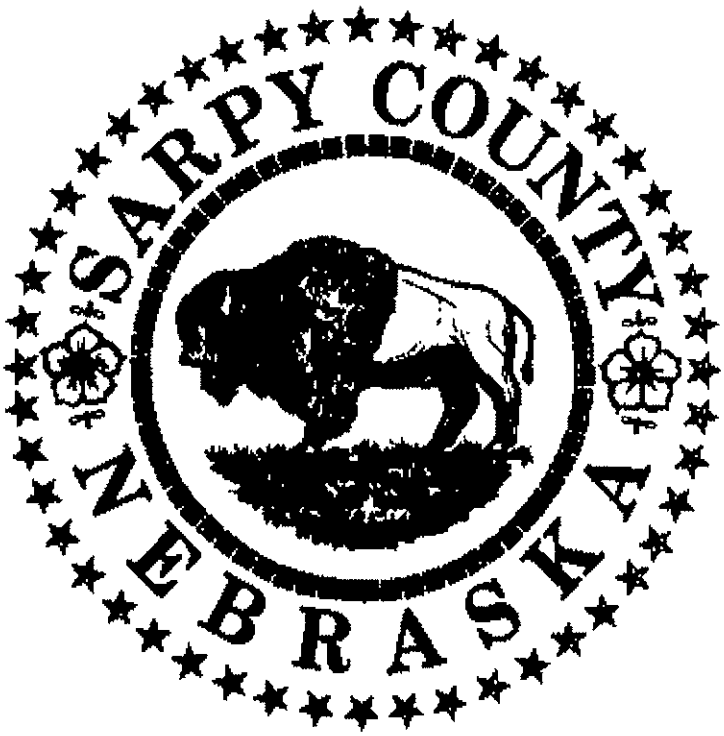
Sarpy County
Comprehensive Juvenile Services Plan
2009-2011



SARPY COUNTY
THREE YEAR COMPREHENSIVE JUVENILE SERVICES PLAN
2009-2011

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Sarpy County Comprehensive Plan
2009-2011

Vision

The vision guiding this comprehensive plan is to reduce juvenile delinquency and enhance public safety in Sarpy County.

Mission Statement for the Comprehensive Plan

The purpose of the Sarpy County Comprehensive Plan is to reduce juvenile delinquency, and enhance public safety by (1) identifying the risk factors related to delinquency and abuse/neglect; (2) developing appropriate prevention and intervention programs for delinquency and abuse/neglect; and (3) fostering system communication and cooperation across agencies and with the public to strengthen system effectiveness.

Executive Summary

Sarpy County is the fastest growing county in Nebraska. The average age of a Sarpy County resident is 28. Approximately one-third of the total population in the County is made up of juveniles between the ages of 0-17.

During adolescence, the need to belong, have a place that is valued, and be bonded to others intensifies. Youth who are not bonded to conventional community institutions such as school, work, religious and recreational organizations are much more likely to engage in criminal behavior. Community collaboration is crucial in strengthening youth and their families. The Sarpy County Juvenile Justice System works to interrupt the cycle of isolation and disconnectedness among community members, youth, and their parents, while holding youth offenders accountable for their crimes and building trust within their communities.

Early detection of issues facing young people in Sarpy County is vital for youth to receive services that will assist them in developing skills to resist risky behavior. Over the past three years Sarpy County has experienced a persistent pattern of juvenile offenders charged with drug and alcohol violations within the County, significantly influencing juvenile crime.

In August 2004, the Sarpy County SAFE Committee began working with Chinn Planning, Inc. on a needs assessment study of the Sarpy County juvenile justice system. This was the first stage in updating the Sarpy County Comprehensive Juvenile Services Plan. There were five system recommendations identified by the needs assessment.

The five system recommendations include:

1. Develop and implement a comprehensive assessment center.
2. Improve system operation and coordination.
3. Enhance existing programs and services for juvenile offenders.
4. Expand continuum of services and sanctions.
5. Plan for future secure detention capacity.

In April 2008, the Sarpy County SAFE Committee began working to review and update the current Comprehensive Juvenile Services plan. During that process four priorities were identified:

1. Improve system operation and coordination.
2. Enhance existing programs and services for juvenile offenders.
3. Expand continuum of services and sanctions.
4. Establish new programs for youth involved in the Sarpy County Juvenile Justice System.

In addition to the priorities listed above that create or enhance new programs and services, it is an established priority of Sarpy County to continue existing programs. It is imperative that current programming be maintained to ensure proper service provision to Sarpy County youth and their families. Sarpy County will continue to seek funding to support existing services as

well as implement new programming. The creation of new programs or the enhancement of existing services is dependent upon the availability of funding.

First year activities will include, working to enhance existing programs and services for juvenile offenders (Priority 1) by piloting a Family Drug Court, ensuring there is adequate staffing for the ever-growing CARE Program, expanding the programming available at the Juvenile Reporting Center, seeking the resources needed to allow the Pretrial Juvenile Assessment Center to perform assessments on all juveniles entering Diversion programming rather than a portion of them, and working with HHSS/OJS regarding initiatives to reduce the timeframe for completion of juvenile evaluations.

Additionally, year one activities will include continued work on an integrated information sharing system. Finally, Sarpy County will begin to discuss the possibility of secure juvenile detention.

During 2010, the second year of the Plan, Sarpy County will work to expand drug and alcohol treatment programs for juveniles (Priority 3), the SAFE Committee, County Officials, area schools, and local youth service agencies will work together to develop and implement truancy intervention programs to assist youth who are encountering truancy and academic issues (Priority 4) and will seek the resources necessary to develop and implement a young offender program for juveniles ages 8-12 who are involved in the juvenile justice system (Priority 4).

In the last year of the Plan, Sarpy County will focus on Priority 4 by establishing mental health services for juveniles and Priority 3 by expanding prevention/intervention services.

A mission of creating a balanced and restorative approach to juvenile justice in Sarpy County includes initiating programs that allow juvenile justice systems and agencies to improve their capacity to protect the community and ensure accountability of youth offenders. Juvenile offenders who come within the jurisdiction of the court should leave the system capable of being productive and responsible in the community.

Community Team

The Sarpy County SAFE Committee (see Attachment D) was established in the spring of 1991.

The **Goal** of the SAFE Committee is: to bring administrators of schools, law enforcement, County prosecution, and probation together to present a process and method of information sharing, cooperation and coordination leading to improved public policy regarding youth in the community, schools, and the County Juvenile Justice System.

The **Mission** of the SAFE Committee is: to create and maintain a county-wide network of school, law enforcement, juvenile justice, social service, business, private agencies, and medical personnel for the purpose of developing a process of prevention, intervention, cooperation, sharing of information, and coordination of services for endangered, troubled, and delinquent youth.

The SAFE Committee is a sub committee of the Sarpy County Criminal Justice Coordinating Committee and shall consist of two participation levels: The Executive Committee and the Steering Committee.

A. The Executive Committee: is comprised of the Sarpy County Attorney, Sarpy County Sheriff, the designated School Administrator, and a Juvenile Court Judge. The Executive Committee performs the specific duties of developing policy decisions as needed for the Steering Committee.

B. The Steering Committee: The Sarpy County Attorney, Sarpy County Sheriff, the designated School Administrator, and Sarpy County Separate Juvenile Court Judge recommend members to the Steering Committee for vote.

Steering Committee meetings are held on a quarterly basis and meetings of the Executive Committee are held on an ad hoc basis. An Educational Task Force has been developed to discuss issues facing schools and justice agencies serving the Sarpy County juvenile justice system. The Task Force provides regular updates to the Steering Committee on recommendations and solutions to issues discussed by the Task Force.

History of the SAFE Committee:

In the summer of 1992, the Steering Committee and the various task forces began meeting on a monthly basis. In the late spring and early summer of 1993, it was recommended that an Executive Committee be formed to oversee the operations of the Steering Committee and the various task forces. It was also recommended at this time that a committee be formed to investigate the possibility of a detention center for Sarpy County youth.

In January 1996 the Committee established short range goals to address issues concerning 1) the long term solution of building a staff secure detention facility within three years in Sarpy County; 2) inter-agency communication to access pre-approved data from the Juvenile Court; 3) establish a committee to keep the community aware of problems and issues in Sarpy County pertaining to juveniles, and to provide the community with the activities of the SAFE Committee; 4) develop a county-wide policy of early intervention for truancy and follow up, and provide law enforcement agencies with current school policies; and 5) deal with issues of domestic abuse, child abuse, and early sexual activity.

In January 2000 the Sarpy County SAFE Committee met to develop a Comprehensive Juvenile Services Plan. The SAFE Committee developed a two phase vision that guided the Comprehensive Plan: "reduce juvenile delinquency and enhance safety in Sarpy County".

The mission for the Comprehensive Plan was to "reduce juvenile delinquency and enhance public safety by (1) identifying the risk factors related to delinquency and abuse/neglect; (2) develop appropriate prevention and intervention programs for delinquency and abuse/neglect; and (3) foster system communication and cooperation across agencies and with the public to strengthen system effectiveness.

It was the intention of the Comprehensive Plan Workgroup to build upon the County's strengths to address the problems and gaps in services facing the community.

