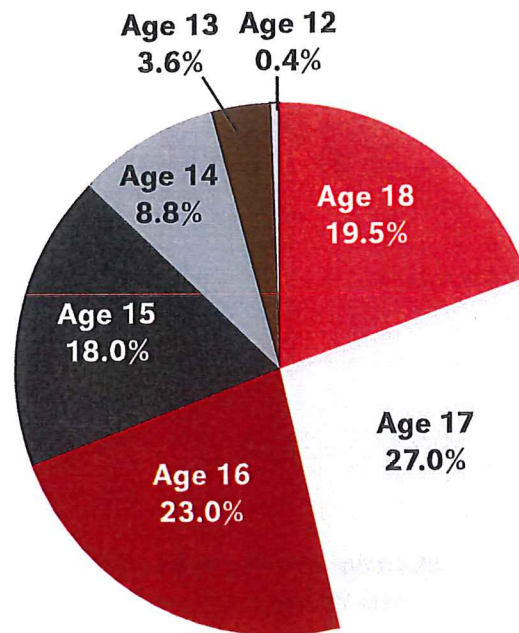
Figure 4: Gender of Youth Booked-in to Lancaster County Youth Service Center



Age

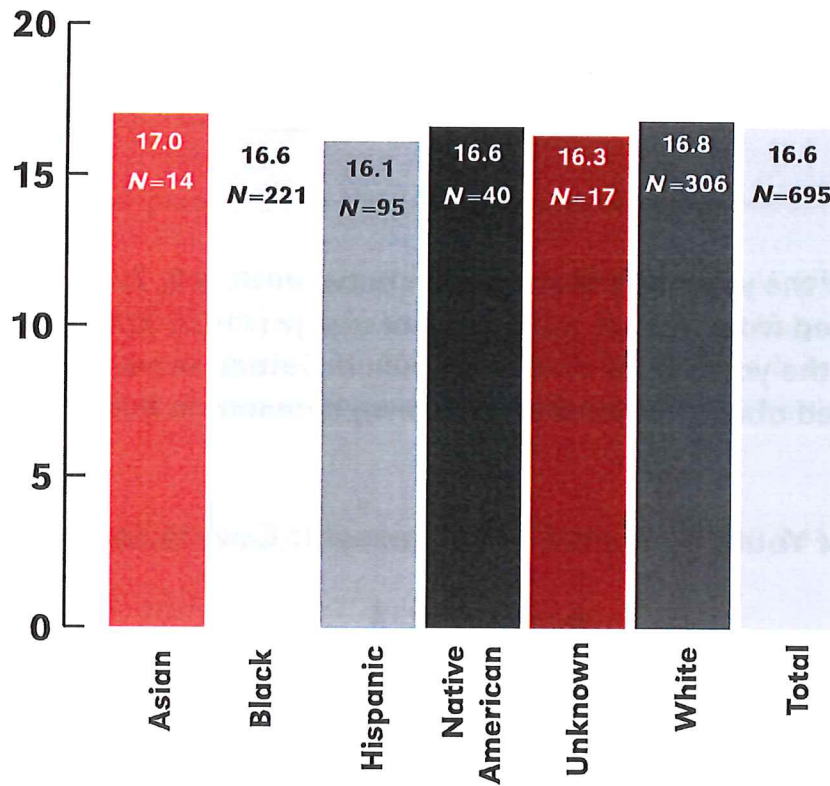
We examined age for the youth's first admission between July 1, 2016 through December 31, 2017. Youth ranged from 12.0 to 18.9 years of age ($m=16.7$, $SD 1.39$) During this time less than 5% of the youth booked into juvenile detention were 13 years or younger, however, as mentioned above, females were overrepresented in this young population (Figure 5).

Figure 5: Age of Youth Booked-in to Lancaster County Youth Service Center



While there was no statistical difference in the overall average age for females and males, there was a statistical difference in age at admission for youth of different races¹. Hispanic youth were, on average, the youngest juveniles booked into detention (16.1), while Asian youth were, on average, the oldest (17.0) (Figure 6).

Figure 6: Mean Age by Race & Ethnicity



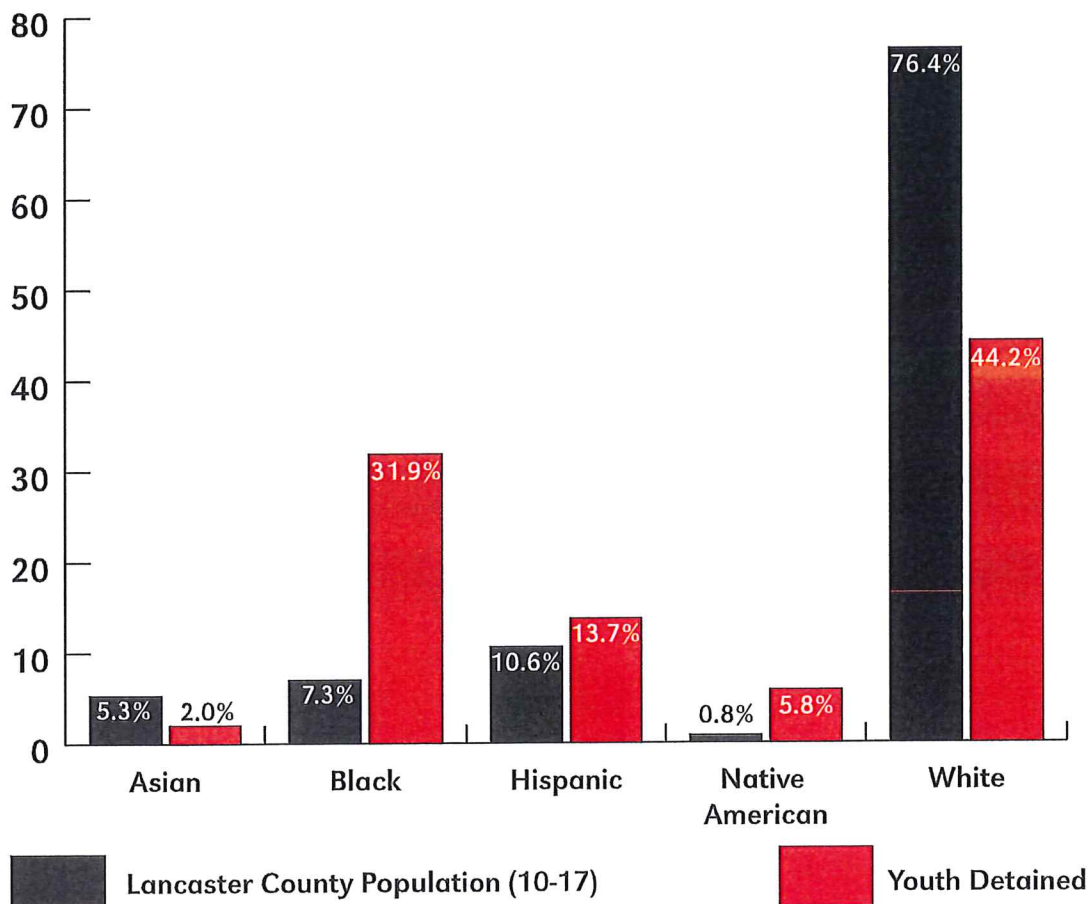
¹The statistical significance disappears when cases are analyzed at the individual youth level. This is likely because minority youth had a higher rate of multiple admissions than White youth.

Race & Ethnicity

Race and ethnicity were based on youth self-report. If the citation or paperwork indicated a race other than what the youth identified, the youth's self-report was entered into the system. Overall, White youth accounted for the most admissions to detention, at 44.2% ($n=306$). Black youth accounted for 31.9% of all admissions ($n=221$) followed by Hispanic at 13.7% ($n=95$). Native American youth accounted for 5.8% ($n=40$); 2% of youth admitted were Asian ($n=14$); and race was listed as unknown for 17 of the youth admitted.

Analyses were conducted to determine whether there were significant differences between the racial composition of youth in Lancaster County and youth booked into detention. Based on their composition in the youth population, Whites and Asians were significantly underrepresented when compared to the population of youth admitted to detention during this time, while Blacks, Native Americans, and Hispanics were significantly overrepresented ($p < .001$) (Figure 7).

Figure 7. Lancaster County Youth Population vs. Youth Detained



Often examining duplicated cases causes confusion about overrepresentation of minority youth in the system. When we examined the number of times youth are admitted by race, the pattern of overrepresentation of Black and Native American youth persists. As Table 1 illustrates, Black and Native American youth are significantly overrepresented in each group of youth admitted, whether this is youth admitted only once, or up to six times. While this likely illustrates cumulative disadvantage, and there are many variables that might provide explanation, it is a consistent pattern that should be noted and explored.

