



September 2025 Annual Report

Submitted pursuant to Neb. Rev. Stat. §43-1303(4) Issued: September 1, 2025



NEBRASKA

FOSTER CARE REVIEW OFFICE

Good Life, Great Outcomes

This Annual Report is dedicated to:

- The 329 Foster Care Review Office local board members on 53 boards across the state who meet each month to review children's cases.
- The 28 FCRO staff members who are dedicated to the mission and vision of our agency, 18 of whom directly facilitate the citizen review boards and all of whom enable the collection of data described in this report and promote children's best interests.
- Everyone in the child welfare and juvenile justice systems who work each day to improve conditions for children and youth in out-of-home care.

ADVISORY COMMITTEE MEMBERS, 9/1/2025

(All Volunteers)

<u>Member</u>	<u>Represents</u>
Noelle Petersen, Lincoln (chair)	Local Board
Peggy Snurr, Lincoln (vice-chair)	Local Board
Michael Aerni, Fremont	Local Board
Dr. Richard Wiener, Ph.D., Lincoln	Data Analysis
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EXECUTIVE SUMMARY

Report context. The Foster Care Review Office (FCRO) is required to submit to the Nebraska Legislature an annual report providing data about children and youth in out-of-home care and trial home visits in Nebraska pursuant to Neb. Rev. Stat. §43-1303(4).

In fiscal year 2024-25 (July 1, 2024-June 30, 2025), the FCRO tracked information about the experiences of 6,811 children who were removed from their homes and placed in state custody or out-of-home care, for at least one day, through the child welfare or juvenile justice systems.

Children and youth are typically reviewed at least once every six months for as long as they remain in care. In FY2024-25, 53 local boards met monthly across Nebraska and:

- Conducted 4,303 reviews of children's cases involving 3,259 Department of Health and Human Services (DHHS) wards¹ in out-of-home care² or trial home visit placements.³
- Conducted 254 reviews of 242 youth in out-of-home care supervised by the Office of Probation Administration that had no simultaneous child welfare system involvement.
- Staff collected additional information on each child reviewed.

From the required annual data analysis and over 4,500 reviews of children's cases, the FCRO finds some progress has been made in both the child welfare and juvenile justice systems. However, many challenges in child welfare and juvenile justice remain to be addressed and some new issues have been identified. In summary,

- Of the cases reviewed during FY2024-25, neglect was the most common reason children in the child welfare system entered out-of-home care. In addition, families in the child welfare system continue to struggle with access to mental health treatment, substance use, and domestic violence. For many children in out-of-home care, minimal to no progress is being made toward permanency.
- Racial and ethnic disparities are pervasive throughout the child welfare and juvenile justice systems, and those disparities are greatest among the youth at the YRTCs.
- This Annual Report includes comprehensive review data for youth who were involved with DHHS Children and Family Services (CFS), dually involved with DHHS/CFS and Probation simultaneously, youth only involved with Probation, and those placed at a Youth Rehabilitation and Treatment Center (YRTC). As described throughout the report, it is apparent each population has unique and significant needs which must be addressed, including trauma history, mental health, substance use, and educational needs.
- The YRTCs, located in Kearney, Hastings, and Lincoln, are the most restrictive placements available for juvenile justice youth in Nebraska. The population of males at the YRTCs has increased over the last 3 years, with a 57.6% increase from the previous year, while there was a 17.2% decrease in

¹ Children are typically reviewed once every six months for as long as they remain in out-of-home care or trial home visit; therefore, some children will have two reviews during a 12-month period.

² Out-of-home care is 24-hour substitute care for children placed away from their parents or guardians and for whom the state agency has placement and care responsibility. This includes but is not limited to foster family homes, foster homes of relatives, group homes, emergency shelters, residential treatment facilities, child-care institutions, pre-adoptive homes, detention facilities, youth rehabilitation facilities, and children missing from any of those facility types. These are court ordered placements.

³ Neb. Rev. Stat. §43-1301(11) defines a trial home visit as "a placement of a court-involved juvenile who goes from a foster care placement back to his or her legal parent or parents or guardian but remains as a ward of the state." This applies only to DHHS wards, not to youth who are only under Probation supervision.

the female population from the previous year. This population has unique and significant needs that must be addressed.

- The number of children involved with child welfare and the number of youths with juvenile justice involvement increased during FY2024-25 compared to FY2023-24. The number of families being served via in-home non-court services, including alternative response cases, has increased from the previous year. The FCRO does not have the authority to provide oversight to the front end of the child welfare system or to in-home voluntary cases. As there is no other independent oversight of that part of the system, it is unclear how those families are faring.

This report contains acknowledgments of system improvements and the FCRO's systemic recommendations based on the data collected, analyzed, and reported during FY2024-25. The FCRO repeats unaddressed recommendations as applicable until its vision of a Nebraska where all children and families are flourishing is realized.

We look forward to continued opportunities to collaborate with system partners to improve the lives of Nebraska's most vulnerable residents.

Child Welfare

Decreased number of state wards in out-of-home or trial home visit placements

The average daily child welfare population in Nebraska decreased overall by 0.5% from June 2024 to June 2025. Three of the five service areas experienced decreases in the number of state wards with the most dramatic decrease (-5.4%) in the Western Service Area followed by the Eastern Service Area (-2.8%) and then the Southeast Service Area (-0.7%). The Northern Service Area had a significant increase (9.9%) in the number of state wards from June 2024 to June 2025, while the Central Service Area had effectively no change (0.2%). (See page 19)

The federal Family First Prevention Services Act (FFPSA) is changing the landscape of child welfare in Nebraska and the nation by allowing federal funds to be used to cover the cost of prevention programs to prevent children from entering foster care.

The most recent point-in-time report from DHHS indicated the number of in-home children involved with CFS as of 7/30/2025⁴ was 1,055; a slight decrease from the 1,084 reported last year, whereas there were 862 children involved in alternative response cases, up from 768 last year. The FCRO firmly believes children and families are best served in their homes when it is safe to do so and only children whose safety cannot be assured in the home should be placed in temporary foster care.