In March 2002, the Sarpy County SAFE Committee began working to update the Sarpy County Comprehensive Juvenile Services Plan. Five priority areas were identified as critical to reducing the number of youth involved in the Sarpy County juvenile justice system. The five priorities include 1) maintain and strengthen ongoing services, including the Sarpy County Sheriff's Staff Secure Holdover, and the development of new programming to provide quality services to youth and their families; 2) develop community based services to assist youth involved in the Sarpy County juvenile justice system with ongoing transportation issues; 3) develop community based delinquency and substance abuse prevention, early intervention, and treatment services for youth and their families involved in the Sarpy County juvenile justice system; 4) strengthen the SAFE Committee; and 5) improve the well-being of children in Sarpy County, including addressing the problems associated with substance abuse, mental health issues, and dysfunctional parenting skills that lead to youth becoming involved in the Sarpy County juvenile justice system.

In November 2005 the SAFE Committee updated the Comprehensive plan to focus on new issues and priorities. In April of 2008 The Committee came together to review the accomplishments of the 2006-2008 Comprehensive Plan and recognized not all of the goals were achieved and will continue to work toward the accomplishment of those goals as well as the new priorities outlined in the 2009-2011 Plan. It is the intention of the SAFE Committee to build upon the County's strengths to address the problems and gaps in services still facing the community.

Community Description

Sarpy County is located in the greater Omaha metropolitan area, adjacent to Douglas County. Sarpy County, the fastest growing county in the state of Nebraska, is comprised of the rapidly growing cities of La Vista in the north, Papillion in the center, Bellevue to the east, and Gretna and Springfield to the west. According to the Metropolitan Area Planning Agency (MAPA), Gretna and La Vista were the fastest growing cities in Nebraska in 2004. As a result, the County is currently experiencing a substantial population increase.

Sarpy County is surrounded on three sides by water with its western and southern boundaries being formed by the Platte River and the eastern border along the western bank of the Missouri River.

The County is comprised of 236 square miles of rich agricultural land and a rapidly growing urban population. The rural portion of the County is composed of the Gretna, and Springfield areas to the south and west. The rural area also includes the unincorporated areas of Chalco, Gilmore, Richfield, and Rumsey. (Approximately 48% of residents reside in rural areas and 52% in urban areas).

Sarpy County is the fastest growing county in Nebraska with a population of 122,595. Today more than 69,000 residents live in Bellevue, Capehart, Papillion, La Vista, and on Offutt Air Force Base. The County's population growth is primarily due to the expanding private sector economy and the opening of the Kennedy Freeway in 1994.

The major highways serving Sarpy County include Interstate I-80 running from the north center county line to the southwest corner of the county which connects Sarpy County with both Omaha and Lincoln.

U.S. Routes 73/75, 6, and the Kennedy Freeway run north-south along with Nebraska Routes 50 and 85. The major east-west thoroughfare is Nebraska route 370.

Railroad transportation for Sarpy County is provided by the Union Pacific Railroad and the Burlington Northern Santa Fe Railroad. Air transportation for Sarpy County residents is offered by the Eppley Airport located in Omaha.

Population

The average age of a Sarpy County resident is 28 and approximately one-third of the total population in the County is made up of juveniles between the ages of 0-17. The following tables show the breakdown of population by the number of adults and juveniles, gender, and ethnicity.

Gender & Ethnicity	Total County Population Number	%
Male	60,930	49.7%
Female	61,665	50.3%
White	109,335	89.2%
Hispanic	5,358	4.4%
African American	5,340	4.4%
Native American	515	0.4%
Asian	2,331	1.9%
Other	5,074	4.1%
Total	**122,595**	**100%**

Gender & Ethnicity	Total Juvenile Population Number	%
Male	28,108	51%
Female	26,695	49%
White	44,901	81.9%
Hispanic	4,205	7.7%
African American	3,418	6.2%
Native American	321	0.6%
Asian	1,958	3.6%
Other	0	0
Total	**47,444**	**100%**

Source of data: U.S. Census Bureau 2000 State and County Quick Facts

The Economy

According to the Nebraska Department of Labor, the average annual civilian labor force in Sarpy County in 2000 was 62,230. The following table shows the comparison of income for Sarpy County.

	2000 Median HH Income	1990 Median HH Income	2000 Median Family Income	1990 Median Family Income
Bellevue	$41,201	$31,923	$54,422	$35,749
Gretna	$50,112	$35,559	$56,410	$41,250
La Vista	$47,280	$31,836	$52,819	$32,825
Papillion	$63,992	$42,796	$70,737	$46,993
Springfield	$48,083	$30,156	$54,236	$33,355

Sarpy County	**$53,804**	**$35,575**	**$59,723**	**$38,315**

	2000 Per Capita Income	1990 Per Capita Income	2000 Percent Below Poverty	1990 Percent below Poverty
Bellevue	$20,903	$13,540	5.9	5.7
Gretna	$21,729	$12,412	3.6	3.8
La Vista	$19,612	$11,217	5.7	4.4
Papillion	$24,521	$14,707	2.7	2.8
Springfield	$19,573	$10,633	2.6	3.7
Sarpy County	**$21,985**	**$13,284**	**4.2**	**4.5**

Source of data: U.S. Census Bureau 2000 State and County Quick Facts and MAPA

Sarpy County, unlike most of Nebraska, does not have an agriculturally oriented economy. Offutt Air Force Base is located in the County, making the U.S. Military the County's largest employer. Offutt Air Force Base is home of U.S. Stratcom, a joint command staffed by members from all branches of the military that employs approximately 10,834 people.

Werner Enterprises is the County's second largest employer. Werner is among the five largest truckload carriers in the United States. At 2000 year-end, the fleet consisted of 7,475 tractors, over 19,770 trailers, and over 10,000 employees and independent contractors.

Bellevue, the state's oldest city, is enjoying a new building boom, making it one of the fastest growing cities in the nation. The City of Bellevue saw its population grow by an impressive 47.5% during the decade of the 1990s.

The City of Gretna's growth has been spurred by its location near Interstate 80, off of Highways 6 and 31and the improvements to State Highway 370.

Recreation

Each of the major communities offers a wide variety of activities for youth and their families. The County is served by 63 different clubs, organizations, and sports leagues.

Bellevue is home to one of the Midwest's largest events held annually - the Offutt Air Force Base Open House and Air Show.

Each year over 100,000 people gather to watch fighter planes grace the sky and to get a hands-on look at America's military might.

The Papillion Community offers Sarpy County youth and families the opportunity to play together at the Papio Bay Aquatic Center that includes five acres of swimming and outdoor water activities. Halleck Park offers an arboretum, four ball diamonds, and a fishing pond.

The Sarpy County Fair, Springfield Days, and the famous Soda Fountain Shop are just a few of the activities found in Springfield.

Youth and their families have the opportunity to enjoy the natural beauty of Nebraska at the Schramm State Park that is located off Highway 31 just south of Gretna and includes scenic hiking trails overlooking the Platte River. Haworth Park is a 153 acre park with a public boat launch access to the Missouri River, picnic tables, play grounds, soccer fields, and many other fun activities.

The Fontenelle Forest and Nature Center in Bellevue is home to 17 miles of trails, including the new one-mile barrier free boardwalk, on over 1,300 acres. The Forest is amid the scenic bluffs overlooking the Missouri River Valley.

Wehrspann Lake is located in the Chalco Recreation Area and offers boating, fishing, hiking, bike trails, and the scenery of the beautiful recreation area in western Sarpy County.

Education

Sarpy County offers quality education for youth and families in all of its communities. The Gretna School District has gained national recognition and a reputation for providing fine educational opportunities. Those opportunities are complemented by honors in academic accreditation, high graduation rates, and a disciplined learning environment.

Sarpy County School Districts include:

- **Bellevue Public Schools** serve approximately 9,200 students annually with 2 high schools, 2 middle schools, 14 elementary schools, a center for suspended students, and a program for behavior disordered students housed in a separate building. The District also has an evening program for credit recovery for high school students and an adult education program for those seeking a GED.
- **Papillion-La Vista Public Schools** serve approximately 8,565 students annually with 2 high schools, 2 middle schools, 12 elementary schools, and 1 alternative high school.
- **The Gretna School District** serves approximately 1,476 students annually with, 1 high school, 1 middle school, and 1 elementary school.
- **The South Sarpy School District #46** serves approximately 1,094 students annually with, 1 high school, 1 middle school, and 2 elementary schools.
- **OPS**- Sarpy County students are also served by Bryan High School, Bryan Middle School, Chandler View, Pawnee, and Gilder Elementary Schools.
- **Private Schools** - Sarpy County is also served by Omaha Gross and Bellevue Christian High Schools and 4 Catholic elementary schools.

Agencies and Support Services

Sarpy County has been proactive in the wake of rising juvenile crime. In 1976 a unique juvenile justice system was established when the Sarpy County Separate Juvenile Court and Juvenile Probation Office was created.

Today the Health and Human Services System, the Sarpy County Juvenile Probation Office, the Sarpy County Juvenile Court System, the Sarpy County Juvenile Diversion program, the Sarpy County Drug Court, the Office of Juvenile Services, the Nebraska State Juvenile Probation and Intensive Supervision Probation Services, and the C.A.R.E. Staff Secure Hold Over work together to ensure that juvenile offenders are appropriately served when they enter the Sarpy County juvenile justice system.

The agencies provide youth involved in the juvenile justice system access to quality, thorough assessments and substance abuse and mental health treatment services. The Sarpy County juvenile justice system also provides restorative justice programming. Restorative justice programming assists youth in being held accountable for their actions while gaining skills necessary for them to fully participate in society.

The Sarpy County Sheriff's Juvenile Services Division is credited with running an effective electronic monitoring program for Sarpy County juveniles. It is known as the C.A.R.E. (Children at Risk Education)

program. The Sarpy County Sheriff's Juvenile Services Division also runs a staff secure detention center for juveniles who must be held while waiting for a court hearing or court ordered placement.