**Table 1: Number of Bookings by Race or Ethnicity
July 2016 - December 2017**

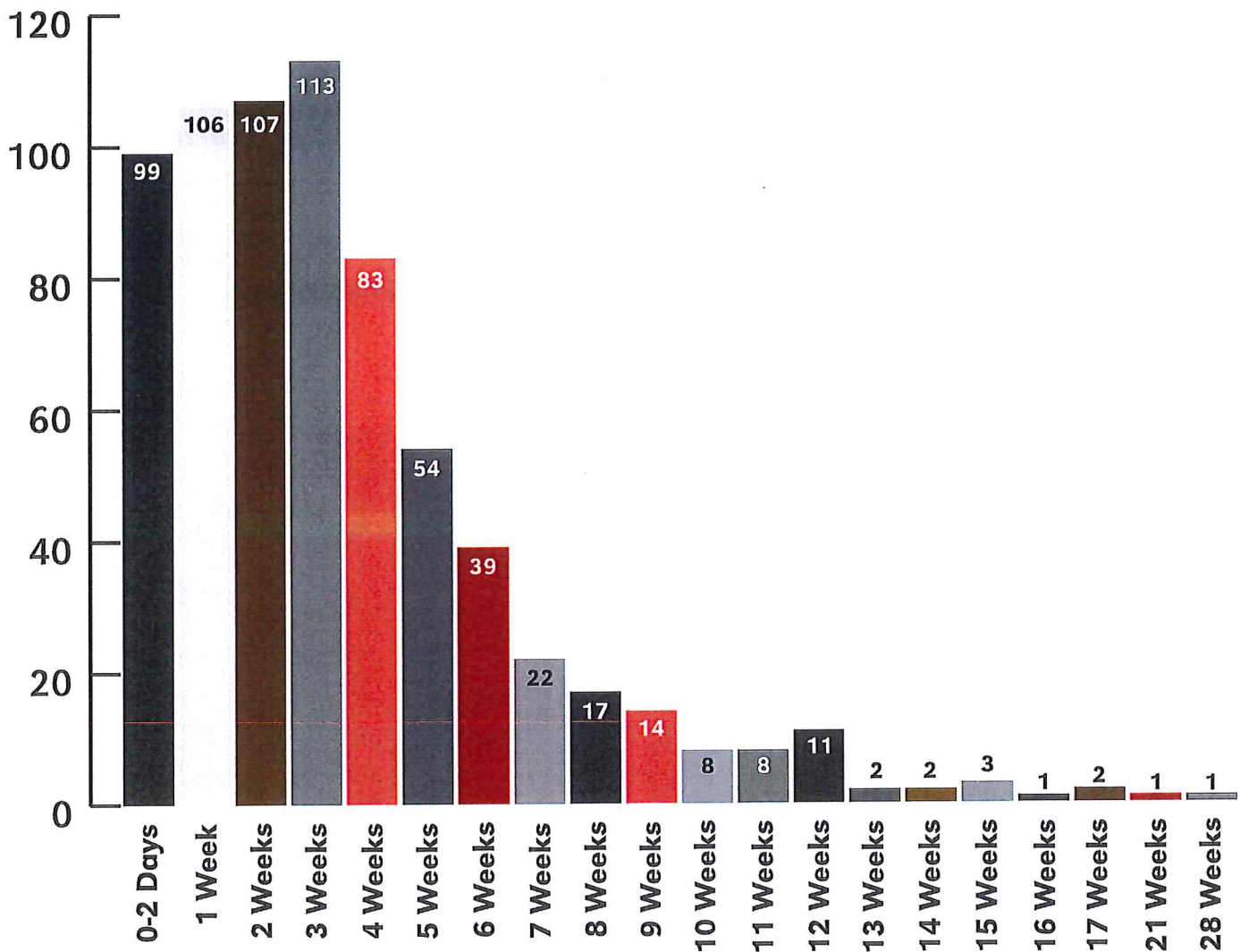
Times Booked into Detention	Race or Ethnicity						Total
	Asian	Black	Hispanic	Native American	Unknown	White	
1	6	122	53	17	6	184	388
	1.5%	31.0%	13.7%	4.4%	1.5%	47.4%	100%
2	5	54	25	10	5	73	172
	2.9%	31.4%	14.5%	5.8%	2.9%	42.4%	100%
3	2	27	12	8	4	32	85
	2.4%	31.8%	14.1%	9.4%	4.7%	37.6%	100%
4	1	14	4	4	1	13	37
	2.7%	37.8%	10.8%	10.8%	2.7%	35.1%	100%
5	0	3	1	1	1	4	10
	0.0%	30.0%	10.0%	10.0%	10.0%	40.0%	100%
6	0	1	0	0	0	0	1
	0.0%	100.0%	0.0%	0.0%	0.0%	0.0%	100%
Total Count	14	221	96	40	17	306	693
	2.0%	31.9%	13.7%	5.8%	2.5%	44.2%	100%

Length of Stay

How long a youth remains in detention impacts the youth, the community and the facility. Ideally, detention is utilized for the briefest stay possible, until the youth can safely return home or until a suitable placement is found. In this section we examine average length of stay, and explore some of the factors that contribute to why a youth may remain in the facility longer than necessary.

The average length of stay for all youth admitted during this time frame was 22.07 days ($SD=22.3$). Most of the admissions (61.3%) spent less than four weeks in the facility, with 14.3% being released in a day or two (Figure 8).

Figure 8. Length of Stay in Weeks



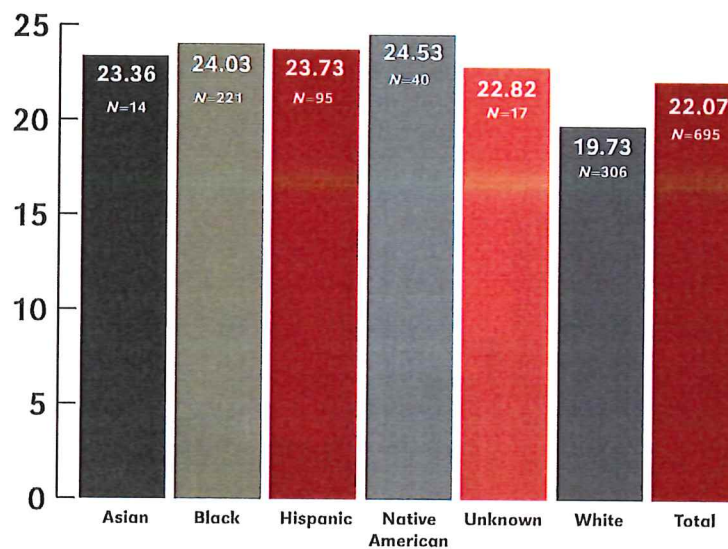
Legal and Extra-Legal Reasons for Detention

How long a youth remains in detention may depend upon a number of factors. Researchers often break these into legal factors (the seriousness of the law violation, or number of law violations) and extra legal factors, like race, gender, age. In this section we highlight the demographics (extra legal characteristics of youth in detention). In a later section we turn our attention to legal factors for detention (law violations, warrants, etc.)

Average Length of Stay by Race and Ethnicity

Black and Native American youth have a slightly higher mean length of stay than other youth (Figure 9). On average, minority youth spend 6.9 days longer in detention, compared to White youth.

Figure 9. Length of Stay in Days by Race and Ethnicity



There are also statistically significant different means between male and female lengths of stay in detention, with males staying an average five days longer than females (Table 2).

Gender	Average Length of Stay	Number	Standard Deviation
Female	18.3	215	17.3
Male	23.8	478	23.9
Total	22.07	693	22.3

Age is also a significant predictor of the length of time a youth will remain in detention. For every year younger that a youth is, that individual will spend 2.8 days longer during each detention stay, holding race constant.

We utilized linear regression to determine which variables were the strongest predictors of how long a youth with remain in detention. We included the youth's age, race/ethnicity, gender, prior detention stays and the number of times detained. When all of these factors are included, being younger and male and having prior detention admissions (within the 18 months of this study) are significantly related to longer stays in detention.

Placement

One reason a youth may remain in detention longer than necessary is because the youth is waiting for an opening at an appropriate placement. We analyzed average length of stay by release and found that youth waiting for a group home generally remained in detention for 28 days. Youth referred to local group homes were admitted more quickly (19 days), while those waiting for Boys Town (not PRTF) were in detention an average of 46.4 days. Overall, only 26% of youth were placed in a group home in Lincoln, the remaining 74% were placed in facilities in York, Omaha, and Norfolk, and one youth went to Pine Ridge.

Youth who were placed out of state (either in a group home or with family) remained in detention the longest with an average of 50.1 days. Youth waiting for placement at a Psychiatric Residential Treatment Facility remained in detention longer (34.5 days) than youth waiting for drug treatment (26.5 days). Youth who were eventually returned home remained in detention an average of 12 days.

Released To:	Mean	N
Adult Facility	46.20	5
Aged Out	19.33	5
Family or Friend	12.34	30
Foster Home	18.77	26
Group Home	27.94	109
Home	12.02	188
Independent Living	20.00	1
Other Detention Facility	8.56	9
Out of State	50.87	38
PRTF	34.55	53
Shelter	18.00	111
Treatment	26.49	43
YRTC	24.43	75
Total	22.06	693

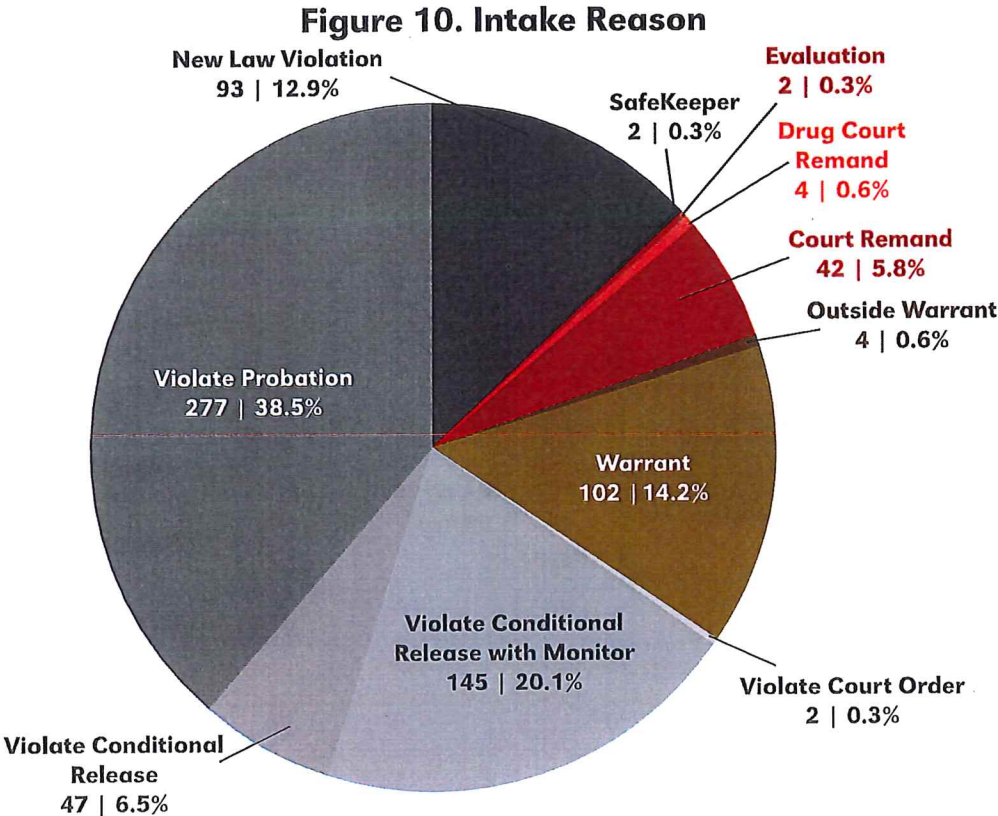
Case Processing

Reasons for Admission

Many people think that detention centers are filled with youth who have broken the law. Initially it appeared that only 3.3% ($n=24$) of youth were coded as having a new law violation. However, in subsequent meetings with the detention center, we learned that youth on “holds” are youth with a new law violation being referred to the county attorney for filing. Including youth on “hold,” roughly 13% of youth in the detention center are there for a new law violation.

Violation of probation was the most common reason that youth were admitted to detention during this timeframe, accounting for 38.5% of admissions. Violations of conditional release (20.1%), violations of conditional release involving an electronic monitor (6.5%) were also common reasons. Overall, 65.4% of the youth in detention during this time were there because of violating some condition. Roughly 6.5% of youth came to detention straight from court (court remand).