The FCRO does not provide oversight to the in-home population of the child welfare system and does not track children who remain in their family homes and therefore cannot fully assess if the needs of these children and their families are being met. The FCRO believes systematic external oversight is essential to ensuring safety for Nebraska's most vulnerable children, whether they are placed in out-of-home care or remain in their family homes.

⁴ DHHS Division of Children and Family Services, CFS Point-in-Time Dashboard Summary Report, 7/31/2025, [CFS Point-in-time Dashboard Summary Report \(ne.gov\)](#)

Court and Legal System Factors

- For children reviewed in FY2024-25 the median number of days from filing of a juvenile petition to adjudication was 75 days. (See page 28)
- The FCRO is adamant children's voices need to be heard throughout the life of a case when appropriate, especially older children. Yet, during FY2024-25 only a small fraction (16.2%) of children aged 13-18 attended court hearings. (See page 28)
- The Strengthening Families Act requires courts to make certain findings at each dispositional, review, or permanency hearing. In FY2024-25 courts were making the required findings in 60.2% of case files reviews. (See page 29)
- The FCRO was unable to determine whether guardians ad litem were visiting the children they represented in 37.7% of the cases. One reason for this may be the FCRO generally does not receive a copy of the guardian ad litem report which is submitted to the court and is kept in the confidential portion of the court's file, where it is inaccessible to the FCRO. The FCRO recommends guardians ad litem also provide their reports directly to the FCRO. (See page 29)
- Exception hearings are to occur if the child has been in out-of-home care for 15 of the past 22 months. The FCRO found there was documentation of this occurring in only 35.5% of cases reviewed. (See page 29)

Child Welfare System Factors

- American Indian or Alaska Native children as defined by the Indian Child Welfare Act (ICWA) had a written cultural plan to preserve the child's cultural bonds 64.6% of the time, an increase from 54.9% in FY2023-24. (See page 30)
- 97.4% of children were receiving all or most of the services they needed to address their trauma and behavioral concerns related to abuse and neglect experiences. (See page 30)
- Caseworkers gave at least minimal input to the FCRO in 87.8% of cases reviewed, an increase from 80.5% in FY2023-24. (See page 31)
- DHHS/CFS was more likely to document a search for maternal relatives of children in care than paternal relatives. Relative search documentation, whether maternal or paternal, also varies by service area. The lowest rate for maternal relative searches was in the Northern Service Area (81.0%) and the lowest rate for paternal relative searches was in the Eastern Service Area (68.0%). Children have two parents, and it is important caseworkers apply due diligence to locating both maternal and paternal relatives in order to facilitate lifelong connections. (See page 33)
- Racial and ethnic disparities continue to permeate the child welfare system in Nebraska. (See pages 51 and 58)
- In FY2024-25, 180 youth left the child welfare system on their 19th birthday having never reached permanency, this is up 13.9% from 158 youth the previous year. (See page 47)

Parents and Family Factors

- Three common safety concerns for mothers and fathers of children in out-of-home care with a goal of reunification or family preservation were mental health, substance use, and domestic violence. Many mothers and fathers were making at least some progress on these issues at the time of review. (See page 35)
- The FCRO found 49.7% of mothers were regularly attending a majority of services offered compared to 35.2% of fathers. (See pages 36-37)
- For 36.0% of the children, their mothers were regularly demonstrating improved parenting skills deemed necessary for their children to safely reunify at the time of review, and the same was true for

26.5% of children's fathers. For 30.0% of children, their fathers were unable or unwilling to improve their parenting skills, and the same was true for 27.4% of children's mothers. (See page 37)

- While the system's response to assisting parents with visitation of their children was mostly good to excellent, parental attendance at visitation was good to excellent for over half of mothers and fathers (62.2% and 57.6%, respectively). (See page 39)

Children's Experience and Well-being

- For children who exited care in FY2024-25, the median number of days a child spent in foster care in Nebraska varies by service area from a low of 474 days in the Western Service Area to a high of 759 days in the Eastern Service Area. Statewide, the median number of days in care was 601 days. (See page 20)
- Nearly a fifth (18.6%) of children had five or more caseworkers during their current episode in care. The Eastern Service Area had the most children with five or more caseworkers at 28.1%, a substantial decrease from last year. Of those with five or more caseworkers, 6.9% had 10 or more workers in their current episode. (See page 56)
- 57.9% of children with siblings were in a placement with their siblings. Of the siblings placed together, 51.0% were placed with a relative. (See page 41)
- Just over half (50.6%) of the children reviewed had a mental health diagnosis at the time of review. Of those children with a diagnosed mental health condition, 76.3% were making at least partial progress toward improving their mental health. Additionally, many children reviewed had one or more chronic cognitive or physical health impairments. (See page 42)
- Of the 111 children reviewed who were eligible for Developmental Disabilities funded services, less than half (48.6%) were receiving services as funded through the DHHS Division of Developmental Disabilities rather than child welfare. (See pages 42-43)
- Both school performance and negative behaviors at school vary by gender. For children reviewed, 67.4% of females and 59.9% of males were on target for all core classes in school. Academic performance increased slightly compared to last year for both females and males (65.5% and 56.7%, respectively). Males were more likely than females to need occasional or constant redirection for behaviors at school. Information related to academic performance in the Eastern Service Area, which serves nearly half of the children in out-of-home care in Nebraska, was not available in the case file for 19.1% of cases reviewed, which is an improvement from 28.9% in FY2023-24. Lack of information in the DHHS case file impacts the FCRO's ability to report accurate statistics to courts, policy makers, and the public. (See pages 44-45)
- For 18.0% of children in out-of-home care, there was no progress toward the primary permanency goal. For an additional 29.2% progress was minimal, meaning nearly half of the children in out-of-home care reviewed had cases that were stagnant, and permanency was elusive. This is a continuing trend. (See page 46)
- For older youth (ages 14-18) in out-of-home care, the FCRO determined 70.1% had a current and complete transitional living plan. However, this varies widely by service area, from a low of 55.7% complete in the Eastern Service Area (an increase from 52.7% last year) to a high of 87.7% complete in the Central Service Area (an increase from 82.7% last year). There was an 8.0% decrease in the Southeast Service Area of current transitional living plans. (See page 48)
- Many children experience multiple placements during their time in out-of-home care. For those in care on 6/30/2025, 11.2% of children ages 0-5, 27.4% of children ages 6-12, and 48.4% of teenagers have experienced four or more placements in their lifetimes, but the percentages vary greatly by service area. (See page 52)