The need for a juvenile justice center was identified during the comprehensive planning process. In late March 2000, the Sarpy County Board of County Commissioners initiated a Pre-Architectural Juvenile Justice Center Planning Study to determine the feasibility and cost of constructing a new juvenile justice center. Space requirements for two additional components, including an assessment center and alternative school, were developed.

Sarpy County law enforcement agencies include the Sarpy County Sheriff's Office and the Police Departments of Bellevue, Papillion, and La Vista. The Sarpy County Sheriff's Department, headed by Sheriff Jeff Davis, is located in Papillion, Nebraska. The Law Enforcement Center contains the offices of the Sheriff, as well as the County Jail.

Community Coalitions assisting youth and families in Sarpy County include the Bellevue Mayor's Task Force and Gretna's community based coalition. Both coalitions are comprised of concerned citizens including school officials, faith community members, law enforcement, parents, youth, civic and business representatives, and County personnel that work to develop community based programs to prevent delinquency and alcohol, tobacco, and other drug use by youth.

Sarpy County's Prioritized Needs

The SAFE Committee came together in April 2008 to review the accomplishments of the 2006-2008 Comprehensive Plan and update it to focus on new issues and priorities. The SAFE Committee identified a number of risk factors facing the youth and families of Sarpy County. These risk factors have been shown to lead to substance abuse and enhanced involvement in the juvenile justice system.

The SAFE Committee identified the following as the purpose of the Sarpy County Comprehensive Juvenile Services Plan: to reduce juvenile delinquency and enhance public safety by 1) identifying the risk factors related to delinquency and abuse/neglect; 2) developing appropriate prevention and intervention programs for delinquency and abuse/neglect; and 3) fostering system communication and cooperation across agencies and with the public to strengthen system effectiveness.

The SAFE Committee identified the need for local community based services for youth and their families as one of the biggest risk factors facing Sarpy County residents. The Committee will work closely with local County Officials and agencies to develop a network of local providers offering services in the Sarpy County area.

The increase in the juvenile population of Sarpy County, combined with unlimited and unstructured time after school, on weekends, and in the summer, has factored into the increase of crime in the County. The results of youth participating in risky behavior such as substance abuse, gang activity, assaults, and other criminal mischief has also contributed to youth involvement in the juvenile justice system.

The SAFE Committee is committed to strengthening on going services including the Sarpy County Staff Secure Holdover and the development of new programming to

provide youth and their families quality services.

The following priorities were identified by the Committee to be addressed through the priorities and strategies of the 2009-2011 Sarpy County Comprehensive Juvenile Services Plan.

Priority One

Improve system operation and coordination.

Develop an Integrated Information System: Integration of agency information is crucial to assisting youth and their families in receiving the help they need. Increased coordination among agencies and the development of an information management system are vital in overcoming the current duplication of services occurring in the Sarpy County juvenile justice system. In addition, enhancements to system information collection and sharing will lead to a greater understanding of the trends and profile of juvenile offender service requirements.

Prevention, intervention, and juvenile court services and programs should be integrated with the following Sarpy County agencies: 1) law enforcement; 2) juvenile justice agencies; 3) social services; 4) child welfare agencies; 5) schools; and 6) family preservation programs.

As part of this Comprehensive Plan, the S.A.F.E. Committee will 1) work closely with the State of Nebraska on the NCJIS information system; 2) seek contracts with local schools to release student information as allowed by the Family Education Rights to Privacy Act (FERPA); 3) work closely with local schools to find acceptable ways to share information..

Priority Two

Enhance existing programs and services for juvenile offenders.

Sarpy County currently operates several programs that either divert youth from formal court processing, or provide an alternative to residential placements. As part of this priority, Sarpy County will focus on the continuation of existing programs as well as enhancement. Efforts to continue programs will include securing funding that enables them to operate at their current level of service. To enhance existing programs and services, Sarpy County will work to improve the following services:

Diversion Services: The Sarpy County Attorney's Office implemented the Juvenile Diversion Program in 1979 and over 6,000 youth and their families have participated in the program.

One of the issues currently facing the Program is that not all youth entering the Program receive comprehensive risk and needs assessments which aid in the determination of appropriate placement. Therefore, the Diversion Program could be enhanced by completing a comprehensive risk and needs assessment of every youth referred to the Program, including a drug and alcohol screening and the YLS/CMI.

Drug Treatment Court: Sarpy County has operated a juvenile drug treatment court since 2000. Since the inception of the program, 80 youth have successfully completed Drug Court. Grant and County funding will be solicited to allow this program to maintain its current level of

service. According to the Chinn Study, the Drug Court program could be improved by: 1) developing a continuum of sanctions to reduce the number of youth placed at the Juvenile Justice Center as a sanction; 2) developing incentives for youth in the Program; 3) reducing the average length of time in the Program; 4) piloting a Family Drug Court, which would serve both the youth and the family involved in drug abuse; and 5) monitoring outcomes and recidivism rates to determine whether intended outcomes of the Program are realized.

CARE Program: The Sarpy County Children At Risk Education (CARE) Program provides supervision and monitoring of youth in the community as an alternative to staff secure placement. The CARE program is a low cost form of supervision, averaging $32 per day versus $266 in the Juvenile Justice Center. The CARE Program can be enhanced by: 1) ensuring there is adequate staffing to maintain the expanding caseload of juveniles being placed on the CARE Program; and 2) continue to expand sanctions for youth that do not comply with CARE Program requirements, but may not need to be placed in staff secure detention.

In addition to enhancing this program, Sarpy County will continue to seek funding to guarantee CARE's current level of service.

Evaluation Process: Youth placed in the Juvenile Justice Center awaiting an evaluation for the court often have an excessive length of stay at the Center. The County will continue to work with HHSS/OJS regarding new initiatives to reduce the timeframe for completion of an evaluation.

As part of this Comprehensive Plan, the SAFE Committee will work to implement these enhancements to current services.

Sarpy County Juvenile Reporting Center: Often a youth's first involvement in the Sarpy County juvenile justice system is a direct result of youth spending unlimited and unstructured time after school, on weekends, and in the summer. Behaviors seen by young people as "rites of passage" are encountered during unsupervised times of the day.

The Sarpy County Juvenile Reporting Center was developed with varying levels of program duration for both pre-adjudicated and adjudicated juvenile offenders. The per diem cost is substantially lower than detention and the Reporting Center provides a highly structured intermediate sanction alternative.

In June of 2008, the Program received notice from the United States Department of Justice they were being nominated for the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Model Program Guide. Additionally, the Program was recommended for OJJDP publications and/or reports for best practices to reduce juvenile offending.

Due to the success of the Center, it is imperative that the program continue to be enhanced by adding new programming and other important juvenile services.

Sarpy County Pretrial Juvenile Assessment Center: Many youth who enter the Sarpy County juvenile justice system do not have a comprehensive assessment of risk and needs at the front end of their involvement with the system. This can lead to placement in an inappropriate program, or worse, it can result in a youth being in the

juvenile justice system for a long period of time before the most appropriate services are identified. Sarpy County does conduct a needs assessment on youth placed in the staff secure detention center, but this is only a small portion of juveniles involved in the juvenile justice system.

Assessment is most critical at a youth's earliest point of contact with the juvenile justice system. Currently, only a portion of juvenile offenders who are detained or in court proceedings receive assessment, significantly delaying the County's ability to appropriately identify and respond to the youth's risks and needs. Early assessment identifies youth who are at risk for entering the juvenile justice system due to mental health and substance abuse issues or who pose a threat to the community. The assessment also identifies youth who can be diverted from court proceedings or detention and be placed in a community based or staff secure program.

The increase in the number of juveniles involved in the juvenile justice system has created a greater need for youth to receive thorough, comprehensive, and consistent assessments that allow them and their families to receive proper services to reduce the likelihood that they continue to engage in inappropriate risky behaviors.

Total population of Juvenile offenders involved in the Sarpy County juvenile justice system	
2003	1,701
2004	1,995
2005	2,008
2006	2,314
2007	2,437
Number of youth involved in the Sarpy County juvenile justice system receiving risk needs assessments at the Juvenile Assessment Center	
2003	155
2004	205
2005	277
2006	291
2007	310
Number of youth involved in the Sarpy County juvenile justice system receiving detention screening assessments at the Juvenile Assessment Center	
2003	975
2004	1,067
2005	1,180
2006	865
2007	847
Number of youth involved in the Sarpy County juvenile justice system receiving predisposition investigations from District 5 Probation	
2003	213
2004	224
2005	212
2006	170
2007	182
Number of youth attending programming or supervision services a the Sarpy County Juvenile Reporting Center receiving assessments	
2003	NA
2004	NA
2005	NA
2006	16
2007	23
Number of youth referred to the Sarpy County Juvenile Intake Program receiving assessments at the Pretrial Juvenile Assessment Center	
2003	NA
2004	NA
2005	NA
2006	17
2007	227

As the system currently functions, juvenile risks and needs are not identified on the front end of the system. Youth who commit status offenses or are diverted from the formal court process do not receive a comprehensive risk/needs assessment. In addition, juvenile justice agencies use their own risk/needs assessment tools and there is no comprehensive, uniform assessment. Furthermore, none of the completed assessments follow the youth through each point of the juvenile justice system.