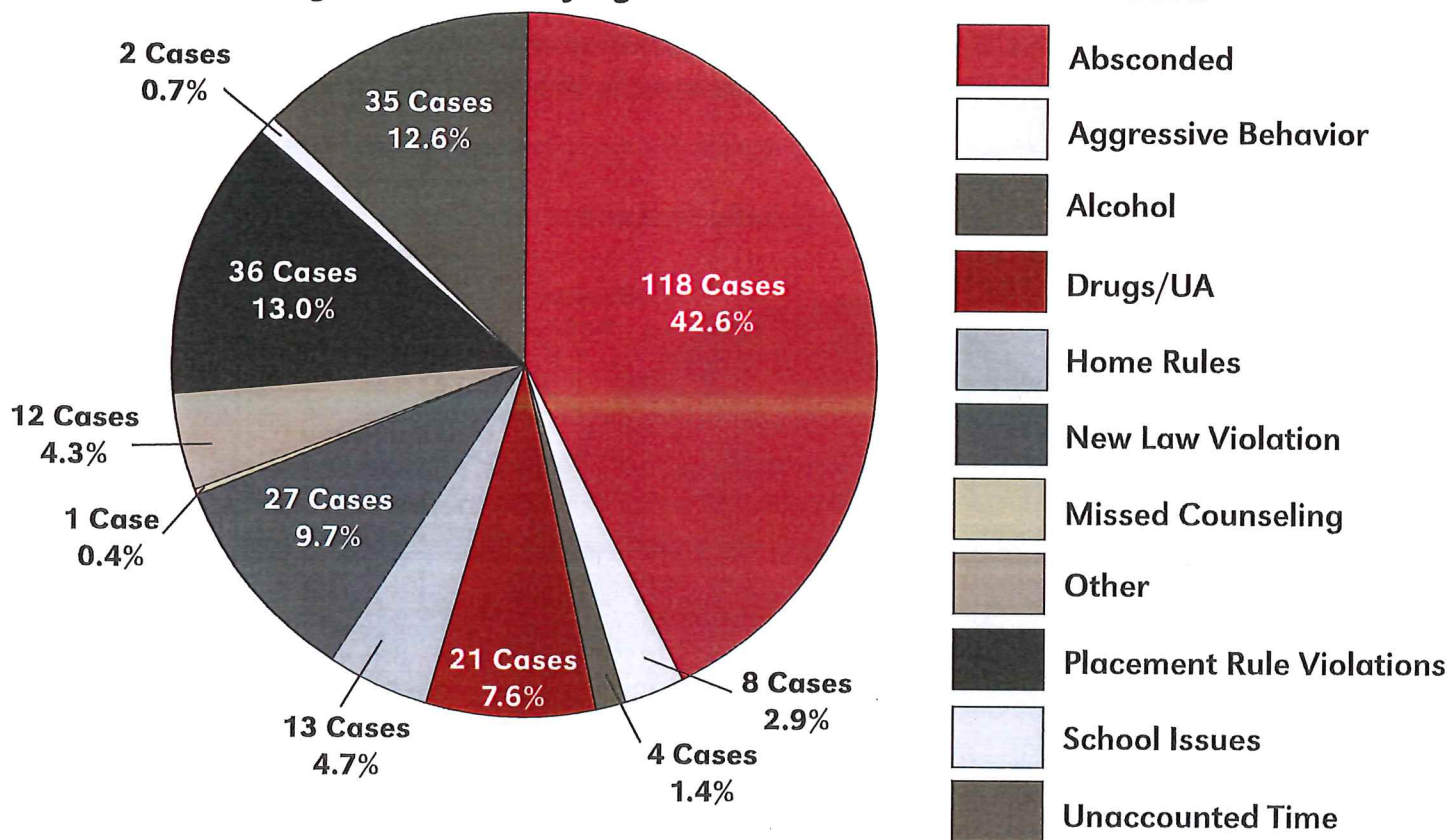
Youth came in on warrants 14.8% of the time, the majority of which were local warrants (14.2%). Only two youth were detained on safe keeper, which is for out-of-county runaway youth (Figure 10).



Violation of Probation

Of the 277 youth that were booked into detention for violating probation, 99.3% ($n=275$) were Lancaster County youth. The primary underlying reason that youth were detained for violating probation was due to running away or absconding, accounting for 42.6% of the youth detained on a probation violation ($n=118$). Placement rule violations accounted for 13.0% ($n=36$), and unaccounted time was the underlying reason cited for revocation in 12.6% ($n=35$). New law violations accounted for only 9.7% of probation violations during this time frame ($n=27$) (Figure 11).

Figure 11: Underlying Reasons for Violation of Probation

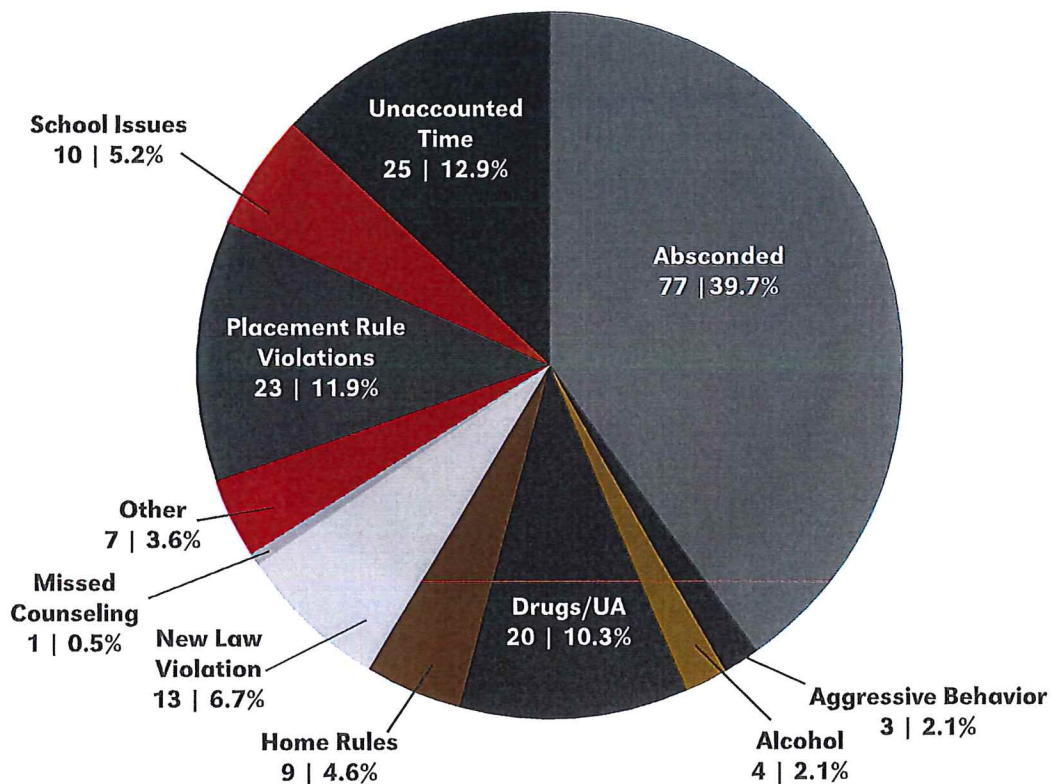


Violation of Conditional Release

A total of 194 youth were admitted to detention for violating conditional release ($n=145$), violating a conditional release involving a monitor ($n=47$) or violating a court order ($n=2$).

Of the 194 youth that were booked into detention for violating conditional release, 100% were Lancaster County youth. The primary underlying reason that youth were detained for violating the conditions of release was again due to running away or absconding, accounting for 39.7% of the youth detained. Unaccounted time was the second most common reason, accounting for 12.9% ($n=25$) of the cases. Placement rule violations accounted for 11.9% ($n=23$), and drug use and positive drug tests account for 10.3% ($n=20$) of the violations of conditional release (Figure 12).

Figure 12. Underlying Reasons for Violation of Conditional Release

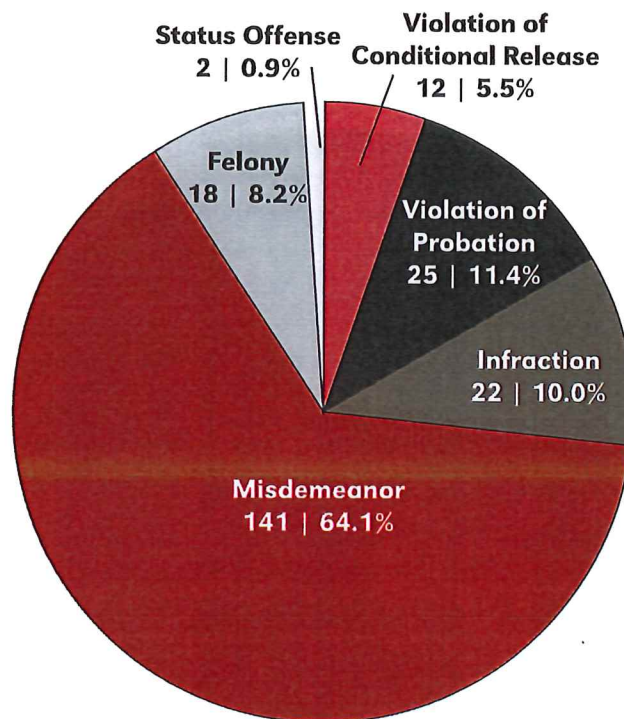


Warrants

Of the 106 times a youth was admitted to detention for having a Juvenile Court warrant out, 96.2% ($n=102$) were Lancaster County youth. The others were from Cass, Douglas, Richardson, and Sarpy Counties ($n=4$). We left these in the dataset because they had a juvenile court docket number. A total of 96 youth had a single warrant, while 10 youth had two warrants that led to detention.

We were not provided with data on why the youth had a warrant issued. However, we did receive data on the offenses that were associated with the same booking number as the warrant. As Figure 13 illustrates, only 8.2% involved a felony level offense, while 64.1% of warrants were associated with misdemeanor offenses.

Figure 13: Law Violations Associated with Warrants



Eleven youth were responsible for the twelve felony offenses, which included: attempt of a class 3 felony, burglary, possession of controlled substance, a theft by taking (over \$500 and \$1,500 - \$5,000), third degree assault on an officer.

Court Process

There were a total of 1,362 court hearings for the youth detained from July 1, 2016 to December 31, 2017. There could be multiple court actions taken at each hearing, but we coded the primary court action.

Almost half of the hearings (48%) were detention hearings ($n=653$); 24% were dispositional hearings ($n=329$). Arraignments, bond reviews, and docket calls were less common. In Table 4 below, we identify the outcomes of 653 detention hearings.