- Children continue to be placed in the least restrictive, most family-like settings at high rates (97.1%). More than half (54.2%) of all children placed in a family-like out-of-home setting are placed with relatives or in a kinship placement. (See page 52)
 - While the FCRO is encouraged children are often placed with persons known to them, thus reducing the trauma of removal, we recommend compliance to the new DHHS relative and kinship foster home approval process approved by the Administration for Children and Families (ACF) or licensing for more relative and kinship placements. This will provide standardized training for these caregivers, increase knowledge of available supports, reduce placement changes, and increase the amount of federal Title IV-E funds accessed by the state.

Approved Informal Living Arrangements

Approved informal living arrangements (AILAs) occur when a family has come to the attention of DHHS/CFS, is involved in a non-court voluntary case, and as part of the safety plan the parent places their child with a relative or friend for a certain period based on the facts of the case. DHHS/CFS reported only 28 children living in an AILA on 6/30/2025, a slight increase from 24 the previous year. The greatest percentage of AILAs (60.7%) were in the Eastern Service Area. (See page 57)

Dually Involved Youth

Increase in the population of dually involved youth in out-of-home care

Dually involved youth are those youth in out-of-home care who are involved with the child welfare system and the juvenile justice system simultaneously. The population of youth who were dually involved increased from 119 on 6/30/2024 to 142 on 6/30/2025. (See page 24)

Dually Involved Youth Experiences and Well-being

- Racial and ethnic disparities impact the dually involved population as well as the child welfare population. White youth are underrepresented among the dually involved youth, while many racial and ethnic groups of color are overrepresented. For example, Black or African American youth represent only 6.2% of the youth population in Nebraska yet represent 21.8% of the dually involved youth population. (See pages 64-65)
- 97.7% of the dually involved youth reviewed were determined to be in a safe placement at the time of review. Of those youth, 93.8% were found to be in an appropriate placement. (See page 59)
- During FY2024-25, the FCRO found 84.7% of dually involved youth in Nebraska in out-of-home care had a mental health diagnosis, and more than half (62.1%) of those with a diagnosis were making at least partial progress on improving their mental health. When looking at substance use, 30.5% of dually involved youth were found to have a substance use disorder, with 57.5% making at least partial progress on improving their substance use disorder. (See page 60)
- Only 37.8% of dually involved youth were on target for all their core classes. Academic performance could not be determined for 21.6% of youth. Nearly half (48.6%) of dually involved youth required occasional or constant redirection at school. (See page 61)
- For 30.5% of dually involved youth in out-of-home care, there was no progress toward the primary permanency goal. For an additional 36.6% progress was minimal, meaning over half (67.1%) of the dually involved youth reviewed in out-of-home care had cases that were stagnant, and permanency was elusive. (See page 62)
- All youth need to have at least one positive adult in their life who can assist them, not only as minors but also as they transition into adulthood. The FCRO found 69.4% of dually involved youth statewide

were connected to at least one positive adult mentor. This varied by service area from a low of 53.5% in the Eastern Service Area to a high of 100% in the Southeast Service Area. (See page 63)

- In FY2024-25 the FCRO determined only 64.5% of dually involved youth were receiving at least some skills for adulthood. This varied widely by service area with a low of 36.6% in the Eastern Service Area to a high of 83.3% in the Southeast Service Area receiving at least some adulthood skills. (See pages 63-64)
- On 6/30/2025, less than half (45.8%) of dually involved youth were placed in family-like settings. (See page 65)
- 4.2% of the dually involved youth were missing from care on 6/30/2025, a decrease from 5.0% reported last year. (See page 65)
- There were 62 dually involved youth in congregate care facilities on 6/30/2025, a 17.0% increase from the previous year. (See page 66)

Youth in Out-of-Home Care Supervised by the Administrative Office of the Courts and Probation – Juvenile Services Division

Increase in the population of Probation supervised youth in out-of-home care

The average daily population of Probation supervised youth in out-of-home care increased in FY2024-25, with an average daily population of 717 youth in June 2024 compared with 758 in June 2025. While there was an increase overall, five of the 12 probation districts in the state reduced the numbers of youth out-of-home. (See page 21)

Probation Supervised Youth in Out-of-Home Care

- Just as with child welfare and dually involved youth, the juvenile justice population is impacted by racial disproportionality. Youth who are Black or African American make up 6.2% of Nebraska's youth population yet represent 27.0% of the Probation supervised youth in out-of-home care. American Indian or Alaska Native youth are 1.0% of Nebraska's youth population, but 5.1% of the Probation out-of-home population. By contrast, White youth make up 66.4% of Nebraska's youth population yet represent only 38.8% of Probation supervised youth in out-of-home care. (See pages 74-75)
- Over half (59.6%) of Probation supervised youth in out-of-home care were in a non-treatment congregate (group) care facility or detention-related facility. This is a decrease from last year's 63.6%.
 - Considering 92.7% of reviewed Probation supervised youth were diagnosed with a mental health condition, 47.5% of those youth were prescribed a psychotropic medication, and 56.0% had a substance use issue, treatment-centered facilities and services are vital to meeting the needs of this youth population. (See pages 69, 75)
- The majority of Probation supervised youth out-of-home are getting their educational needs met. 72.5% were attending school regularly, 64.1% were passing all their core classes, and 68.9% rarely or never had negative behaviors in school. Additional attention should be given to youth with below average IQ scores to better understand if their educational needs are being met. (See page 69)
- Challenges to completing probation include reasons which are youth-related, parent-related, and those which are system-related. Lack of a written transition plan was a common system-related barrier (26.2%). Of involved mothers, 25.7% were inconsistent, resistant, or unwilling to engage with the youth's transition plan, while 32.5% of involved fathers were inconsistent, resistant, or unwilling to engage. This is a concern because it is beyond the control of the individual youth, and it is important the juvenile justice system identify concrete action steps when parents' issues prevent youth from making progress or returning home. (See pages 68, 72)