From July 1, 2006 to August 31, 2008 a total of 1,446 juvenile offenders were referred to the Diversion Program and 74% (1,076) completed the intake process and began receiving services. Since the PJAC began serving youth in December 2006 a total of 364 assessments have been completed by the JAO. Of the 364 offenders served by the PJAC the Program has valid data on 363 youth. Since the inception of the Pretrial Juvenile Assessment Center, more in depth problems are being discovered (i.e., cuttings, suicide, abuse in the home, additional substance abuse, homelessness). Program staff are dealing with more than the original offense on many of these cases. Because of the PJAC, Juvenile Intake Officers are now spending more time with their clients dealing with more serious issues. The Assessment Officer collects a more detailed family history/family dynamics report than regular intake which focuses more on the juveniles past family history, family dynamics, and presenting problems. By collecting a more detailed report, the Diversion Office is now capable of assisting the juvenile and their family in long term change. This long term change assists in the juvenile receiving services which increases the likelihood that the juvenile will not re-offend and end up in the court system.

Unfortunately, due to a lack of funding, the PJAC is not able to assess every juvenile. Currently juveniles are chosen through random selection to participate in the assessment. The need to assess all juveniles who have been charged with a crime is evident and the PJAC will continue to seek the resources necessary to achieve that goal.

Priority Three

Expand continuum of services and sanctions.

Expand Drug and Alcohol Treatment Programs: A number of youth involved in the Sarpy County juvenile justice system have alcohol and substance abuse treatment needs.

Over the past three years the Sarpy County Diversion Services Program has encountered a rise in the number of participants experiencing substance abuse problems.

Number of youth in the Sarpy County Diversion Program experiencing substance abuse problems	
2005	208
2006	268
2007	185
Number of juveniles in the Sarpy County Diversion Program involved in alcohol abuse	
2005	125
2006	174
2007	134
Number of juveniles in the Sarpy County Diversion Program involved in drug abuse	
2005	83
2006	94
2007	51

While improvements have been made over the last three years, the SAFE Committee will work with service providers to expand services to juvenile offenders and their families. National research has shown nine key element of effective treatment programs: 1) comprehensive assessments that cover emotional and medical problems, learning disabilities, family functioning, and other aspects of an adolescent's life; 2) comprehensive and integrated services; 3) parental involvement in a youth's treatment; 4) program design appropriate for adolescents; 5) a climate of trust between therapists and youth; 6) staff well-trained to work with adolescents; 7) programs that address the distinct needs of boys and girls and of different racial and ethnic groups; 8) relapse prevention training, aftercare plans, referrals to community resources, and follow-up; and 9) rigorous evaluation of treatment outcomes. Sarpy County will work diligently to ensure these elements are included in all drug and alcohol treatment programming.

Expand Prevention/Intervention Services: During adolescence, the need to belong, have a place that is valued, and be bonded to others intensifies. Youth who are not bonded to conventional community institutions such as school, work, religious, and recreational organizations are much more likely to engage in criminal behavior.

Using the balanced mission and restorative justice framework, Sarpy County juvenile justice agencies are working to interrupt the cycle of isolation and disconnectedness among community members, youth, and their parents while holding youth offenders accountable for their crimes and building trust within their communities.
Civic organizations and faith based communities work to provide a strong sense of community and support system through structured learning for youth and families.

"Prevention" is often used to describe early interventions in a young person's life to reduce the likelihood of engaging in risky behaviors that will result in involvement in the juvenile justice system.

Today portions of Sarpy County youth are educational underachievers who are skeptical about their ability to enter the American mainstream. Civic organizations, clubs (i.e.: 4-H, Boy and Girl Scouts, etc.), faith based communities, and other youth serving organizations (GREAT, DARE, and School Resource Officers) are working to build the skills necessary for youth to meet the requirements and responsibilities needed to find success in their families, workplaces, and communities.

The SAFE Committee and Sarpy County Officials are committed to providing prevention and early intervention services to assist youth in avoiding delinquent and criminal behavior and to facilitate full and just participation of young people in society.

Currently Sarpy County provides delinquency prevention and early intervention services to youth through the Sarpy County Diversion Services Unit, Sarpy County Teen Court, and Sarpy County Drug Court programs. The SAFE Committee will continue to work with private agencies, faith based communities, and civic clubs and organizations to expand prevention and early intervention programming such as mentor and tutoring programs. Through these programs, youth learn about commonly accepted positive social characteristics like honesty, integrity, responsibility, and positive modeling from adults who establish relationships that are intergenerational. Youth are given the

chance to connect to caring adults through faith based youth groups and mentor programs when appropriate role models are not present in the life of a young person.

Priority Four

Establish new programs for youth involved in the Sarpy County Juvenile Justice System.

Establish Mental Health Services: Many of the youth entering the juvenile justice system have mental health treatment needs. Screening and assessment of mental health is critical to identifying service needs. The SAFE Committee will work with mental health treatment providers to expand services to juvenile offenders.

Develop and Implement a Truancy Prevention Program: The SAFE Committee identified a number of issues currently faced by youth and their families related to delinquency prevention. According to the National Institute of Drug Abuse, risk factors faced by juvenile offenders related to academic success include youth engaging in inappropriate shy and aggressive behavior in the classroom, failure in school performance, poor social coping skills, and affiliations with deviant peers.

Youth involved in the Sarpy County juvenile justice system are at risk of school and job failure due to their absenteeism and repeated truancy which results in poor academic success. Failure in school performance and poor school performance leads to truancy, poor social coping skills, and affiliations with deviant peers or peers around deviant behavior.

By the time a youth is sent to detention, he or she has usually committed multiple law offenses. Initial encounters with law enforcement often begin with status offenses such as running away, minor in possession of alcohol, tobacco, or other drugs, or truancy and escalate to violations that are more serious.

In a recent study of juvenile offenders in Nebraska the impact of truancy in particular became very clear. The study showed that 84% of juvenile offenders did not attend school, or had severe problems attending school.

School Resource Officers (SROs) are having a major impact in the reduction of youth involved in the Sarpy County juvenile justice system. SROs and Sarpy County school personnel are working to decrease the number of youth involved in risky behavior associated with truancy issues.

As part of the activities of this Comprehensive Juvenile Services Plan, The SAFE Committee, County Officials, area schools, and local youth service agencies will work together to develop and implement truancy intervention programs to assist youth who are encountering truancy and academic issues.

Develop and Implement a Young Offender Program for Juveniles Ages 8-12: The Sarpy County Juvenile Intake Diversion Program continues to receive a substantial number of youth ages 8-12 referred to the program. The developmental needs of this age group vary from that of their older peers due to the abstract thinking brain development that occurs during the adolescent years.
The program will be designed to include education for both the young offender and their parents. The parenting classes will

include information on providing the youth with immediate consequences for their behavior, parenting with accountability and enhanced supervision techniques as well as assisting parents in reinforcing the lessons the youth learn from the program. The young offender will be involved in the program for a shorter period of time to assist youth in connecting their behavior to the consequences they are experiencing.

Number of Juvenile Offenders Ages 8-12 Referred to the Sarpy County Juvenile Intake Diversion Program	
2003	44
2004	48
2005	47
2006	26
2007	27

The current program requirements of the Juvenile Intake Program are structured to meet the developmental needs of youth ages 12-18. Therefore, the SAFE Committee and the Juvenile Intake Program will work to design a comprehensive structured program to meet the unique needs of youth in this age range.

Plan for Secure Juvenile Detention: The Sarpy County Juvenile Justice Center provides staff-secure juvenile detention to youth involved in the Sarpy County Juvenile Justice System.

Sarpy County is the fastest growing county in Nebraska; as a result the County has seen an increase of juvenile offenders being placed at the Juvenile Justice Center for staff secure placement as well as an increase of juveniles needing secure detention. Additionally, the crimes committed by the juveniles are far more serious, resulting in an increased need for secure detention.

Sarpy County is in need of a Secure Detention Facility to be added on to the current Juvenile Justice Center. During the past year, Sarpy County was unable to place juveniles at the Douglas County Youth Center (DCYC) for secure detention. Any juvenile requiring secure detention had to be transported to either Lancaster or Madison County. The cost of housing a juvenile in other facilities, particularly those outside of the Metro area, becomes a financial concern as the County must also factor in the cost of transportation. Only recently has space been available at DCYC; however, there are no bed guarantees and availability of beds changes on a daily basis. It is imperative that Sarpy County begin to look at adding secured detention to the Juvenile Justice Center so that the County is better able to manage its own juvenile offender population more efficiently and cost effectively.

Sarpy County Juvenile Services Budget

In the past five years Sarpy County has experienced an increase in costs associated with detention and non-detention services for youth involved in the Sarpy County juvenile justice system.

In FY 2008, Sarpy County spent $1,264,355 for detention costs and another $1,393,390 for non-detention services.

It is estimated that approximately $200,000 of new funding will be needed each year to implement the programs and solutions involved in this Comprehensive Plan. Funding estimates for these solutions do not include the services that will be provided at the Sarpy County Juvenile Justice Center. Therefore it is critical that Sarpy County continue to receive funding from outside sources such as the LB640 County Juvenile

Services Aid Fund and the Nebraska Crime Commission State Juvenile Justice grants.

Activities and Timetables

This Comprehensive Plan is viewed as a fluid and workable plan that will be evaluated yearly to determine the successful implementation of the identified solutions. Each year the Comprehensive Planning Committee will meet to evaluate the progress of the Plan and determine the activities and timetables of the upcoming year.

Appendix B contains a timeline for the first year of implementation of Sarpy County's strategies to address the priorities outlined in this Comprehensive Plan. The timeline includes a list of the activities, agencies, and resources needed to address these priorities.