	Frequency	Percent
Adjudicated	31	4.7%
All Parties Not Present	21	3.2%
Assessment Evaluation	1	0.2%
Awaiting Assessment	1	0.2%
Awaiting Nova	2	0.3%
Awaiting Placement	22	3.4%
Awaiting St. Monica's	1	0.2%
Cancelled	15	2.3%
Case Transferred to Another County	1	0.2%
Committed to Geneva	1	0.2%
Committed to Kearney	4	0.6%
Competency Evaluation	1	0.2%
Continued	22	3.4%
Dismissed	5	0.8%
Disposition Continued	11	1.7%
Drug Treatment	10	1.5%
Drug/Alcohol Evaluation	6	0.9%
Entered a Denial	5	0.8%
Evaluation Ordered	71	10.9%
Group Home Placement	26	4.0%
HHS Looking for Placement	1	0.2%
Home Detention Electronic Monitor	20	3.1%
Home Detention	3	0.5%
Motion Withdrawn	2	0.3%

No Contest	2	0.3%
No Less Restrictive Placement	195	29.9%
Parents Can't Control	1	0.2%
Pre-Disposition Investigation Ordered	2	0.3%
Placement on Conditions	21	3.2%
Probation Officer Looking for Placement	130	19.9%
Probation at Home	2	0.3%
Probation Out of Home	7	1.1%
Probation Supervision	1	0.2%
Relative Home	2	0.3%
Shelter	2	0.3%
Uta Hallee	2	0.3%
Waiting for Boys Town	1	0.2%
Waiting for Hastings Drug Treatment	1	0.2%
Waiting for Independence Center	1	0.2%
Total	653	100.0%

The most common issue presented at the detention hearing appears to be the lack of placements for youth: 29.9% of the time the court ruled that there was no less restrictive placement; in roughly 20% of the cases, Probation was looking for placement. In 7% of cases, the youth appeared to be on a waiting list for a specific placement to open up (Nova, Hastings, Boys Town, St. Monica's). Overall, in 56% of cases, the court and the professionals were waiting for an appropriate placement for the youth.

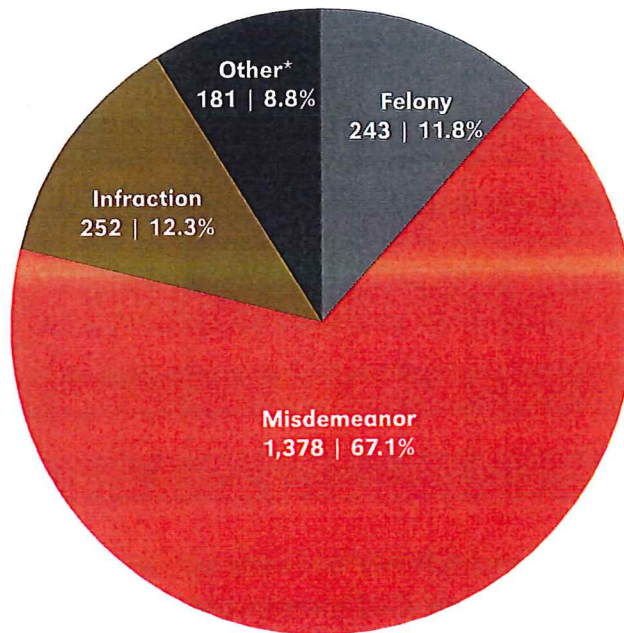
Underlying Offenses

We then turned our attention to the severity of the underlying offenses for which the youth was responsible. We received data on the underlying law violation and severity of violation for the intakes completed from July 1, 2016 to December 31, 2017. There were a total of 2,054 underlying charges associated with the 693 intakes (Figure 14).

Felony offenses made up 11.8% of the underlying charges ($n=243$); 67.1% were misdemeanor offenses ($n=1,378$).

If adequate placements are available in a community, juvenile detention would be utilized primarily for youth that pose a threat to the community. The data on underlying charges indicated that roughly 12% of the youth detained during this time were charged with felony offenses.

Figure 14. Type of Offense Alleged on Youth Detained



*The "other" category includes designations like truancy, ungovernable, violation of conditional release, and violation of court order. This coding is used internally for detention center staff, but could not be included in analysis.

The most common underlying misdemeanor offense was third degree assault ($n=199$); followed by theft ($n=132$), shoplifting ($n=130$), possessing or consuming alcohol ($n=85$), failure to comply with a police officer/resisting arrest ($n=78$). Some of the underlying misdemeanor offenses could be viewed as threatening to a community (unlawful possession of a handgun, ($n=9$)). Youth with status offenses, like truancy, came in on multiple law violations, not simply the truancy charge. Additional details on misdemeanor and felony level offenses can be found in the Appendices.

Prior Detention Stays

Finally, we examined prior admissions to detention. Almost half of the youth in this sample (47.8%) had been detained at least once time prior to July 1, 2016, and 9.3% of the youth had been detained five or more times.

Times Detained	Number of Youth	Percent
0	205	52.2%
1	58	14.7%
2	35	8.9%
3	26	6.5%
4	28	7.1%
5	17	4.1%
6	9	2.3%
7	6	1.0%
8	5	1.3%
9	3	0.8%
Total	388	100%

A youth that returns to detention multiple times may be viewed as not amenable to the juvenile process, or may be harder to find placement for. We hypothesized prior stays in detention might lead a youth to be detained longer. Using multiple regression, we were able to confirm that multiple stays in detention significantly predicts longer stays in detention ($F(1,696)=5.643, p=.018$).

Conclusion

As the data above indicate, youth admitted to a detention facility return about 50% of the time. Multiple stays in detention then lead to longer stays in detention. If this was necessary for the safety of the community because the youth were committing serious, felony-level offenses, then we could be satisfied with creating a well-run, excellent detention center with solid educational staff and nice facilities.

All the data that we received indicate that less than 12% of the youth are responsible for serious offenses that pose a threat to the community. Even some of the more serious offenses involved only damage to property rather than a threat to persons in the community.

The JDAI Collaborative can have an impact on this cycle. Below I have listed some main areas to be further examined. As mentioned at the start of this report, any steps taken by the JDAI Collaborative should be implemented and then measured to see if the changes in policy or practice are having the desired impact.

Recommendations

Demographic Patterns

- Black and Native American youth are significantly overrepresented in each group of youth admitted, whether this is youth admitted only once, or up to six times. While this likely illustrates cumulative disadvantage, and there are many variables that might provide explanation, it is a consistent pattern that should be noted and explored.
- Although relatively few younger children were admitted to juvenile detention, young women are overrepresented in this population: two of the three 12-year olds were female (66.7%) and six of the eleven 13-year-old admissions were female (54.5%). This is a trend that should be examined annually, to determine if there is a gender effect occurring with younger admissions.
- Black and Native American youth have a slightly higher mean length of stay than other youth. On average, minority youth spend 6.9 days longer in detention compared to White youth. The underlying patterns that lead to cumulative disadvantage should be examined.
- Younger males that have prior detention admissions (within the 18 months of this study) spend significantly longer in detention. The JDAI Collaborative should examine placements available for young men ages 13-15, in order to reduce length of stay for this demographic.

Length of Stay

- Youth who were placed out of state (either group home or with family) remained in detention an average of 50.1 days. Local options, or expediting interstate paperwork may be effective for reducing the average length of stay.
- Youth released to family members (but not home) were placed in that home more quickly ($m=12.3$ days) compared to youth who returned home ($m=13.2$ days). While it is understandable that non-guardian family members may take some time to agree to placement, it is unclear why youth who return home remain in detention for 13 days on average.
- Many jurisdictions track the time the youth spends in detention awaiting placements. Our data indicates that youth are waiting, but it is not completely clear the date that the youth would have been released except for the lack of placement. The JDAI Collaborative should track specific dates and the type of placement sought, so that the need for specific placements can be accurately estimated.

Probation Violations & Conditional Release

- The primary reason that youth were detained for violations during this time included absconding and unaccounted-for time. Although there is no simple solution to runaway youth, the JDAI Collaborative may want to explore creative solutions like a runaway shelter or drop-in facility.

Warrants

- Most youth that came in on warrants had low-level offenses associated with the admission: only 5% involved a felony-level offense, while 49.6% of warrants were associated with misdemeanor offenses. Slightly more than 10% came in with probation violations, and 9.2% included offenses. The JDAI Collaborative should examine the event that is bringing the youth in on the warrant (i.e. missing court appearance, unpaid fees, etc.) to determine a solution for reducing stays in detention.

Placements

- The most common problem at the detention hearing appears to be the lack of placements for youth: 29.9% of the time, the court ruled that there was no less restrictive placement; in roughly 20% of the cases, Probation was looking for Placement. In 7% of cases, the youth appeared to be on a waiting list for a specific placement to open (Nova, Hastings, Boys Town, St. Monica's). Overall, in 56% of cases, the court and the professionals were waiting for an appropriate placement for the youth. Lancaster County should explore community-based options that can be developed or utilized so young people do not linger in detention while awaiting placement.

Appendix A

Underlying Felony Offense		
Offense	Frequency	Percent
1ST DEG ASSAULT	1	0.4%
2ND DEG ASSAULT	7	2.9%
2ND DEG ASSAULT ON AN OFFICER	1	0.4%
3RD DEG ASSAULT ON OFFICER	4	1.6%
3RD DEG ASSAULT-PREGNANT WOMAN	1	0.4%
ACCESSORY TO CLASS 2 FELONY	1	0.4%
ACCESSORY TO CLASS 3/3A FELONY	1	0.4%
AID & ABET ROBBERY	1	0.4%
AID/ABET A CLASS 2 FELONY	3	1.2%
AID/ABET A CLASS 3 FELONY	1	0.4%
ARSON, 1ST DEG	4	1.6%
ASSAULT BY CONFINED PERSON	1	0.4%
ASSAULT ON OFCR/HEALTH CARE PROF-3RD DEG	5	2.1%
ATT THEFT BY UNLAWFUL TAKING - OVER \$1500 (F	1	0.4%
ATTEMPT ASSAULT ON OFFICER, 2ND DEGREE	1	0.4%
ATTEMPT ASSAULT, 2ND DEG	1	0.4%
ATTEMPT OF A CLASS 2 FELONY	1	0.4%
ATTEMPT OF A CLASS 2A FELONY	6	2.5%
ATTEMPT OF A CLASS 3 OR 3A FELONY	10	4.1%
ATTEMPTED 1ST DEGREE SEXUAL ASSAULT	1	0.4%
BURGLARY	38	15.6%
CHILD ABUSE	2	0.8%
CRIMINAL ATTEMPT OF A CLASS 3 FELONY (F4)	3	1.2%
CRIMINAL MISCHIEF \$1500 OR MORE	7	2.9%
CRIMINAL POSS OF FINANCIAL TRANS DEVICE	1	0.4%
DEL/POSS W/INTENT TO DELIVER (HAZ DRUG)	1	0.4%
DELIVER;MANUF; INTENT TO DELV C/S,SCHED 1,2,3	1	0.4%
DOMESTIC ASSAULT,3RD DEG-PREGNANT WOMAN	1	0.4%
ESCAPE	4	1.6%
FAIL TO APPEAR FELONY -BAIL/COND RELEASE	1	0.4%
FORGERY, 1ST DEGREE	2	0.8%
FORGERY, 2ND DEG \$1500-5000	1	0.4%
LEAVE SCENE OF INJURY ACCIDENT	2	0.8%
MANU/DELV/POSS CONTR SUBST W/INTENT TO DELVR	2	0.8%
OPERATE MOTOR VEHICLE TO AVOID ARREST	1	0.4%
POSS A DEFACED FIREARM	1	0.4%