- Over half (59.6%) of youth reviewed were making consistent progress towards completion of the terms of their probation. (See page 71)

Court and Legal System Factors

- All (100%) Probation supervised youth reviewed by the FCRO in FY2024-25 who were placed in out-of-home care had legal representation. (See page 68)

The Juvenile Justice System

- The FCRO was provided with written transition plans for youth in 73.8% of cases in FY2024-25. Youth in the 3J Probation District (Lancaster County) were more likely to have a written transition plan (88.0%) than youth in the 4J Probation District (Douglas County) (70.0%). (See page 68)
- The Youth Level of Service (YLS) is an evidence-based tool used by probation officers to assess a youth's risk to reoffend and to help gauge progress during a youth's case. Over half of the youth at the time of review were rated with a high or very high risk to reoffend. (See pages 70-71)

Youth Rehabilitation and Treatment Center (YRTC) Youth

Youth Committed to the Youth Rehabilitation and Treatment Centers

Youth placed at a YRTC are involved with DHHS/OJS or DHHS/OJS and Probation simultaneously. The population of youth who were placed at a YRTC increased from 95 on 6/30/2024 to 128 on 6/30/2025. (See page 25)

- Racial and ethnic groups of color are overrepresented at the YRTCs and White youth are significantly underrepresented. Black or African American youth are represented at a rate of nearly six times more than their representation in the general youth population. American Indian or Alaska Native youth are represented at seven times more than their representation in the general youth population. This is simply unacceptable and must be addressed. (See pages 79-80)
- Of the 49 youth (42 males and seven females) reviewed that were at a YRTC at the time of review, all (100%) were found to be safe, and nearly all (95.9%) were found to be in an appropriate placement. (See page 77)
- Nearly half (47.6%) of the males at a YRTC were charged with committing a violent felony while there were no females with such charges. (See page 77)
- 89.8% of youth committed to a YRTC were diagnosed with a mental health condition. However, males were more likely than females to be prescribed a psychotropic medication (81.1% and 71.4%, respectively). (See page 78)
 - Of the youth with a mental health diagnosis, 54.5% were making at least partial progress on improving their mental health. (See page 78)
- 57.1% of females reviewed at a YRTC were passing all core classes while 68.6% of males were passing all core classes. (See page 78)
- 57.1% of females at the YRTCs had exhibited no behaviors that disrupted learning compared to only 17.1% of males. (See page 78)

ACKNOWLEDGEMENTS

- The Foster Care Review Office acknowledges and thanks the 329 volunteer board members who collectively completed over 1,100 hours of training, surpassing the required three hours every year per volunteer. FCRO board members assisted in conducting over 4,500 reviews of children and youth across the state of Nebraska in out-of-home care in FY2024-25. Without the hard work and dedication from these volunteers, the FCRO mission would not be possible. If you or someone you know are interested in volunteering to serve on a local foster care review board, apply through our website: [Foster Care Review Office \(nebraska.gov\)](https://www.foster-care-review-office.nebraska.gov).
- In March 2025 the Legislature passed and Governor Pilled signed Legislative Bill 296 (LB296) into law. LB296 requires the State Department of Education to establish a centralized education records system and employ registrars for students under the jurisdiction of the juvenile court. This centralized records system aims to improve educational outcomes by preventing disruption of education services, ensuring prompt and accurate sharing of records, and awarding credit hours for academic work completed by these students. FCRO recognizes and acknowledges the importance of this centralized records system to ensure the continuity of educational success for these systems-involved students.
- The FCRO acknowledges the placement reports made to the FCRO by DHHS/CFS, or other parties, were complete and accurate for 98.3% of FY2024-25 case file reviews. Accurate placement information is critical to assessing and ensuring children's safety.
- Despite increasing rates of children and youth being placed into congregate care facilities, fewer out-of-state placements are occurring. Keeping placements in Nebraska means more children and youth are receiving treatment and support closer to or within their home communities.
- The FCRO congratulates and thanks the Administrative Office of Courts and Probation Information Technology Systems Division for effectively developing and providing the FCRO access to the Court Document Transfer Portal, allowing for electronic submission of FCRO reports to the courts. This is an exciting advancement that supports consistency in report submission across all Nebraska courts with juvenile court jurisdiction.
- The FCRO also acknowledges significant improvements made by DHHS over the last fiscal year, including:
 - DHHS/CFS caseworkers gave input to the FCRO in 87.8% of cases reviewed in FY2024-25, which is an increase from 80.5% last year, with the most significant improvement in the Western Service Area. Caseworker input during reviews is crucial for FCRO staff and volunteer board members to be able to make appropriate recommendations to the courts based on the most up-to-date information from the caseworker.
 - Improvement in the system's response to meeting visitation requirements, and in turn, there was improvement in parental attendance, efforts, and interactions with children.
 - Adequate sibling contact was reported for 76.1% of the children unable to be placed with their siblings, a significant increase from 59.6% in the prior fiscal year.
 - The percentage of children in the Eastern Service Area with five or more caseworkers during their current episode in care has decreased to 28.1%, down from 38.3% reported last year.

RECOMMENDATIONS

The FCRO, as an independent oversight entity, makes recommendations that reflect a comprehensive, statewide perspective based on the following:

- Annual completion of over 4,500 individual case file reviews on children and youth in out-of-home care by multi-disciplinary local review boards located statewide and staffed by FCRO System Oversight Specialists, and
- The FCRO's research, collection, and analysis of critical data on children in the child welfare and juvenile justice systems.