First year activities will include, working to enhance existing programs and services for juvenile offenders (Priority 1) by piloting a Family Drug Court, ensuring there is adequate staffing for the ever-growing CARE Program, expanding the programming available at the Juvenile Reporting Center, seeking the resources needed to allow the Pretrial Juvenile Assessment Center to perform assessments on all juveniles entering Diversion programming rather than a portion of them, and working with HHSS/OJS regarding initiatives to reduce the timeframe for completion of juvenile evaluations.

Additionally, year one activities will include continued work on an integrated information sharing system. Finally, Sarpy County will begin to discuss the possibility of secure juvenile detention.

During 2010, the second year of the Plan, Sarpy County will work to expand drug and alcohol treatment programs for juveniles (Priority 3), the SAFE Committee, County Officials, area schools, and local youth service agencies will work together to develop and implement truancy intervention programs to assist youth who are encountering truancy and academic issues (Priority 4) and will seek the resources necessary to develop and implement a young offender program for juveniles ages 8-12 who are involved in the juvenile justice system (Priority 4).

In the last year of the Plan, Sarpy County will focus on Priority 4 by establishing mental health services for juveniles and Priority 3 by expanding prevention/intervention services.

In addition to the priorities listed above that create or enhance new programs and services, it is an established priority of Sarpy County to continue existing programs. It is imperative that current programming be maintained to ensure proper service provision to Sarpy County youth and their families. Sarpy County will continue to seek funding to support existing services as well as implement new programming. The creation of new programs or the enhancement of existing services is dependent upon the availability of funding.

Evaluation

Evaluation is often viewed as a highly complex, time consuming, and expensive process. Understanding the success of a program or solution is vital in knowing how to assist youth and their families involved in the juvenile justice system.

Integration of agency information is crucial to assisting youth and their families in receiving the help they need. Increased coordination among agencies and the development of an information management

system are vital in overcoming the current duplication of services occurring in the Sarpy County juvenile justice system.

Currently, programs providing services to youth involved in the Sarpy County juvenile justice system do not have a uniform venue for collaborating and sharing the information they collect. Youth and their families often flow through the system receiving duplicated services without individual agencies knowing their history.

A uniform and comprehensive Management of Information System (MIS) for Sarpy County agencies and programs is not currently in place. As part of the proposed solutions of this Comprehensive Plan local officials and the SAFE Committee will work to design and implement a uniform MIS program for Sarpy County.

It is critical that programs evaluate their effectiveness in working with juvenile offenders. To this end, in the first year activities of the Plan include development of a Management of Information System (MIS) program.

Conclusion

Since its creation in 1976, the Sarpy County Separate Juvenile Court, in cooperation with the Juvenile Probation Office and local officials, has implemented graduated sanction programs designed to provide prompt and fair consequences for youth offenders.

The SAFE Planning Committee will work to secure funding to implement the programs and activities outlined in the Comprehensive Plan. As Federal and State funding opportunities continue to decrease it will become vital for local officials, private agencies, civic organizations, and faith based communities to work together to provide local programming.

The SAFE Planning Committee identified the need for local community based services for youth and their families as one of the biggest risk factors facing Sarpy County residents.

The knowledge needed for implementing successful Juvenile Justice Programs exist in communities. The only way to accomplish the important activities of the Plan will be to work closely with local agencies and providers to develop community based services for youth and their families.

Appendix A

Community Planning Tool Analysis

Data Points	Total Population (*2000)	Juvenile Population (**2004)
Total Population	122,595	18,276
Male	60,919	9,295
Female	61,676	8,899
White	109,335	16,728
Black/African American	5,340	1,004
Asian	2,331	423
Hawaiian/Pacific Islander	108	Not reported
American Indian	515	121
Hispanic	5,358	954
Juveniles Arrested		1,149
Juveniles Detained (Staff and Secure)		146
Juveniles Prosecuted		659
Juveniles Placed in Diversion		507
Number of Juveniles Adjudicated		267
Number of Juveniles placed on Probation		189
YRTC-Kearney commitments		11
YRTC-Geneva commitments		3

Sources:
*2000 U.S. Census Data
**2003 OJJDP website 2004 DMC Federal Reports (Ages 10-17)

System Decision Point: Arrest/Citation – Police/Law Enforcement

Decision: *Whether an information report should be filed, or what offense, if any, the juvenile should be cited or arrested for.*

Formal Determining Factors:

- Sufficient factual basis to believe an offense has been committed.
- Underlying support for a particular offense.

Informal Determining Factors:

- Officer's discretion.
- Youth's prior incidences with law enforcement.
- Juvenile's attitude at time of contact.
- If a responsible parent/guardian is available for release.
- All law enforcement agencies are using LRMS which gives them information about previous contacts and offenses.

Decision: *Whether to cite or arrest the juvenile as a juvenile or as an adult.*

Formal Determining Factors:

- Seriousness of the offense.
- Age of the juvenile.
- Juveniles are cited as juveniles unless exceptional circumstances exist.

Informal Determining Factors:

- Victim's cooperation/non-cooperation.

Decision: *Whether to take juvenile into custody or to cite and release (NRS § 43-248(1), (2); § 43-250(1), (2), (3))*

Formal Determining Factors:

- As stated in statute.

Informal Determining Factors

- Immediate risk to juvenile.
- Immediate/short term risk to public.
- Seriousness of perceived offense.
- Extent to which parent or other responsible adult is available to take responsibility for the juvenile.
- If the juvenile is a young offender (8-12 years old), they go to Diversion or HHS for services or placement.

Comments:

According to statistics from the county's case management system, Sarpy County had 1,149 juvenile arrests. Sarpy County is on a data base system, LRMS, which documents all law enforcement contacts in addition to arrests. The State is currently working with Douglas and Sarpy Counties to utilize NCJIS so contacts and arrests can be documented and tracked across county lines.

System Decision Point: Initial Detention - State of Nebraska Probation

Decision: *Whether juvenile should be detained or released.*

Formal Determining Factors:

- Risk assessment outcome.
- Accessibility of placement options (i.e.: parents, guardians, emergency shelter, staff secure facility, secure detention facility, etc.).

Informal Determining Factors:

- Juvenile's behavior/attitude often determines is they are cited and released or if they are detained.

Comments:

The Sarpy County community utilizes local law enforcement for handling status offenses, specifically uncontrollable detentions. Parents are relying on law enforcement and subsequently Probation to "fix" their child. In 2004, Sarpy County probation detained 146 juveniles in either staff or secure detention. Probation feels the screening instrument is being utilized two ways: 1) to justify their detention decision according to the detention interview, or 2) to place the juvenile where they screened eligible. However, because the staff secure facility is available as a detention option, an override is sometimes done and placement is lessoned due to reasons such as good attitude/behavior by the juvenile, available beds, or other specific needs that can be addressed at the Juvenile Justice Center. It is important to note that secure detention is used as a last resort.

System Decision Point: Charge Juvenile - County Attorney

Decision: *Whether to prosecute juvenile.*

Formal Determining Factors:

- Likelihood of successful outcome.
- Factors under NRS § 43-276.

Informal Determining Factors:

- For determination of filing, reports are passed to juvenile County Attorney if the youth is under the age of 18.
- Sarpy County has a Diversion program. The County Attorney determines eligibility and

Diversion determines suitability.

- Diversion program allows low risk, non-felony first time offenders to participate in programming.
- Diversion accepts different category offenses if the youth is cited in Sarpy County.
- Will not admit a youth into the Diversion program if they have completed Diversion in another county.
- County Attorney is filing deports on most petitions so Judges can utilize services if needed.

Decision: *Whether youth should be prosecuted as a juvenile or an adult.*

Formal Determining Factors:

- Seriousness of offense.

Informal Determining Factors:

- If the youth had an unsuccessful termination previously, the County Attorney will file as an adult.

Decision: *What offense juvenile should be charged with.*

Formal Determining Factors:

- As outlined in statute.

Informal Determining Factors:

- Will determine based on reports.

Problem: Diversion does not have a standardized screening process for entrance into the program. The juvenile takes the SASSI and verbal interview to determine suitability for Diversion.

Solution: Sarpy County is working on implementing a pre-assessment component which would be utilized for Diversion screening purposes.

Comments:

According to statistics from the County Attorney, 659 cases were prosecuted and 507 cases were directed to diversion in 2004. Because Sarpy County has a Separate Juvenile Court, the process for juvenile prosecution is being decided by specific Juvenile County Attorneys. The number of juvenile cases filed by the County Attorney's Office decreased by 6% during FY 2005. It is important to note Sarpy County records court filings differently than other counties. Rather than filing new court cases, the County Attorney's Office files all charges affiliated with each juvenile on the same docket including new charges, motions to revoke, and multiple charges. As a result, Sarpy County shows a lower number of filings due to this procedure. For example, during FY 2005, 248 fewer cases were filed in Sarpy County as a result of this policy. This procedure is cost effective for the county, but not beneficial for the purposes of securing additional revenue or personnel.

System Decision Point: Pre-adjudication Detention - Juvenile Court Judge

Decision: *Whether a juvenile who was detained at the time of citation/arrest should remain in detention or out-of-home placement pending adjudication.*

Formal Determining Factors:

- Whether there is an "immediate and urgent necessity for the protection of such juvenile".
- Whether there is an "immediate and urgent necessity for the protection of…the person of property of.
- Whether the juvenile is likely to flee the jurisdiction of the court.

Informal Determining Factors:

- Parents ability to have the juvenile at home.
- If the youth wants to be home.
- Service that already in place.
- If the juvenile was attending school and their behavior in school.
- If CARE have monitors available.