POSS CONTROLLED SUBSTANCE	30	12.3%
POSS FIREARM DURING COMMISSION OF A FELONY	4	1.6%
POSS FIREARM WITH FEL 3 DRUG VIOLATION	1	0.4%
POSS MARIJUANA, MORE THAN 1 LB	1	0.4%
POSS MONEY WHILE VIOLATING 28-416(1)	1	0.4%
POSS/TRANSPORT MACH GUN/SH RIFL/SH SHTGN	4	1.6%
POSSESS BURGLAR'S TOOLS	1	0.4%
POSSESS STOLEN FIREARM	9	3.7%
ROBBERY	6	2.5%
ROBBERY -ATTEMPT	1	0.4%
SEXUAL ASSAULT, 1ST DEGREE	3	1.2%
STRANGULATION	3	1.2%
TERRORISTIC THREAT	2	0.8%
TERRORISTIC THREATS	13	5.3%
THEFT BY RECEIVING \$500 - \$1500 (F)	4	1.6%
THEFT BY RECEIVING OVER \$1500 (F)	3	1.2%
THEFT BY RECEIVING \$1500-5000	6	2.5%
THEFT BY RECEIVING \$500-1500 2ND/SUBSQ	2	0.8%
THEFT BY SHOPLIFTING \$500 - \$1500 (F)	3	1.2%
THEFT BY SHOPLIFTING \$1,500-\$5,000	1	0.4%
THEFT BY SHOPLIFTING \$5000/MORE	1	0.4%
THEFT BY UNLAWFUL TAKING \$500 - \$1500 (F)	1	0.4%
THEFT BY UNLAWFUL TAKING OVER \$1500 (F)	3	1.2%
THEFT BY UNLAWFUL TAKING \$1500-\$5000	7	2.9%
THEFT BY UNLAWFUL TAKING \$5000/MORE	6	2.5%
USE OF A DEADLY WEAPON TO COMMIT A FELONY	6	2.5%
USE OF A FIREARM TO COMMIT A FELONY	1	0.4%
Total	243	100.0%

Appendix B

Underlying Misdemeanor Offenses		
Offense	Number	Percent
3RD DEG ASSAULT	199	14.4%
3RD DEG ASSAULT-FIGHT,MUTUAL CONSENT	4	0.3%
AID AND ABET VIOLATION OF CITY CODE	1	0.1%
AID/ABET A CLASS 1 MISDEMEANOR	2	0.1%
AID/ABET A CLASS 3 MISDEMEANOR	2	0.1%
AID/ABET A CLASS 3A MISDEMEANOR	1	0.1%
AID/ABET A CLASS 4 MISDEMEANOR	2	0.1%
ARSON,3RD DEG UNDER \$500 DAMAGE	1	0.1%
ARSON,3RD DEG - UNDER \$100	7	0.5%
ASSAULT, STRIKE OR CAUSE BODILY INJURY	44	3.2%
ATT THEFT BY UNLAWFUL TAKING \$200-\$500 (M)	1	0.1%
ATTEMPT CRIMINAL MISCHIEF \$1500 OR MORE	1	0.1%
ATTEMPT OF A CLASS 4 FELONY	12	0.9%
ATTEMPT THEFT BY TAKING \$500-1500	1	0.1%
ATTEMPTED 3RD DEGREE ASSAULT	2	0.1%
CARRY SLINGSHOT/TOY GUN WITHIN CITY LIMITS	1	0.1%
CARRYING CONCEALED WEAPON	23	1.7%
CHILD ABUSE (M)	4	0.3%
CONCEAL MERCHANDISE	3	0.2%
CONTRIBUTE TO DELINQ OF CHILD UNDER 18	2	0.1%
CONTRLD SUBST, UNLAWFUL ACTS	1	0.1%
CRIMINAL ATTEMPT OF A CLASS 2 MISD (M3)	9	0.7%
CRIMINAL ATTEMPT OF A CLASS 4 FELONY (M1)	9	0.7%
CRIMINAL MISCHIEF \$0-500	54	3.9%
CRIMINAL MISCHIEF \$1500-5000	1	0.1%
CRIMINAL MISCHIEF \$200-500	9	0.7%
CRIMINAL MISCHIEF \$500-1500	15	1.1%
CRIMINAL MISCHIEF-LESS THAN \$200	36	2.6%
CRIMINAL POSS OF FINANCIAL TRANS DEVICE	4	0.3%
CRIMINAL TRESPASS, 1ST DEG	29	2.1%
CRIMINAL TRESPASS, 2ND DEG	41	3.0%
CURFEW VIOLATION AGAINST LOCAL ORDINANCE	1	0.1%
DEPOSIT LITTER UPON A PUBLIC PLACE	1	0.1%
DISCHARGE FIREWORKS WHERE PROHIBITED	1	0.1%
DISTURBING THE PEACE	104	7.5%
DOMESTIC ASSAULT-3RD DEGREE	2	0.1%

DRIVE DURING SUSPENSION/BEFORE REINSTATED	1	0.1%
DRUG COURT REMAND	5	0.4%
DUI-ALCOHOL-1ST OFF	1	0.1%
DUI/.08 1ST OFFENSE >.15	1	0.1%
ENTER MOTOR VEHICLE WITHOUT PERMISSION	21	1.5%
FAIL TO APPEAR - CITATION -MISDEMEANOR	1	0.1%
FAIL TO APPEAR IN COURT	6	0.4%
FALSE IMPRISONMENT, 2ND DEGREE	1	0.1%
FALSE REPORTING - FALSE INFORMATION	8	0.6%
FLEE IN MOTOR VEHICLE TO AVOID ARREST	4	0.3%
FORGERY, 2ND DEG \$500-1500	1	0.1%
HINDER, DELAY, OR INTERRUPT ARREST	8	0.6%
IMPROPER REGISTRATION ON MOTOR VEHICLE	8	0.6%
INDECENT EXPOSURE	1	0.1%
INHALE OR DRINK INTOXICATING SUBSTANCE	3	0.2%
INJURE OR DESTROY CITY PERSONAL PROPERTY	1	0.1%
INJURE OR DESTROY PROPERTY OF ANOTHER	8	0.6%
INJURE/TAMPER/DESTROY ANOTHERS PROPERTY	10	0.7%
LEAVE ACCIDENT-FAIL TO FURNISH INFO/1ST	6	0.4%
LEAVE ACCIDENT-FAIL TO FURNISH INFO/SUBS	4	0.3%
LEAVE SCENE OF PROPERTY DAMAGE ACCIDENT	1	0.1%
LITTERING OF PUBLIC/PRIVATE PROPERTY	1	0.1%
MAKE FALSE STATEMENT TO POLICE OFFICER	5	0.4%
MINOR IN POSSESSION, 18/UNDER-1ST OFF	1	0.1%
MINOR USING TOBACCO	1	0.1%
MISUSE LEARNERS PERMIT (LPD)	1	0.1%
NO HEAD/REAR LIGHTS AFTER DARK	1	0.1%
NO INSURANCE	2	0.1%
NO LICENSE ON PERSON	1	0.1%
NO OPERATOR LICENSE	9	0.7%
NO PROOF OF FINANCIAL RESPONSIBILITY	3	0.2%
NO REGISTRATION IN VEHICLE	1	0.1%
OBSTRUCTING A PEACE OFFICER	16	1.2%
OPERATE MOTOR VEHICLE AT NITE W/O HEADLIGHTS	1	0.1%
OPERATE MOTOR VEHICLE TO AVOID ARREST	3	0.2%
OPERATE MOTOR VEHICLE W/O OPERATOR'S LICENSE	14	1.0%
OPERATE MOTOR VEHICLE WHILE SUSPENDED, 1ST	1	0.1%
PARKS:CLOSED ENTER AFTER HOURS	3	0.2%

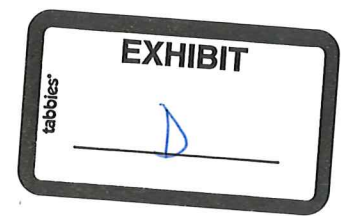
PARKS:UNLAWFUL PARKING OF VEHICLES	1	0.1%
POSS IMITATION CONTR SUBST W/I DELIVER	4	0.3%
POSS K2/SYNTHETIC MARIJ,1 OZ/LESS-3RD/SUBSQ	1	0.1%
POSS MARIJUANA (MORE 1 OZ,LESS 1 LB)	2	0.1%
POSS OR OBTAIN LEGEND DRUGS	3	0.2%
POSSESS MARIJUANA 1 OZ OR LESS/3RD	1	0.1%
POSSESS OR CONSUME ALCOHOL/MINOR	85	6.2%
POSSESS STOLEN PROPERTY	10	0.7%
RECKLESS DRIVING	4	0.3%
REFUSE TO COMPLY WITH ORDER OF POLICE OFFCR	49	3.6%
RESISTING ARREST	29	2.1%
SEXUAL ASSAULT, 3RD DEGREE	8	0.6%
SPIT OR EXPECTORATE UPON ANOTHER PERSON	3	0.2%
STEAL MONEY OR GOODS LESS THAN \$500	57	4.1%
THEFT BY RECEIVING \$200 - \$500 (M)	7	0.5%
THEFT BY RECEIVING \$200/LESS (M)	6	0.4%
THEFT BY RECEIVING \$0-500	7	0.5%
THEFT BY RECEIVING \$500-1500	4	0.3%
THEFT BY SHOPLIFTING \$200 - \$500 (M)	4	0.3%
THEFT BY SHOPLIFTING UNDER \$200 (M)	56	4.1%
THEFT BY SHOPLIFTING \$0-\$500	70	5.1%
THEFT BY SHOPLIFTING \$500-\$1,500	4	0.3%
THEFT BY UNLAWFUL TAKING \$200 - \$500 (M)	13	0.9%
THEFT BY UNLAWFUL TAKING UNDER \$200 (M)	34	2.5%
THEFT BY UNLAWFUL TAKING \$0-500	42	3.0%
THEFT BY UNLAWFUL TAKING \$0-500, 2ND OFF	1	0.1%
THEFT BY UNLAWFUL TAKING \$500-1500	16	1.2%
THEFT OF SERVICES \$0-500	2	0.1%
TRANSFER MERCHANDISE W/ INTENT TO CONVERT	1	0.1%
TRESPASS UPON PROPERTY OF ANOTHER	16	1.2%
UNAUTH USE FINAN TRANS DEVICE LESS/\$500	4	0.3%
UNAUTHORIZED USE PROPELLED VEHICLE	31	2.2%
UNLAWFUL POSSESSION OF A HANDGUN	9	0.7%
Total	1378	100.0%



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JDAI System Assessment and RFK Recommendation Crosswalk

Lancaster County has recently undergone review by two national technical assistance providers. The Robert F. Kennedy Resource Center received grant funding to conduct a probation system review in District 3J probation. Their review included interviews and focus groups with probation staff and selected system stakeholders over the course of nine months. The Annie E. Casey Foundation’s Juvenile Detention Alternative Initiative (JDAI) conducted a system assessment for three days in February 2018. This review consisted of interviews with probation involved community organizations, service providers, and juvenile justice system stakeholders. Both national entities focus on research related to juvenile justice system improvement efforts and made recommendations to probation and Lancaster County. The chart below shows common themes from both sets of recommendations that may help the JDAI Collaborative and Steering team focus their efforts moving forward.