The FCRO takes its statutorily mandated responsibility to make recommendations about systemic improvements seriously. The recommendations that follow, like all other work of the FCRO, are focused on the best interests of children and youth. Many recommendations are the same or nearly the same as those in past reports because the issues have not yet been adequately addressed.

Recommendations to the Legislature:

1. Consider legislation requiring that all children and youth have the opportunity to attend all court hearings after the adjudication hearing, unless the court waives their presence, to ensure children's voices are integrated into all legal proceedings and they feel heard by the court making decisions about their future.
2. Consider legislation that would expand access to the Bridge to Independence program to a broader group of young adults, including those who lack immigration status at the time they age out of state care. In addition, consider extending eligibility for Bridge to Independence participants to age 23 or beyond to increase the opportunities for young adults to develop skills necessary for adult living in the 21st century, including but not limited to personal finance, mental and physical health care, and post-secondary education and career planning, to avoid the cliff effect.
3. In March 2025 the Legislature passed and Governor Pillen signed Legislative Bill 296 (LB296) into law, requiring the State Department of Education to establish a centralized education records system and employ registrars for students under the jurisdiction of the juvenile court. To ensure successful implementation and ongoing effectiveness, legislation should be considered to include annual reporting requirements from the State Department of Education focusing on compliance with the legislation such as the percentage of schools sharing records and the number of credits awarded during the academic school year.
4. Although more children in congregate care are placed in Nebraska, there continues to be a reliance on out-of-state residential placements so the state of Nebraska must keep investing in infrastructure and capacity to support community-based services, including treatment foster care and residential care facilities so children can receive necessary treatment and support close to home.
5. There has been a downward trend over the last few years in the number of children returning to their parents following placement in foster care, part of a national trend. There has also been an increase in the number of youth aging out of foster care without achieving permanency. To reverse these trends and ensure better outcomes for children and families, the FCRO recommends the Legislature explore and implement policies focused on system redesign, resource allocation, and reunification timelines. A redesigned system that is proactive and preventative would prioritize family preservation and early intervention. A strategic reallocation of resources toward services

that support and facilitate reunification, such as intensive family therapy, housing assistance, childcare, and peer-to-peer mentoring, would help to preserve and reunify families. Current legal timelines which are meant to prevent children from languishing in foster care can sometimes hinder reunification efforts. Families experiencing complex issues such as serious mental health conditions, substance abuse, domestic violence, and homelessness can require more time to heal. Additional support for relative and kinship caregivers, as well as aftercare support for reunified families can help keep children safe, supported, and connected as they grow to adulthood.

Recommendations to Multiple Agencies:

1. The child welfare and juvenile justice systems impact children, families, and communities of color at disproportionate rates. Disproportionality in child welfare and juvenile justice out-of-home populations has gotten worse in Nebraska. DHHS/CFS, Probation, courts, and stakeholders must do more to address racial and ethnic disparities. A critical step to address disproportionate rates is to shift focus from reactive, punitive interventions to proactive, community-based support that addresses the root causes of system involvement. By investing in families and communities, we can reduce the need for child welfare and juvenile justice interventions in the first place. State and local governments and charitable organizations should allocate significant funding directly to community organizations, especially those led by and serving people of color. These organizations can provide culturally responsive services, such as housing and financial assistance, behavioral health supports and treatment, parenting and family support programs to name a few.
2. Nearly half of all children in out-of-home care in the child welfare system were removed from their homes due to parental drug abuse (other than methamphetamine). 19.1% were removed due to parental methamphetamine use (multiple reasons can be identified per child.) More must be done to address substance misuse and addiction in our communities, including harm reduction strategies and treatment services. Other issues leading to the removal of children from their homes include substandard/unsafe housing and domestic violence, social problems that require investments in families and communities.
3. Youth dually involved with DHHS/CFS and Probation simultaneously have consistently had the longest median length of stay (598 days) as compared to youth involved with DHHS/CFS only (412 days) and Probation only (166 days). The FCRO supports the development of prevention services for youth and families in crisis to reduce the number of youths entering either system. The FCRO also supports the development of strengths-based and evidence-informed interventions focused on meeting the complex needs of these vulnerable youth.⁵ There is a continued need for better collaboration between the child welfare and juvenile justice systems to address the complex needs of dually involved youth. Use of evidence-based practices and clearly outlined roles and responsibilities for both systems can help prevent youth from falling through the cracks or receiving conflicting guidance from different agencies.
4. DHHS, Probation, and system partners should explore ways in which the needs of LGBTQ+ youth can be met, and such youth can be supported. Develop safe and supportive contacts and resources within communities that LGBTQ+ youth can access. Ideally, this would include LGBTQ+ knowledgeable therapists who are willing to work with the juvenile probation system as well as the child welfare system.
5. Collaboration and information sharing is crucial across child- and youth-serving systems, including child welfare, juvenile justice, courts, education, and service providers to address the unique educational needs of dually involved youth; emphasizing areas such as regular school attendance, academic success, acceptance of earned academic credits between school districts, special

⁵ The Children's Bureau, Dear Colleague Letter Addressing the Complex Needs of Dually Involved Youth, May 29, 2024, [Joint Letter on Dually Involved Youth](#)

education needs, and alternative learning environments necessitated by placement changes. The new centralized education records system is a good start to ensure systems-involved students' educational outcomes are not hindered by placement changes or system transitions.