Comments:

For the majority of cases that appear before the court for a detention hearing, the juvenile is being released home on the CARE program which is Sarpy County's pre and post-adjudication electronic monitoring program. This program has been proven to be cost effective for Sarpy County. This costs less than to have a juvenile remain in detention and it allows the juvenile to return to the community for school, work, and additional services.

System Decision Point: Probable Cause Hearing - Juvenile Court Judge

Decision: *Whether the State can show probable cause exists that juvenile is within the jurisdiction of the court.*

Formal Determining Factors:

- As stated in statute.

Informal Determining Factors:

- Judges are finding probable cause at he time of detention or on an affidavit during weekend hours.

Comments:

No comments for this section

System Decision Point: Competency Evaluation - Juvenile Court Judge

Decision: *Whether juvenile is competent to participate in the proceedings.*

Formal Determining Factors:

- As outlined in statute.

Informal Determining Factors:

- Law enforcement is placing juveniles with a 3(c) status at Immanuel Hospital under the direction of HHS for 3 day evaluation.

Decision: *Whether juvenile is "responsible" for his/her acts.*

Formal Determining Factors:

- "Complete evaluation of the juvenile including any authorized area of inquiry requested by the Court".
- Opinion of a physician, surgeon, psychiatrist, community mental health program, or psychologist.

Informal Determining Factors:

- Judges are using recommendations from psychologists and psychiatrists for court hearings.
- The Public Defender will request a competency evaluation if they feel the juvenile is capable of understanding the procedures.

Problem: At this time, the Juvenile Justice Center does not have a psychiatrist or psychologist on staff.

Solution: The Director of the Juvenile Justice Center is working on securing a contract for a staffed psychiatrist and psychologist.

Comments:

Policy changed in Sarpy County regarding the process of handling mental health cases. At one time Probation was contacted for "detention" of this type of case and subsequent placement was made at the contracted hospital. However, now HHS is the agency that is contacted when placement is needed which adds the availability of services if needed after an evaluation is completed.

System Decision Point: Adjudication - Juvenile Court Judge

Decision: *Whether the juvenile is, beyond a reasonable doubt, "a person described by § 43-247".*

Formal Determining Factors:

- Legal sufficiency of evidence presented during the adjudication hearing.
- Whether juvenile admits to the allegations of the petition (or "pleads to the charges").\
- Residency
- Age

Informal Determining Factors:

- None reported.

Decision: *Whether to order probation to conduct a pre-disposition investigation (statutory authority unclear--see also: § 29-2261(2).*

Formal Determining Factors:

- As outlined in statute.

Informal Determining Factors:

- Judges will order a PDI with subsequent evaluations.

Decision: *Whether to order OJS evaluation.*

Formal Determining Factors:

- NRS § 29-2204 (3): "Prior to making a disposition which commits the juvenile to the Office of Juvenile Services, the court shall order the juvenile to be evaluated by the office if the juvenile has not had an evaluation within the past twelve months.

Informal Determining Factors:

- Credibility of OJS reports and recommendations has dictated the usage of these reports.
- Judges will use if they need specific information about mental health or educational needs.
- An OJS evaluation will be ordered if there is a sense that out of home placement may occur.

Decision: *Whether to order a PDI and an OJS evaluation.*

Formal Determining Factors:

- None reported.

Informal Determining Factors:

- Judges are more likely to order a PDI first and an OJS evaluation as a follow up.

Comments:
According to statistics from the county's case management system, 267 juveniles were adjudicated on delinquent and status offense cases in 2004. Improvements are being made in regards to OJS evaluations in Sarpy County. In the past, there has been a general mistrust of evaluations coming from OJS. The evaluations were not being completed and returned to the Court in time. Evaluations were not accurate in regards to information in the reports. Subsequent recommendations were not feasible options to the Court. This system is improving steadily.

System Decision Point: Disposition - Juvenile Court Judge

Decision: *Whether to place juvenile on probation.*

Formal Determining Factors:

- As outlined in statute.

Informal Determining Factors

- The preference of the Judges is to have the juvenile at home under supervision of their parents.
- Provision of service or lack of Probation services will determine if juvenile is placed on Probation.

Decision: *Whether to commit juvenile to the Office of Juvenile Services.*

Formal Determining Factors:

- If juvenile is at least twelve years of age.

Informal Determining Factors:

- If there are other issues in the family, juveniles may be placed with OJS so resources can be accessed for both the juvenile and the family.
- Continuum of monitoring and resources.

Decision: *Whether to place juvenile on probation and commit juvenile to HHS or OJS.*

Formal Determining Factors:

- As outlined in statute.
- No apparent authority for delinquent in the legal custody of parents or guardians.

Informal Determining Factors:

- Judges will do dual cases for supervision and resources.
- Judges see a dual supervision case as a benefit to the juvenile as they receive supervision

by probation and resources from HHS.

Comments:

According to statistics from Probation, 267 juveniles were placed on juvenile probation in 2004. In addition, 11 males were committed to YRTC-Kearney and 3 females to YRTC-Geneva. The Judges are making their decisions for disposition based on supervision versus services needed. The Judges are willing to utilize dual supervision by Probation and HHS if needed. It is the hope that with the pilot project starting in Sarpy County that this will prove to be an efficient way to handle those cases that are in need of both supervision and services.

System Decision Point: Administrative Sanctions – Probation

Decision: *Whether to impose administrative sanctions on a probationer.*

Formal Determining Factors:

- If Probation officers have reasonable cause to believe that a probationer has committed or is about to commit a substance abuse violation or a non criminal violation.
- Substance abuse violation refers to a positive test for drug or alcohol use, failure to report for such a test, or failure to comply with substance abuse evaluations or treatment.

Informal Determining Factors:

- Probation is not using administrative sanctions as much as just a simple modification order.

Comments:

No comments for this section.

System Decision Point: Motion To Revoke Probation - County Attorney

Decision: *Whether to file a motion to revoke probation.*

Formal Determining Factors:

- As outlined in statute.

Informal Determining Factors:

- Probation will request a motion to "review" which initiates the process and indicates the case needs be addressed by the Court.

Problem: As stated earlier, Sarpy County is one of the only counties in Nebraska that files a motion to review or supplemental petition on the original docket. While this policy is ultimately saving the County money, it is penalizing the County due to an under-representation of the

number of court filings.

Solution: The system needs to devise a procedure which represents an accurate statistical account of cases handled in Juvenile Court.

Comments:

As stated in the charging decision point. Motion to Reviews (as they are called in Sarpy County) are filed on same docket which is causing an issue for accuracy of number of cases.

System Decision Point: Modification/Revocation of Probation - Juvenile Court Judge

Decision: *Whether to modify or revoke probation.*

Formal Determining Factors:

- As outlined in statute.

Informal Determining Factors:

- Judges are more likely to modify a Probation order.
- Judges don't "revoke" Probation orders.

Comments:

No comments for this section.

System Decision Point: Setting Aside Adjudication - Juvenile Court Judge

Decision: *Whether juvenile has satisfactorily completed his or her probation and supervision or the treatment program of his or her commitment.*

Formal Determining Factors:

- The juvenile's post-adjudication behavior and response to treatment and rehabilitation programs.
- Whether setting aside adjudication will depreciate the seriousness of the juvenile's conduct or promote disrespect for the law.
- Whether failure to set aside adjudication may result in disabilities disproportionate to the conduct upon which the adjudication was based.

Informal Determining Factors:

- One Judge does not go to dispositions on cases so he/she can modify or terminate at any time.
- One Judge will go to disposition on cases but has further review hearings with termination dates subject to progress.

Decision: *Whether juvenile should be discharged from custody and supervision of OJS.*

Formal Determining Factors:

- Presumable the same as those for Probation.

Informal Determining Factors:

- If the case is not a commitment, juvenile will be discharged by OJS and placed on Probation for continued supervision.
- Will terminate on recommendation.

Comments:
No comments for this section

Summary/Recommendations:

Sarpy County juvenile justice officials met on December 20, 2005 to discuss the community planning tool for the next three year Comprehensive Juvenile Services Pan. The SAFE Committee was brought together for this discussion. Representatives from four law enforcement agencies, the Sarpy County Attorney's Office, the Sarpy County Public Defender's Office, the Sarpy County Juvenile Justice Center and CARE Program, the Sarpy County Separate Juvenile Court Judges, Sarpy County schools, and District 5 Probation were reporting parties. Approximately a year ago, Sarpy County contracted with Chinn Planning to complete a system needs assessment study. Several recommendations were presented as a part of this study. Between the community planning tool and needs assessment study the following recommendations were identified as possible priorities.

1) Because Sarpy County has the potential for an early intervention point with juveniles in the County through the Juvenile Justice Center and Diversion, a comprehensive early assessment component needs to be implemented. Probation and OJS are currently working on implementing the YLS/CMI (Youth Level of Services/Case Management Inventory) assessment tool system-wide for a better continuum of case management. Assessing juveniles at the entry point of the system would allow this instrument to potentially "move" with the juvenile throughout the system.

2) Truancy remains an accurate predictor of future delinquency. Along with truancy comes the issue of school connectivity. Between July and December 2002, the YLS/CMI (Youth Level of Services/Case Management Inventory) assessment tool was administered to approximately 1100 Nebraska youth. The results of this tool indicated that truancy was the 7th ranked risk factor of juvenile delinquency. The use of a standardized assessment instrument could benefit school administrators and juvenile justice professionals by giving them the ability to evaluate a juvenile's situation before it got to the point of justice system intervention. As truancy and school connectivity are related, a community is tasked with the efforts to provide after school programs, mentoring, and other community service activities to youth.