RFK Executive Summary Recommendations	AECF JDAI System Assessment Recommendations
<p>It is recommended that a specific training schedule precede the roll out of the juvenile graduated responses policy and implementation. This schedule must incorporate all juvenile court stakeholders (e.g., probation staff, judges, county attorney’s, and public defender’s)</p>	<p>The JDAI Collaborative should partner with probation to develop strategies to reduce the use of detention for technical and warrant cases; and, strategies to expedite pending placement cases. Probation should inform the JDAI collaborative on graduated response efforts as they are developed and implemented.</p>
<p>It is recommended that discussions be held within Probation to identify whether the current rotating schedule of PDI, CBR and Truancy officers is most effective. In addition to collaborative conversations with all partners involved in the detention intake process, Probation is encouraged to hold a short series of internal meetings to discuss the efficacy of intake training, payment structure, quality assurance, mentorship and supervision.</p>	<p>Training is needed for all stakeholders on the RAI tool and objective admission process.</p> <p>Collaborative efforts should occur using the data collected on reasons for overrides of the RAI to determine what policy or practices could be modified to achieve better outcomes for young people in Lancaster County.</p>
<p>It is recommended that the alternative response and diversion programs develop improved data sharing and communication processes with Probation.</p>	<p>Programs designed to divert low risk youth from the system must be diligent to avoid net widening and over supervision. The team would encourage Lancaster Co. to continue to monitor data and policies in this area. Some of the pre-adjudication programming could possibly “raise the rates” regarding system responses to juvenile offending (e.g., the diversion program is a 90 day regimen; PACS supervises pre-adjudication cases, including using drug testing and EM).</p>

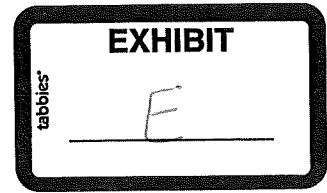
	<p>During interviews, there appeared to be uncertainty on the criteria and/or process on how youth are admitted to ATD programs within Lancaster County.</p> <p>The shelter appears to be utilized as a primary alternative to detention. It was reported the average length of stay in shelter is at least 30 days. Based off of this information, it appears shelter may be used less for short-term family reunification planning, but used more for holding purposes for youth waiting on long-term placements which is consistent with the observed culture of reliance on out of home placement.</p>
<p>It is recommended that routine monthly meetings be held with probation leadership, judges, prosecutors, and public defense. These on-going meetings will support the implementation and sustainability of the recommendations being presented in this report. Further, the routine meetings must be used to foster cross-discipline conversations that will hone and create a cohesive, unifying philosophy between and among key juvenile justice stakeholders. It is recommended that this unifying philosophy be forthrightly discussed amongst the partners and be founded in the neuroscience of adolescent development, family engagement and the core principles for reducing recidivism and improving other youth outcomes.</p>	<p>The JDAI Collaborative should create a system map that can be examined to determine whether there are unnecessary delays in handling of cases that may be addressed. Particular attention should be given to a) court continuances, b) Pre-adjudication timeframes and c) probation violations. It will be critical to have defense, prosecution, judiciary, and probation to assist in this process.</p>
<p>It is recommended that a short-term workgroup be created to discuss the pros and cons of conditional release, consider alternatives, and at a minimum define criteria and goals for who is best suited for this practice and to what end.</p>	<p>Lancaster County needs to define conditional release and minimize when it is utilized. (Pre-adjudicated, post-adjudicated, pending VOP). Concerns that data maybe skewed because of how frequently these are utilized.</p>
<p>To support the necessary enhancement of data collection, management and reporting of enhanced accountability measures related to youth and system outcomes, it is recommended that Probation continue to develop a set of priority outcomes and measures that may be produced in routine reports accessible to primary stakeholders (e.g., probation, judges, county</p>	<p>It is recommended that Lancaster County commit to developing strategic reports so stakeholders can monitor trends related to the initiative. In order to do this, it is recommended that Lancaster County designate an individual that focuses on data collection, analysis and presentation.</p>

attorney and public defender counsel) and impacted parties (e.g., behavioral health, education, families). It is recommended that Probation introduce the use of the Data Working Grid (developed by Gene Siegel and accessible at: <https://rfknrcjj.org/wp-content/uploads/2014/11/Data-Planning-in-the-Dual-Status-Youth-Siegel-RFKNRCJJ1.pdf> and can be found in Appendix H of the Probation System Review Guidebook, 2nd edition) to further inform this critical performance measurement improvement.

This Grid details eight categories of data (see below) and a set of specific questions that support this recommendation:

1. Prevalence
2. Case characteristics and history
3. Case processing
4. Case management, processing and supervision
5. Protocol adherence and training
6. Placement and services
7. System outcomes and performance indicators
8. Youth and family outcomes

There must be a clear agreement on what data is shared and how it is used. Transparency is critical in system enhancements. Lancaster County should consider a standard agreement, such as an MOU around a collaborative data sharing process.



**NEBRASKA JUVENILE DETENTION ALTERNATIVES INITIATIVE (JDAI)
LANCASTER COUNTY JUVENILE JUSTICE SYSTEM ASSESSMENT**

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July 25, 2018

INTRODUCTION

Nebraska began involvement with the Annie E. Casey Foundation (AECF) Juvenile Detention Alternatives Initiative (JDAI) in 2011 beginning with Douglas County and expanding to Sarpy County in 2012. The Administrative Office of Probation assumed the leadership role of statewide JDAI efforts in 2013. Otoe County was the first expansion site to participate in (JDAI) in the State of Nebraska. In 2017, Lancaster County joined the expansion efforts in Nebraska as the fourth JDAI site.

An important first step to implement JDAI is a site-specific assessment that analyzes the juvenile justice system. The System Assessment is an effort to understand in both programmatic and practical terms how the juvenile justice system operates. Information is gathered through a series of interviews with key juvenile justice stakeholders, including community representatives, review of data reports and a visit to the juvenile detention facility. It is a qualitative review of how the site's juvenile justice system functions and the development of the use of the eight core strategies of JDAI. The System Assessment compliments the site's Detention Utilization Study (DUS), which is a quantitative review of youth in the juvenile justice system. Together, the System Assessment and the Detention Utilization Study are intended as guides for development of a Phase One/Year One work plan that includes measurable outcomes and timelines for detention and system improvement activities in Lancaster County.

We acknowledge the cooperation and assistance of the community members involved in the assessment process and thank everyone for their insight into the unique strengths and needs of Lancaster County. We thank Lancaster County Human Services Division for providing the assessment team space to conduct interviews. We are particularly indebted to Sara Hoyle for her time and effort arranging the logistics of this visit and for ensuring that the State JDAI team was able to connect with essential community stakeholders while we were on site. Finally, a special thank you to the Lancaster County Board and Lancaster County Steering Committee for their commitment and strong leadership to the JDAI work.

ASSESSMENT METHODOLOGY

The assessment team was led by Annie E. Casey Consultants, Bart Lubow and Carmen Terrones. Staff from the Juvenile Division of the Administrative Office of Probation as well as members of the state JDAI collaborative participated on the assessment team. The assessment team visited Lancaster County on February 5th, 6th and 7th, 2018 and the Lancaster County Youth Services Center February 7th, 2018. Prior to the on-site visit, the team had access to basic quantitative and qualitative information. On site, the team conducted a series of interviews with local stakeholders to understand the county's status regarding the eight core strategies of JDAI. The stakeholders interviewed included representatives from: law enforcement, prosecution and defense attorneys, detention and probation personnel, separate juvenile court judges, state and local court administrator, probation involved community-based service providers, local Department of Health and Human Services personnel, local government officials, and school administrators. The observations shared in this document are based on collective themes from the interviews as a whole. For organizational purposes, the information gathered through the data collection, visits and interviews is presented as observations that are grouped in accordance with the eight core strategies of JDAI. However, please note that the strategies are often intimately connected and may therefore be relevant under multiple headings.

We recognize that it may be uncomfortable for a system to subject itself to review. We also know that a three day visit is not exhaustive or definitive. Therefore, this abbreviated visit will significantly understate the many strengths and talents of those who serve in the Lancaster County juvenile justice system. This analysis attempts to identify the areas in Lancaster County that the JDAI core strategies can be implemented to improve system practices and enhance detention reform. A preliminary report was shared with the jurisdiction to correct any factual errors. While the system assessment may seem overwhelming, collaborative efforts among the State JDAI Coordinators, Annie E. Casey consultants, and the strong commitment of Lancaster County professionals will assist in prioritizing the recommendations within the report. There is no expectation that all efforts will be addressed at once. Rather it is recommended that a strategic work plan be developed to implement reform efforts over time. We look forward to working together to build on the strengths of the juvenile justice system and the community with the goal of improving outcomes for youth and families.

COLLABORATION AND LEADERSHIP

Collaboration through consensus building allows different agencies, branches of government and community representatives to devise strategies that work best to promote community safety and successful youth. Collaboration and leadership by multiple agencies and community members is a core governance strategy used by JDAI and is the key element for new JDAI sites to build an efficient and responsive juvenile justice system. Without strong authority and leadership to ensure interagency coordination, comprehensive systemic change can become a daunting challenge. Lancaster County has renamed the Juvenile Justice Review Committee to the Lancaster County JDAI Collaborative, which will continue to serve as the community collaborative leading the implementation of JDAI in Lancaster County. A core group of system stakeholders currently meets monthly and will serve as the Steering Team for the initiative.

Observations:

- Site stakeholders generally understood the purpose in conducting interviews and seemed to have received basic information about JDAI.
- As can be expected when launching a new initiative, site stakeholders identified varying ideas and priorities around juvenile justice and detention improvement efforts. Some stakeholders were confident in the role they play, while others were not as clear on what their role may be. This provides further opportunity for open dialogue and ongoing education as the initiative moves forward.
- Throughout interviews, the team observed some frustrations between varying agencies over policies, practices and sharing of information. One example expressed by Law Enforcement regarded delays when a request to detain a youth is made, which in turn does not allow them to return to their other job duties in a timely manner.
- Community representatives interviewed expressed a desire to be more actively included in decision-making and solution oriented discussions.
- Lancaster County appears to have a strong network of professional service agencies involved in the work with juveniles. The interview team would recommend further inclusion of Community Based Organizations with deep ties to neighborhoods most affected by crime and detention if they exist.
- Lancaster County has consistently held Tuesday morning staffing sessions at the detention center for several years, with the goal of interagency communication regarding youth in detention. Through the interview discussion, there was an interest by some stakeholders in exploring the benefit of adding additional team members (such as public defender and county attorney).
- There appears to be opportunity to enhance other staffing discussions that are occurring at an individual agency level. Other jurisdictions have found success in addressing challenging cases through an intentional interagency staffing process that

helps develop the least restrictive plan for a youth and family and can better coordinate cross system resources.