Recommendations to DHHS:

1. Caseloads assigned have mostly improved over the last year; however, they remain too high in the Northern Service Area where only 73.0% of ongoing case managers met statutory caseload standards (per the July 2025 CFS Caseload Status report). High caseloads lead to staff turnover, documentation gaps, and delays in permanency, which negatively impact children and families. Additional resources are needed in the areas of training, supervision, and support for case managers. Additional supportive supervision is especially needed for newly trained staff to address any knowledge or skills gaps, including cultural diversity and awareness. Additional support should also be provided to newly promoted supervisors, so they are able to adequately support their direct reports.
2. While some progress has been reported, CFS must continue to proactively address case manager turnover across the state. To address turnover and other staffing challenges, create and implement a long-term plan to recruit individuals, including those from diverse backgrounds and with lived experience, who might consider pursuing a career in social work, psychology, mental health practice, and related professions. This may include activities such as speaking to students and teachers in middle schools and high schools, participating in career fairs, partnering with post-secondary education institutions, offering job-shadowing, volunteer, and internship opportunities, and other efforts designed to elevate human services career choices. Additionally, DHHS should focus on working environment and promoting a culture of recognition and support, enhancing compensation and benefits, and prioritizing the health and well-being of caseworkers by providing wellness programs, such as access to mental health counseling and stress management resources.
3. Collaborate with child placing agencies and system partners to recruit, train, support, and retain foster family homes able to meet the needs of children and youth with high needs, especially those with complex mental and/or behavioral health needs so that youth can remain safely in the least restrictive environments in their own communities. It is unclear whether and to what extent the additional tiers of foster care rates have been effective in meeting the complex and unique needs of certain children in foster care. Licensed foster family homes are needed in every community across the state.
4. Provide additional training and in-home supports and resources for foster parents, especially relatives/kin, whether licensed or not. Prioritize the needs and experiences of children and families throughout the transition of bringing relative and kinship support in-house. The focus must be on making the process of becoming a relative or kinship foster home as accessible and supportive as possible, rather than simply replicating bureaucratic processes. This can be done by simplifying the process, offering immediate financial and material support to homes, insuring culturally informed home studies, maintaining dedicated and knowledgeable staff to help foster families navigate the process and system, creating a centralized support hub as a single point of contact for families to access 24/7 for questions and crises, offering regular communication with caseworkers to establish trust with families, and gathering relevant data to evaluate the program for continuous improvement of policies and practices.
5. Some improvement with case file documentation has been seen, but more work must be done. Lack of documentation, lack of updated documentation, and poor documentation are often a result of high turnover, high caseloads, or inexperience, and are a contributing factor in poor case management, lack of progress toward permanency, and poor outcomes for children and families.

6. Adoption is the second most common (25.7%) reason for exit from the child welfare system but had the longest median length of stay of 987 days. DHHS must be intentional about identifying adoptive homes for eligible children earlier in the life of the child's case. In addition, DHHS should streamline the administrative process required to finalize adoptions to reduce the time children spend in foster care waiting for permanency.
7. Work with provider organizations to improve delivery and documentation of independent living skills training and development for youth ages 14 and over, including financial literacy, preparation for post-secondary education, job skills, and establishing and maintaining permanent connections with extended family or other trusted adults that can be sustained into adulthood.
8. Statewide, the Ansell Casey Assessment was completed in only 30.3% of reviews. Ensure that Ansell Casey Assessments are completed for each youth ages 14 and over in out-of-home care, and document case files accordingly. Additionally, more work is also needed to ensure youth have a current transitional living plan in which they have had an active role in developing so they can be better prepared for adult living. DHHS should work to improve efforts to ensure current transitional living plans are developed and maintained, along with youth being more involved in developing their own transitional living plan. This is particularly true in the Eastern Service Area, which lags far behind the other service areas when working with older youth.
9. Explore collaborative options with trade unions, workplaces, and community partners for workforce skill building with youth that are in care, especially older youth (16-18), so they experience a greater chance of achieving successful outcomes. This is especially important for youth who are likely to age out of the system instead of returning home.
10. Given the high percentage of youth at the YRTC's with mental health conditions and substance use disorder diagnoses, ensure programming is trauma-informed and treatment focused. Continue to provide additional ways youth at the YRTC's can learn independent living skills, such as financial literacy, job skills, health and wellness, and other skills necessary for adult living. Additionally, DHHS should ensure that educational programming and activities meet the needs of males and females with developmental disabilities, learning disabilities, and behavior challenges.
11. The FCRO acknowledges the improvements that have been made at the YRTC's over the last several years and encourages DHHS to make program evaluation data and reports easily accessible to the public to ensure that the outcomes of the programming are transparent and used to achieve desired results through decision and policy development into the future. The FCRO also encourages the development of youth gang violence prevention programs and other community-based programs that engage families and youth to improve outcomes, increase public safety, and strengthen communities, as well as reentry programming focused on youth and family well-being.⁶

Recommendations to Probation:

1. Use written transition plans as guides for preparing youth in out-of-home placements to rejoin their communities and increase the availability of these plans for FCRO reviews. Transition plans must have clear objectives since the objectives were unable to be determined in 30.6% of the cases reviewed. Ensure transition plans are developed within the appropriate timeframes and in collaboration with families.
2. Explore ways to support and engage parents and families of youth involved with Probation. Having a relevant transition plan (see recommendation 1 above) can help with that goal.
3. Develop concrete steps that may be taken when parents' issues prevent a youth from returning home.

⁶ See ojjdp.ojp.gov/about/ojjdp-priorities

4. Continue to partner with the Department of Education and DHHS on ways to better serve youth with learning delays or educational deficits so that those youth can obtain the best possible outcomes from programs and services that address delinquent behaviors. Probation should prioritize each youth's educational stability, provide direct support, and foster strong collaboration with schools and caregivers. Probation officers are uniquely positioned to serve as a critical link between the youth, their school, and their caregiver. This requires a dedicated focus on educational needs as a critical part of the probation plan.
5. Explore collaborative options with trade unions, workplaces, and community partners for workforce skill building with youth that are in care, especially older youth (16-18), so they experience a greater chance of achieving successful outcomes. For older youth, probation officers should not only focus on high school graduation but also help youth develop a plan for their future. This could include connecting youth with college readiness programs, vocational training, or employment resources. This is especially important for youth who are likely to age out of the system instead of returning home.
6. If not already doing so, consider providing older youth with education around financial literacy, the importance of safe and stable housing, and developing meaningful relationships with supportive adults as youth transition to adulthood. This is especially important for youth who remain in out-of-home placement when they reach the age of majority and who may be eligible for the Bridge to Independence program.