3) Disproportionate Minority Contact is an issue that is being addressed at a national level by the Federal Government. It would benefit this community to work with the State's DMC coordinator to assist with any training and educational services as needed.

4) Justice officials are stating there are a number of young offenders (8-12) entering the system. Because the Diversion Program is well established, it would benefit Sarpy County to develop programming through the Diversion Program for these young offenders and their families.

5) The CARE Program in Sarpy County is a cost effective way to keep juvenile offenders in the home and community allowing them to be in school, work, and other related community based programs. This program needs to continue being a priority for Sarpy County.

6) Due to the number of juveniles suspended, expelled, or not attending school in Sarpy County, many juveniles are not supervised during the day hours which is directly linked to juvenile delinquency. Other issues such as mental health and substance abuse are often

contributing factors to the school related problems. Establishing a day reporting program in Sarpy County which includes education, therapy for mental health and substance abuse (if needed), transportation, parenting programs, and other social skill opportunities would provide collaborative coordination for this gap in services.

Appendix B

Strategies

Priority One	Improve system operation and coordination.
Specific Strategies:	1. Develop an integrated information system.

Priority Two	Enhance existing programs and services for juvenile offenders.
Specific Strategies:	1. Enhance Diversion Services. 2. Enhance the Drug Treatment Court. 3. Enhance the CARE Program. 4. Reduce the timeframe for completion of OJS evaluations. 5. Enhance the Juvenile Reporting Center. 6. Enhance the Pretrial Juvenile Assessment Center.
Priority Three	Expand continuum of services and sanctions.
Specific Strategies:	1. Expand drug and alcohol treatment programs. 2. Expand prevention/intervention services.

Priority Four	Establish new programs for youth involved in the Sarpy County Juvenile Justice System.
Specific Strategies:	1. Establish mental health services. 2. Develop and implement a truancy prevention program. 3. Develop and implement a young offender program for juveniles ages 8-12.

Appendix C

Strategies and Timeline for Year One of the Comprehensive Plan

	Activity	Who	When	Resources Needed
Priority One: Improve system operation & coordination. **Strategy:** Develop an integrated information system.	Continue working with Sarpy County agencies to determine MIS needs.	SAFE Committee and Sarpy County Information Systems Department	Year One	SAFE Committee and Sarpy County Information Systems Department
	Continue working with outside agencies to collaborate on information sharing.	SAFE Committee and Sarpy County Information Systems Department	Year One	SAFE Committee and Sarpy County Information Systems Department
	Meet with key stakeholders to develop the MIS protocol and implementation requirements.	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies	Year One	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies
	Design evaluation to determine successful operation of the MIS.	SAFE Committee, Sarpy County Information Systems Department, and an evaluation specialist	Year One	SAFE Committee, Sarpy County Information Systems Department, and an evaluation specialist
	Continue working with Sarpy County agencies to determine MIS needs.	SAFE Committee and Sarpy County Information Systems Department	Year One	SAFE Committee and Sarpy County Information Systems Department
	Continue working with outside agencies to collaborate on information sharing.	SAFE POLICY Committee and Sarpy County Information Systems Department	Year One	SAFE Committee and Sarpy County Information Systems Department
	Meet with key stakeholders to develop the MIS protocol and implementation requirements.	SAFE POLICY Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies	Year One	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies

	Implement Management Information System.	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies	Year One	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies
	Monitor system progress.	SAFE Committee and Sarpy County Information Systems Department	Year One	SAFE Committee and Sarpy County Information Systems Department
	Meet with key stakeholders to continue discussing MIS needs and implementation.	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies	Year One	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies
	Continue operation of the Management Information System.	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies	Year One	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies
	Evaluate system progress.	SAFE Committee, Sarpy County Information Systems Department, and an evaluation specialist	Year One	SAFE Committee, Sarpy County Information Systems Department, and an evaluation specialist
	Meet with key stakeholders to continue discussing MIS needs and implementation and to review the system evaluation.	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies	Year One	SAFE Committee, Sarpy County Information Systems Department, and Juvenile Justice Agencies

	Activity	Who	When	Resources Needed
Priority Two: Enhance existing programs and services for juvenile offenders. **Strategy:** Enhance Diversion Services	Complete a comprehensive risk and needs assessment of every youth referred to the Program, including a drug and alcohol screening and the YLS/CMI.	SAFE Committee and the Director of the Juvenile Justice Center	Year One	Funding, SAFE Committee, and the Director of the Juvenile Justice Center

	Activity	Who	When	Resources Needed
Priority Two: Enhance existing programs and services for juvenile offenders. **Strategy:** Enhance the Juvenile Drug Treatment Court	Pilot a Family Drug Court	SAFE Committee, Family Drug Court Committee, Juvenile Court Judges, County Attorney	Year One	Funding, SAFE Committee, Family Drug Court Committee, Juvenile Court Judges, County Attorney

	Activity	Who	When	Resources Needed
Priority Two: Enhance existing programs and services for juvenile offenders. **Strategy:** Enhance the CARE Program	Ensure there is adequate staffing to accommodate Program growth.	SAFE Committee, Director of the Juvenile Justice Center, County Board of Commissioners	Year One	Funding, SAFE Committee, Director of the Juvenile Justice Center, County Board of Commissioners
	Activity	**Who**	**When**	**Resources Needed**
Priority Two: Enhance existing programs and services for juvenile offenders. **Strategy:** Reduce the timeframe for completion of OJS evaluations.	Work with HHSS/OJS regarding initiatives to reduce the time it takes to complete an OJS evaluation.	SAFE Committee, Director of the Juvenile Justice Center, HHSS/OJS	Year One	SAFE Committee, Director of the Juvenile Justice Center, HHSS/OJS

	Activity	Who	When	Resources Needed
Priority Two: Enhance existing programs and services for juvenile offenders. **Strategy:** Enhance the Juvenile Reporting Center.	Expand programming available at the Center.	SAFE Committee, Director of the Juvenile Justice Center, Reporting Center Coordinator	Year One	Funding, SAFE Committee, Director of the Juvenile Justice Center, Reporting Center Coordinator
	Activity	Who	When	Resources Needed
Priority Two: Enhance existing programs and services for juvenile offenders. **Strategy:** Enhance the Pretrial Juvenile Assessment Center.	Seek the necessary resources to allow the Center to complete assessments on all juveniles entering Diversion programming.	SAFE Committee, Diversion Services Executive Director, Diversion Services Deputy Director, Sarpy County Board of Commissioners	Year One	Funding, SAFE Committee, Diversion Services Executive Director, Diversion Services Deputy Director, Sarpy County Board of Commissioners

	Activity	Who	When	Resources Needed
Priority Four: Establish new programs for youth involved in the Sarpy County Juvenile Justice System. **Strategy:** Begin planning for Secure Juvenile Detention.	Form a SAFE sub committee to address secure juvenile detention.	Criminal Justice Coordinating Committee, SAFE Committee, Director of the Juvenile Justice Center	Year One	Criminal Justice Coordinating Committee, SAFE Committee, Director of the Juvenile Justice Center
	Begin Secure Detention Sub Committee meetings.	SAFE Committee, Director of the Juvenile Justice Center	Year One	SAFE Committee, Director of the Juvenile Justice Center