- One of the first steps for a JDAI site is to come to consensus regarding the purpose of detention. Recognizing the role of statute, and the statutory change since these interviews, Lancaster County will need to come to consensus on policies and practices for those youth who have previously been detained for a perceived risk to themselves.
- The information shared through the interviews demonstrated a historical reliance on out of home placements as the way to respond to family struggles. Many people interviewed recognized that “awaiting placement” cases drove detention utilization.
- Lancaster County appears to collect a lot of data at the agency and individual program level. The team did not see how individual agency data is connected and utilized for analyzing system trends and cross agency decision making purposes.
- Lancaster County collects significant data at the individual program level and participates in the Evidence Based Nebraska evaluation efforts for those programs funded by Community Based Aid funding. These efforts will continue to be beneficial in examining program effectiveness.
- Everyone interviewed, demonstrated a clear passion for wanting the best outcomes for youth and families in the juvenile justice system and community as a whole. Through the interview discussions, the team saw evidence of system stakeholders working hard toward these goals, yet operating in silos. Examples given during the interviews included the perceived inconsistency and/or consensus on which system a youth should be involved in (DHHS versus Probation), and schools reporting lack of or inconsistent information regarding next steps for youth involved in the system.
- Stakeholders interviewed discussed tension between the county and state. Concerns were expressed regarding funding, unfunded mandates and the state leading juvenile justice policy reforms.

Recommendations:

1. As the formal collaborative body, the JDAI Collaborative should complete efforts to establish regular consistent meeting dates and times to monitor the Phase One/Year One Work Plan that will be developed. Inclusion of system and community stakeholders in this development will be critical to maximize participation and effective outcomes. When finalized, provide education to system stakeholders and community as a whole on the role of the JDAI Collaborative.
2. Membership on the JDAI Collaborative and identified sub-committee’s should be diverse and representative of professionals, community organizations, and youth/families impacted by the juvenile justice system. Sub-committees that are developed should focus on the priority areas outlined in the System Assessment.
3. Develop a plan to implement cross systems training. This training should focus on improving system partners understanding of everyone’s unique role within the system and increase collaboration between agencies.

4. The JDAI Collaborative should examine the different staffing processes that are in place in Lancaster County. Intentional efforts should be made to ensure all key stakeholders have a voice in the staffing. Examination of the effectiveness for each system point in addition to frequency of this staffing should be evaluated. Model JDAI sites have implemented a daily detention staffing process to expedite young people that are detained.
5. Participate in the Fundamentals training facilitated by the JDAI State Team. This training will cover the objectives and eight core JDAI strategies, development of work plans, and consensus on the purpose of detention.
6. Key stakeholders should become knowledgeable in JDAI, its values, principles, and strategies. Members of the JDAI Collaborative and Steering Team are recommended to review: *Two Decades of JDAI, A Progress Report: From Demonstration Project to National Standard*; *Dangers of Detention*; and, *Pathways Series 2: Collaboration and Leadership*; and *No Place for Kids*. All of these publications and more can be accessed through the JDAI help desk at www.jdaiconnect.org.

COLLECTING & USING DATA

JDAI is a data driven initiative. Data, drawn from all sources in the system, is reviewed regularly to paint an accurate picture as to how the juvenile justice system is operating. Utilizing accurate data, policies and practices can be implemented that protect public safety while reducing reliance on secure detention and creating better outcomes for youth.

Observations:

- During interviews, it was reported individual agencies have raw data, however it was unclear how this data is brought together by system stakeholders for collective analysis to make policy decisions.
- Lancaster County does not have an individual or specific agency identified to gather, analyze and present data reports for the county. The Human Service Director is very involved in data oversight, however the interview team recognizes that a Director level position may not have the time to support the JDAI and other system initiatives at the detailed level of data collection required.
- Lancaster County Human Services appears to be the place that people rely on to have basic system data, which is collected because as Human Resources agency writes numerous grant requests and reports.
- During interviews, concerns were voiced around sharing data based off of historical situations, where data was shared and in turn misinterpreted. It was unclear if Lancaster County has a process in place to outline what data can/should be shared at the interagency level and how this data should be shared for public distribution.

Recommendations:

1. The Juvenile Justice Institute is developing the baseline Detention Utilization Study for Lancaster County. The JDAI Collaborative should review the report with technical assistance from the state coordinators to identify trends, areas for digging deeper, and identifying a target population.
2. The JDAI Collaborative should become familiar with JDAI data requirements and work with the state and other site coordinators to enhance the ability to capture and present relevant data that will inform policies and practices.
3. It is recommended that Lancaster County commit to developing strategic reports so stakeholders can monitor trends related to the initiative. In order to do this, it is recommended that Lancaster County designate an individual that focuses on data collection, analysis and presentation.
4. Other sites have benefited from developing a daily or weekly detention population sheet, which is disaggregated by race, gender, age and ethnicity and should be shared with stakeholders. This may be something Lancaster Co. would want to consider.
5. There must be a clear agreement on what data is shared and how it is used. Transparency is critical in system enhancements. Lancaster County should consider a standard agreement, such as an MOU around a collaborative data sharing process.
6. The JDAI Collaborative should develop and implement training, with the support of state technical assistance, on utilization of data to drive decisions for system stakeholders. This effort would include the development and agreement upon common definitions for Lancaster County. If definitions have already been agreed upon, these definitions need to be shared with all stakeholders for their understanding.
7. Review *Pathways Series #7, By the Numbers: The Role of Data and Information in Detention Reform*.

OBJECTIVE ADMISSIONS POLICIES AND PRACTICES

One of the fundamental principles of JDAI is that detention decisions must be based on objective screening instruments that are developed through a collaborative process involving key stakeholders. An objective risk assessment instrument (RAI) assess a youth's risk of failing to appear for scheduled court hearings and/or committing a new delinquent act prior to adjudication. Objective criteria, such as the nature of the offense and the youth's offense history, produces a risk score that indicates the youth's suitability for secure detention, referral to a detention alternative program, or release to a parent or guardian. RAI's bring objectivity, fairness and efficiency to the detention screening process. Objective admission criteria are a critical part of ensuring only the right youth are placed in detention.

Observations:

- Nebraska Statute provides that the Administrative Office of Probation utilize a standardized Risk Assessment Instrument (RAI). The tool is to be administered by trained staff and the tool can be overridden with a supervisor's approval.
- There are probation officers available to complete the RAI 24 hours a day, however it was learned not every youth entering detention is screened using the RAI.
- In general, key stakeholders identified the purpose of secure detention as maintaining public safety, ensuring the safety of the youth, and ensuring youth appear in court (i.e. flight risk) pending disposition. However, a variety of stakeholders expressed the need for utilization of detention for other reasons including; a belief by some that without the use of detention there is nothing holding youth accountable; and that detention is needed for repeat runaways, probation violations, serious offenses and family safety concerns. This indicates there is not consensus regarding the purpose of detention across stakeholders.
- While the local probation office utilizes the standardized RAI, its impact on admissions seems minimal because of different factors; high override rates, and large number of admissions for warrants or violations, which are automatically detained. Data needs to be examined on how often youth are detained for the above reason.
- Reported through interviews, it was consistently reported that awaiting placement cases drive utilization significantly and many of these cases involve readmission to detention following "failure" in prior placement. The RAI has not historically been administered in these cases. Data should be monitored regarding the new policy and impact on this population.
- Stakeholders shared efforts already underway regarding detention reform in the juvenile drug court. It was reported that a previous practice of utilizing detention as a sanction is no longer in use after work with national drug court technical assistance.
- Given the distribution of new arrest offenses that were generally shared during interviews, it does not seem likely that many youth would be classified for detention based upon arresting offense and prior record. Hence, better RAI screening will only go a short way to reducing detention utilization to minimal levels.
- A new practice recently went into effect, where Judges may mark warrants to screen for alternatives to detention. The team would recommend digging deeper with data to see how this new practice is impacting detention utilization.
- Law Enforcement expressed concern for long waits for intake screening; which doesn't allow them to get back to their patrol duties.
- Through interviews it appears multiple stakeholders do not have a clear understanding of the purpose of the RAI.
- It appears that race/ethnicity is collected differently by law enforcement and probation at arrest and subsequent intake screening. There may be an opportunity to explore more consistent identification for DMC purposes.
- Youth detained from Lancaster County are almost exclusively placed in the Lancaster County Youth Service Center.

Recommendations:

1. Per the JDAI Phase 1 Milestones, the JDAI Collaborative will need to facilitate a discussion about the purpose of detention for Lancaster County.
2. Training is needed for all stakeholders on the RAI tool and objective admission process.
3. In order to evaluate the effectiveness of the RAI, Lancaster County should monitor data around the warrant/order for immediate custody orders to evaluate how many youth were ordered directly to detention versus the youth who were screened and possibly placed on an ATD.
4. Collaborative efforts should occur using the data collected on reasons for overrides of the RAI to determine what policy or practices could be modified to achieve better outcomes for young people in Lancaster County.
5. The JDAI Collaborative should collaborate with probation to monitor outcomes for youth screened using the RAI, overrides and effectiveness of alternatives to detention.
6. To learn more about objective decision making and developing detention risk assessment instruments, review the *Pathways Series #3, Controlling the Front Gates: Effective Admissions Policies and Practices*.
7. JDAI Collaborative and Steering Team members should participate in the RAI e-learning training through JDAI Connect.
8. Also consider reviewing *Juvenile Detention Risk Assessment, A Practice Guide to Juvenile Detention Reform*, available at www.jdaiconnect.org.

ALTERNATIVES TO DETENTION

The primary purpose of detention alternatives is to provide alternative forms of supervision to youth who would otherwise be detained. The Alternatives to Detention (ATD) must be appropriate to ensuring that youth appear in court at required hearings and remain arrest free prior to disposition. Pre-adjudication detention alternatives are not intended as “treatment” for youth who are detention eligible. Alternative programs are also a way of addressing the needs of post adjudicated youth without resorting to secure detention as a sanction. The key to effective utilization of alternative to detention programs is that youth assigned to alternatives, must be truly placed as an alternative to being in secure detention.

Observations:

ALTERNATIVES TO DETENTION (ATDS)

- Lancaster County has been pro-active on the development of promising practice programs and interventions for young people.
- Lancaster County has a relatively extensive list of programs for youth who get in trouble. These include some programs that are intended to keep youth out of court, e.g. diversion, early assessment and PACS.
- Programs designed to divert low risk youth from the system must be diligent to avoid net widening and over supervision. The team would encourage Lancaster Co. to continue to monitor data and policies in this area. Some of the pre-adjudication programming could possibly “raise the rates” regarding system responses to juvenile offending (e.g., the diversion program is a 90 day regimen; PACS supervises pre-adjudication cases, including using drug testing and EM).
- During interviews, there appeared to be uncertainty on the criteria and/or process on how youth are admitted to ATD programs within Lancaster County.
- The shelter appears to be utilized as a primary alternative to detention. It was reported the average length of stay in shelter is at least 30 days. Based off of this information, it appears shelter may be used less for short-term family reunification planning, but used more for holding purposes for youth waiting on long-term placements which is consistent with the observed culture of reliance on out of home placement.
- Youth are in secure detention awaiting placement in non-secure facilities. Holding a youth in secure detention only to be released to non-secure programming is counter intuitive.
- Service gaps mentioned during interviews included drug/alcohol services; mental health services, interpreter services and family crisis interventions.
- Lancaster County commits a commendable amount of local resources along with sizeable grant funds for programs and services, including ATD’s, for youth in the community. The county has established a structured process for the consideration and award of these funds to local providers. Some providers expressed that it can be uncomfortable to be in competition for resources with fellow providers. The team would recommend that the county continue to monitor their process to ensure fidelity, transparency and collaboration.