Recommendations to the Court System:

1. Require that guardians ad litem provide the FCRO with a copy of their GAL report or allow the FCRO reasonable access to the GAL report in the court's file.
2. While there was improvement from the previous year, ensure that findings are made as required by the Strengthening Families Act and that the findings are well documented and understood by relevant parties.
3. Invite and encourage children and youth to attend court as appropriate. Ask that they share their opinions and concerns during court hearings as the decisions being made have substantial future implications for them and their voice should be heard and considered.
4. Consider mandatory use of the Court Document Transfer Portal for submission of FCRO reports to all courts with juvenile court jurisdiction across the state.

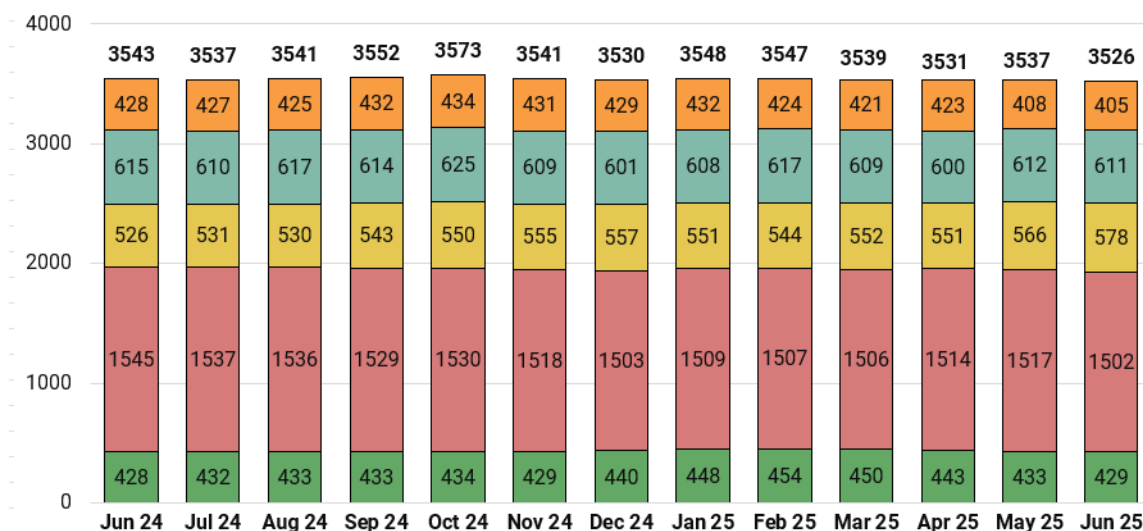
OUT-OF-HOME TRENDS

This section includes Average Daily Population as well as Entry and Exit data for court-involved children in out-of-home care or a trial home visit involved with DHHS and/or Probation. Youth who were involved with both DHHS and Probation simultaneously (dually involved youth) are included in both system trends; youth who were placed at a YRTC are included with the Probation-involved youth.

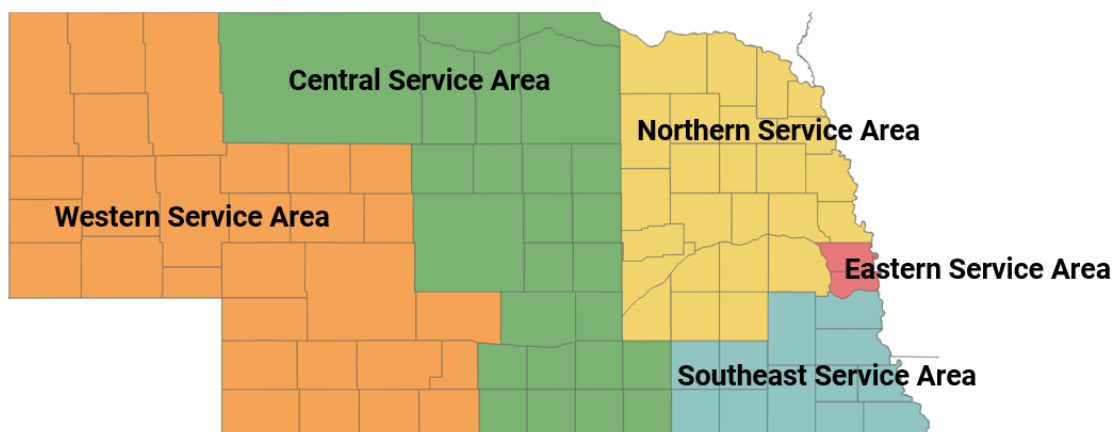
CHILD WELFARE TRENDS

Average Daily Population. Figure 1 represents the average daily population (ADP) per month of all DHHS-involved children in out-of-home care or a trial home visit, including those simultaneously served by Probation, from June 2024 to June 2025. There was a 0.5% decrease in DHHS wards in out-of-home care on average in June 2025 compared to June 2024.

Figure 1: Average Daily Population of DHHS Wards, June 2024-June 2025



The colors refer to the service area (SA), as shown in the map below. Totals at the top of the chart may be slightly different than the sum of the service areas due to rounding.



Out-of-Home Trends

Figure 2 indicates the percent change in average daily population varied throughout the state and illustrates the differences between service areas (geographic regions).