Appendix D

SAFE Committee Community Team Members

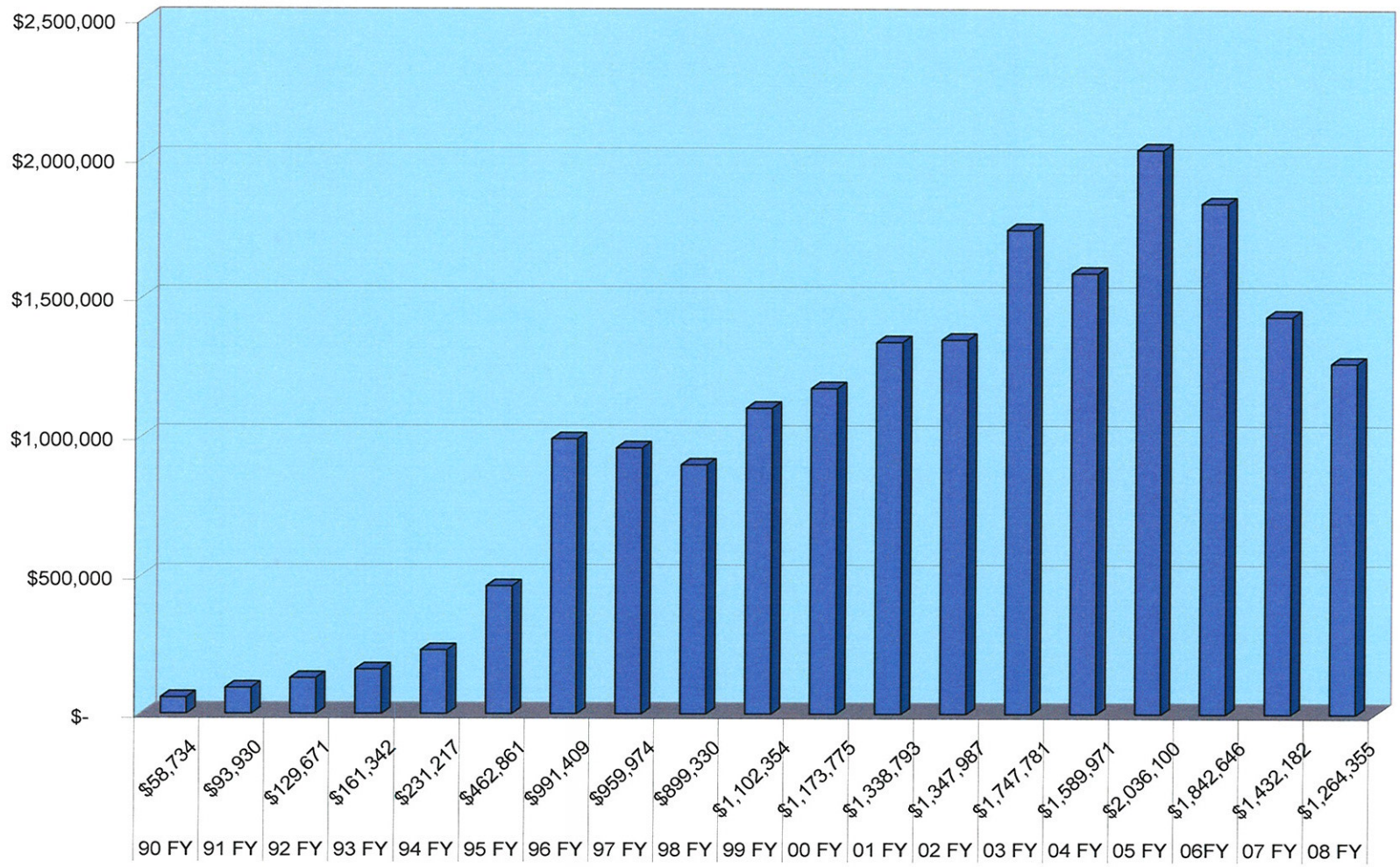
MEMBER	AGENCY	ADDRESS	PHONE NUMBER
Honorable Judge Larry Gendler	Sarpy County Juvenile Court	1210 Golden Gate Dr Papillion, NE 68046	(402) 593-2217
Kevin Riley	Gretna Public Schools	801 South State Gretna, NE 68028	(402) 332-3265
Commissioner Aldona Doyle	Sarpy County Board of Commissioners	1210 Golden Gate Dr. Papillion, NE. 68046	(402) 593-4155
Richard Shea	Sarpy County Sheriff Department	9701 Portal Road Papillion, NE 68046	(402) 537-7000
Brian Hanson	Sarpy County Fiscal Agent	1210 Golden Gate Dr Papillion NE 68046	(402) 593-2349
Lt. Ed Monnier	Bellevue Police Dept	2207 Washington Bellevue, NE 68005	(402) 293-3115
Sandra Markley	Sarpy County Deputy Attorney	1210 Golden Gate Dr Papillion NE 68046	(402) 593-2230
Carolyn Rothery	Sarpy County Juvenile Diversion Services	1257 Golden Gate Dr. Suite #11 Papillion, NE 68046	(402) 593-2201
Honorable Judge Robert O'Neal	Sarpy County Juvenile Court	1210 Golden Gate Dr Papillion, NE 68046	(402) 593-5918
Sheriff Jeff Davis	Sarpy County Sheriff Department	1208 Golden Gate Dr Papillion, NE 68046	(402) 593-2290
Jodi York	District 5 Probation	1257 Golden Gate Dr. Suite 5 Papillion, NE. 68046	(402) 593-2194
Jeff Jennings	District 5 Probation	1210 Golden Gate Dr. Papillion, NE. 68046	(402) 593-4421
Curtis Rainge	Sarpy County Community Service	1210 Golden Gate Dr. Papillion, NE 68046	(402) 593-4366

SAFE Committee Community Team Members

Lt. Orin Orchard	Papillion Police Department	145 West 2nd Street Papillion, NE 68046	(402) 597-2035
Creston Ashburn	Sarpy County Juvenile Drug Court	1210 Golden Gate Dr. Papillion, NE 68046	(402) 593-2197
Lt. Dave Stukenholtz	Bellevue Police Department	2207 Washington Bellevue, NE 68005	(402) 293-3115
Chief Bob Lausten	La Vista Police Department	7701 South 96th St La Vista, NE 68128	(402) 331-1582
James Weber	Sarpy County Diversion Services/Victim Witness Unit	1257 Golden Gate Drive, Ste. 11W Papillion, NE. 68046	(402) 593-2207
Brad Conner	Papillion La Vista Public Schools	420 S Washington Papillion, NE 68046	(402) 537-6214
Kirk Eledge	Gretna High School	11335 S. 204th Street Gretna, NE. 68028	(402) 332-3936
Kraig Lofquist	Millard Public Schools	5606 S. 147th St. Omaha, NE. 68137	(402) 715-8300
Laurie Cooley	Papillion LaVista Public Schools	7900 Edgewood Blvd. La Vista, NE. 68128	(402) 829-5911
Georgie Scurfield	Sarpy County CASA Program	1210 Golden Gate Dr. Papillion, NE. 68046	(402) 593-2259
Kathy Burson	PRIDE-Omaha	6143 Whitmore Street Omaha, NE. 68152	(402) 397-3309
Michelle Siders	Sarpy County Juvenile Reporting Center	9701 Portal Road Papillion, NE. 68046	(402) 537-7012
Roddie Miller	Omaha Public Schools	3215 Cuming Street Omaha, NE. 68131	(402) 557-2136
Carrie Davis-Sedlacek	Sarpy County Administration	1210 Golden Gate Dr. Papillion, NE. 68046	(402) 593-1565

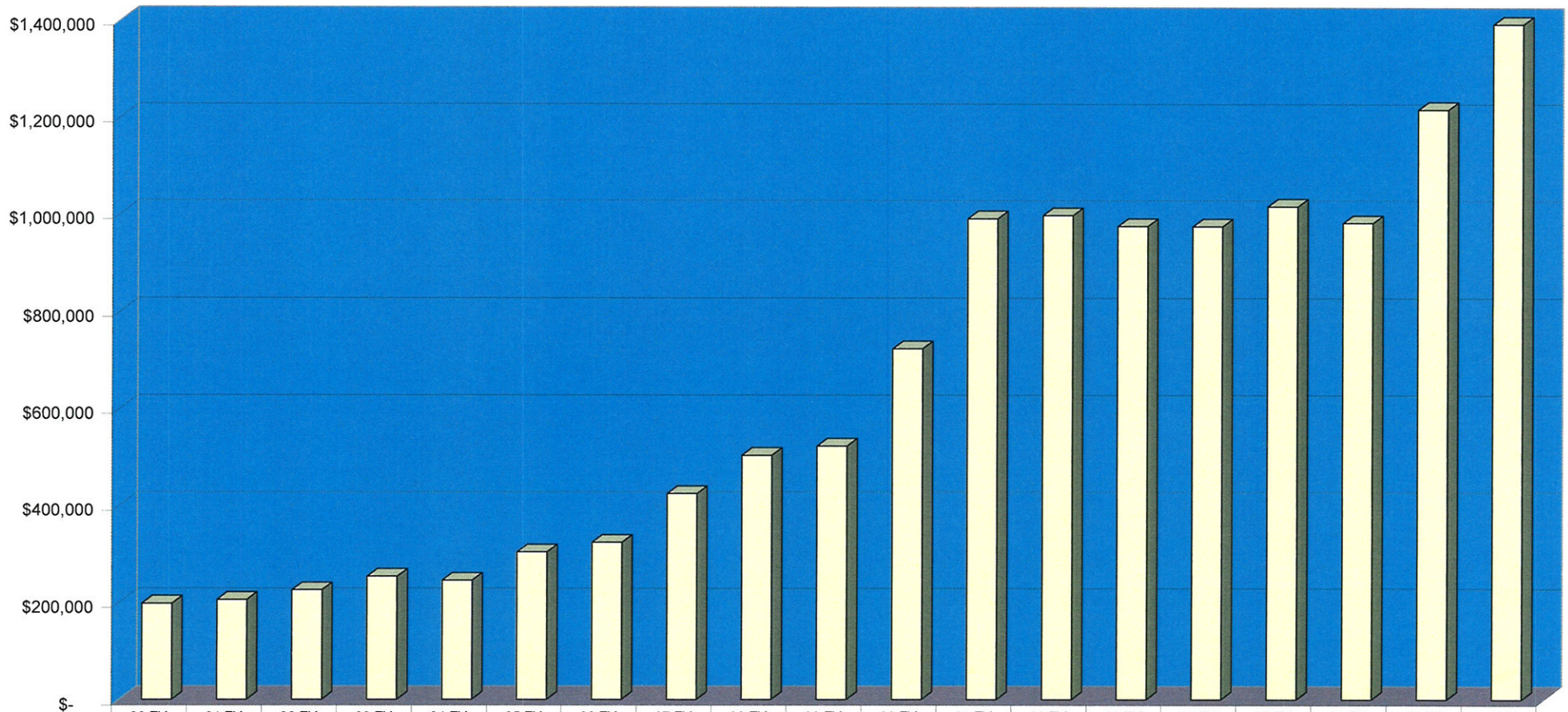
Appendix E

Sarpy County Juvenile Services Detention Costs 1990-2008



Appendix F

Sarpy County Juvenile Services Non-Detention Costs 1990-2008



	90 FY	91 FY	92 FY	93 FY	94 FY	95 FY	96 FY	97 FY	98 FY	99 FY	00 FY	01 FY	02 FY	03 FY	04 FY	05 FY	06 FY	07 FY	08 TY
Series1	$197,322	$204,902	$224,550	$252,522	$244,446	$302,336	$322,414	$424,137	$503,088	$522,116	$723,586	$990,170	$996,892	$974,789	$973,960	$1,015,14	$981,296	$1,216,44	$1,393,39