Recommendations:

1. The JDAI Collaborative could benefit from expanding their membership to include ATD providers.
2. The JDAI Collaborative, with the inclusion of ATD providers, should examine current ATD and Probation intake data to identify effectiveness of current ATD’s (i.e. numbers and types of youth placed, length of stay, outcomes, etc.), gaps, and target populations for any identified ATD expansion.
3. Given the awaiting placement issue, this site should explore barriers in developing more community based programming.

4. Examine data on the effectiveness of ATD programs, to include a comparison of where youth are coming from compared to location of ATD's/programs.
5. Training for all stakeholders on the purpose and admission criteria for all ATD programming in Lancaster County.
6. Participate in Fundamentals Training provided by the state JDAI technical assistance team to help all stakeholders further understand the role of ATD's in detention reform and system improvement.
7. JDAI Collaborative and Steering Team members should participate in the Alternatives to Detention e-learning training through JDAI Connect.
8. For more information on developing and using alternative to detention, review *Pathways Series 4, Consider the Alternatives*.

CASE PROCESSING

Efficient case processing ensures that youth are held in secure detention as briefly as possible. Furthermore, reducing unnecessary delays in case processing is essential to limiting lengths of stay in detention, ensuring efficient use of non-secure alternatives, increasing the likelihood that youth will appear for court hearings, reducing re-arrest rates while pending court and a variety of other system improvement outcomes. There are specific court practices and policies that are directly relevant to detention reform goals but also serve to establish a culture of effective advocacy, efficiency, timeliness and accountability.

Observations:

- Many stakeholders interviewed implied that the overwhelming majority of cases are resolved in timely ways, in larger part due to high plea rates and proffering of best offers by county attorney early in the case. The sight should review data at these points to ensure youth are moving through the system as quickly those interviewed reported.
- Those interviewed consistently reported young people lingering in detention fell into two categories; cases in which transfer to adult court is sought (not many, according to some) and awaiting placement cases in which youth have had multiple prior placements.
- Interviewees reported other point of delays include; completion of psychological evaluations, translation services, and awaiting placement.
- Conditional releases are used at various stages of a case (pre-adjudication, post adjudication, post disposition). For some it is used as a way for young people to "earn" there way on to probation, however the youth don't receive "credit" for the time they are on a conditional release. Based on interviews, there appears to be inconsistency between judges and the utilization of Conditional Releases.
- Sites around the country have seen a positive impact on waiting placement issues through the implementation of effective in home services. Lancaster County does have MST, however some reported there is insufficient demand. Data should be

- examined and shared regarding in home service utilization at all system points. Collaborative efforts to increase in home service capacity should be explored.
- Data provided shows variability by judge regarding detention utilization.

Recommendations:

1. The JDAI Collaborative should create a system map that can be examined to determine whether there are unnecessary delays in handling of cases that may be addressed. Particular attention should be given to a) court continuances, b) Pre-adjudication timeframes and c) probation violations. It will be critical to have defense, prosecution, judiciary, and probation to assist in this process.
2. The JDAI Collaborative should provide training for system stakeholders to educate other system stakeholders and community partners on their role in the juvenile justice system.
3. Lancaster County needs to define conditional release and minimize when it is utilized. (Pre-adjudicated, post-adjudicated, pending VOP). Concerns that data maybe skewed because of how frequently these are utilized.
4. JDAI Collaborative and Steering Team members should participate in the Case Processing e-learning training through JDAI Connect.
5. JDAI Collaborative and Steering Team members should review practice guide *Timely Justice* on JDAI Connect.
6. For more information on Case Processing review Pathways #5 - Reducing Unnecessary Delay: Innovations in Case Processing, available on JDAI Connect.

SPECIAL DETENTION CASES

Special detention cases include youth who are detained for violations of probation (VOP), for warrants, and youth who are awaiting placement. Youth detained for technical violations of probation and warrants are often low risk youth who have broken the rules and have frustrated the adults responsible for them. They may not pose a threat to public safety or fail to appear in court, but they need to be held accountable for their behavior. Effective population management involves developing policies, changing practices, and implementing programs designed to safely reduce the presence of these cases in secure detention facilities.

Observations:

- As noted, awaiting placement cases seem to be the primary driver of detention utilization in Lancaster County.
- Given the rates of out-of-home placements, an assumption is there are many “probation failures”. Lancaster County needs to explore more deeply violations of probation. Data on those detained for technical violations vs. new law violations should be examined. Information shared by the county attorney made it clear that the majority of new arrest cases handled by their office were either youth already on probation or youth who had previously completed probation. It may be that few

youth are formally classified as being in detention for probation violations, but a majority have been on probation and returned to court for some reason.

- Warrants are often the admission reasons for program placement failures. It does not seem to be the case that there are high rates of FTA (the county even has a service, operated by Human Services, to minimize FTA warrants, but it has a minimal caseload, which indicates few FTAs generally).
- Violations of conditional releases was discussed by several stakeholders as a reason youth end up in detention.
- Mental health issues were deemed a common reason for “special detention cases” (not because they required special services, but because those cases resulted in program failures, absconding, warrants and probation violations).
- Probation reported the recent statutory change regarding implementation of graduated incentives and sanctions. A new graduated response grid is being developed. An increased emphasis on incentives and targeted and swift sanctions could greatly impact probation violations in this jurisdiction.

Recommendations:

1. The JDAI Collaborative should partner with probation to develop strategies to reduce the use of detention for technical and warrant cases; and, strategies to expedite pending placement cases. Probation should inform the JDAI collaborative on graduated response efforts as they are developed and implemented.
2. Mental health experts need to be at the table to discuss concerns highlighted through interviews to ensure the needs of youth are being met.
3. JDAI Collaborative and Steering Team members should participate in the Special Populations e-learning training through JDAI Connect.
4. To learn more about special detention cases, consider reviewing Pathway Series 9, Special Detention Cases: Strategies for Handling Difficult Populations.

CONDITIONS OF CONFINEMENT

The JDAI emphasis on decreasing the unnecessary use of detention does not eliminate the existence of, or use of, secure detention for certain youth. There are those youth whom represent a risk to public safety, or who would fail to appear in court for further proceedings if released, that would be strong candidates for pre-adjudicative and post-adjudicative detention. Acknowledging that we will have youth in our secure facilities, it is incumbent upon our system to provide a safe environment for those youth and the staff who supervise them.

Observations:

- Administrators and staff at the detention center seem very competent and proud of what goes on inside the facility.
- The facility itself, on observations, was clean, orderly and not unusual in any respect.
- The detention center has worked collaboratively with local partners to meet mental health needs of the youth. Therapists are available to assess youth for crisis situations and assist staff on safety planning. Staff expressed frustration and concern for being able to meet the needs of this population.
- The local school district provides teachers on site to provide year round education and life skill services.
- Nebraska juvenile detention centers are governed by statutory juvenile detention standards developed by the Nebraska Crime Commission. The facility director reported that the facility undergoes an annual state review of conditions and they are always in compliance.
- It appears there would be an opportunity for the facility, Nebraska Crime Commission and state JDAI stakeholders to partner on developing a cross-walk between JDAI standards and state standards.

Recommendations:

1. The county and state could benefit from completing a cross-walk of state standards and JDAI conditions for confinement to help inform ongoing best practices.
2. As a part of JDAI implementation, futuristically, Lancaster County Youth Service Center should participate in a facility assessment, which can be supported by the State JDAI Collaborative, other NE JDAI site facility directors, and State JDAI Coordinators.
3. JDAI Collaborative and Steering Team members should participate in the Conditions of Confinement e-learning training through JDAI Connect.

REDUCING RACIAL AND ETHNIC DISPARITIES

Reducing racial and ethnic disparities in the juvenile justice system is a core strategy of JDAI that permeates all other strategies. This work requires that current and future policies and practices to be viewed through an ethnic and racial lens to determine whether they are having a disparate impact on youth of color. While many factors beyond the control of the juvenile justice system influence disparate detention rates for youth of color, a credible justice system should ensure that all youth, regardless of race or ethnicity, are treated similarly.

Observations:

- Various stakeholders reported that there were substantial immigrant populations in Lancaster County.
- Lancaster County has an established RED committee that meets quarterly. They attended the Georgetown certificate program several years ago and have since implemented a school based diversion program serving predominately youth of color.
- Through the interview process it was observed that issues of RED were referenced regarding programs in place to address DMC issues. It was not clear how race/ethnicity/gender data is discussed in policy level decision making.
- Some community organizations expressed a desire to dig deeper into RED issues and to have more active discussion about additional strategies to impact youth in their neighborhoods. They would like to have more coordination with data discussions.
- The RED committee has developed common definitions. It was not clear how often these are reviewed or who ensures all entities are utilizing these definitions.
- It was observed by the interview team that the majority of stakeholders interviewed were not very diverse. While Lancaster County is not extremely diverse in general, there may be opportunity for the RED team to explore strategies for recruiting a more diversion juvenile justice work force.

Recommendations:

1. The Detention Utilization Study will provide baseline data on youth of color in Lancaster County. As Lancaster County moves forward with JDAI, all data should be disaggregated by race, ethnicity, and gender. With identified shifts in population in the county, there is opportunity to be proactive in meeting the needs of changing populations.
2. Data should be utilized to support the expressed desire to create additional programs/services for youth from specific neighborhoods, experiencing economic and other struggles to prevent them from entering the juvenile justice system.
3. Implement ongoing racial and ethnic diversity training for all system stakeholders.
4. To learn more about viewing juvenile justice system improvement efforts through a racial and ethnic equity lens, the RED Committee should consider reviewing the *Pathways Series 8, Reducing Racial Disparities in Juvenile Detention*.
5. JDAI Collaborative and Steering Team members should participate in the Eliminating Disparities e-learning training through JDAI Connect.
6. Stakeholders should also consider reading *Adoration of the Question: Reflections on the Failure to Reduce Racial & Ethnic Disparities in the Juvenile Justice System* (2008) and, *The Keeper and the Kept: Local Obstacles to Disparities Reduction in Juvenile Justice Systems and a Path to Change* (2009), the W. Haywood Burns Institute. Both are available at www.burnsinstitute.org or www.jdaiconnect.org.