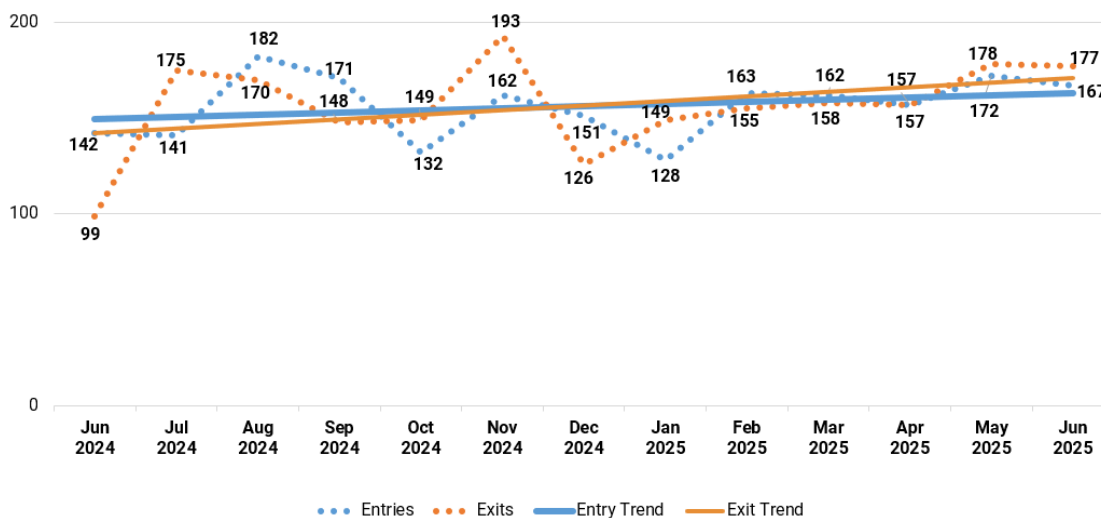
Figure 2: Percent Change in Average Daily Population of DHHS Wards by Service Area, June 2024 to June 2025⁷

Service Area (SA)	Jun-24	Jun-25	% Change
Central SA	428	429	0.2%
Eastern SA	1,545	1,502	-2.8%
Northern SA	526	578	9.9%
Southeast SA	615	611	-0.7%
Western SA	428	405	-5.4%
Statewide	3,543	3,526	-0.5%

Entries and Exits. Population changes of children in out-of-home care and trial home visits can be influenced by many factors, including changes in the number of children entering the system, changes in the number of children exiting the system, and changes in the amount of time children spend in the system. Some patterns tend to recur, such as more exits toward the end of the school year, prior to holidays, during reunification or adoption days, and more entrances just before summer and after school starts (when reports of abuse or neglect tend to increase).

Figure 3 represents exits and entrances per month of all DHHS-involved children in out-of-home care or a trial home visit, including those simultaneously served by Probation, from June 2024 to June 2025.

Figure 3: Monthly Entries and Exits of DHHS Wards, June 2024-June 2025

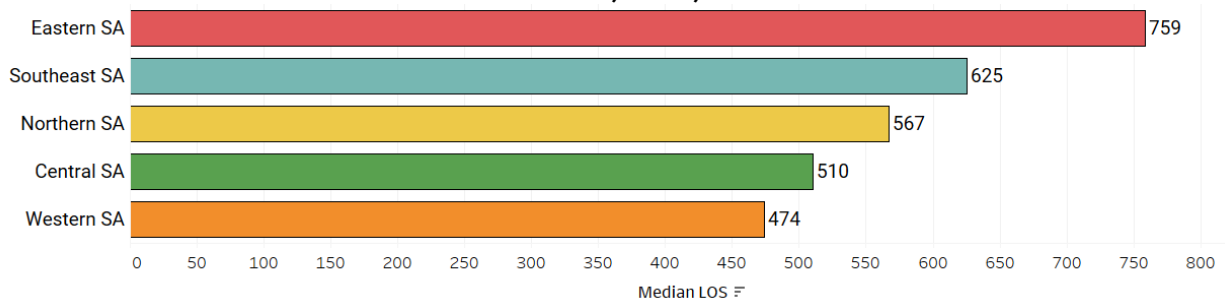


⁷ Averages for each column may not be exactly equal to the sum of the service areas due to rounding.

Out-of-Home Trends

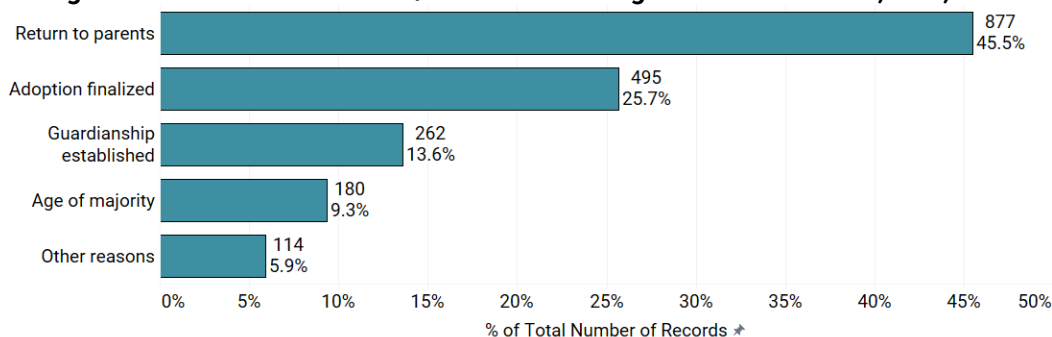
Median Number of Days in Care. The amount of time children spend in care also affects the overall population of children in care. An analysis of all children who were DHHS/CFS wards and who left care during FY2024-25 indicates that the median number of days varies by service area, from a low of 474 days in the Western Service Area to a high of 759 days in the Eastern Service Area.⁸ When comparing to last year, the Northern Service Area had the only increase in median days in care. Statewide, the median number of days in care was 601 days.

Figure 4: Median Consecutive Days in Care by Service Area for DHHS/CFS Wards Exiting Care in FY2024-25, n⁹ = 1,928



Exit Reason. Less than half (45.5%) of wards leaving care return to one or both parents, a continuing downward trend over the last four years. The next most common reason (25.7%) is adoption. Figure 5 provides additional details.

Figure 5: Exit Reason for DHHS/CFS Wards Exiting Care in FY2024-25, n = 1,928



The amount of time a child spends in foster care is strongly correlated to their exit type. The median consecutive days in care based on exit reason are:

- 987 days for children who were adopted.
- 925 days for children who reached the age of majority while in foster care.
- 670 days for children who exited to a guardianship.
- 383 days for children who returned to their parents' care.
- 352 days for children who exited for other reasons.

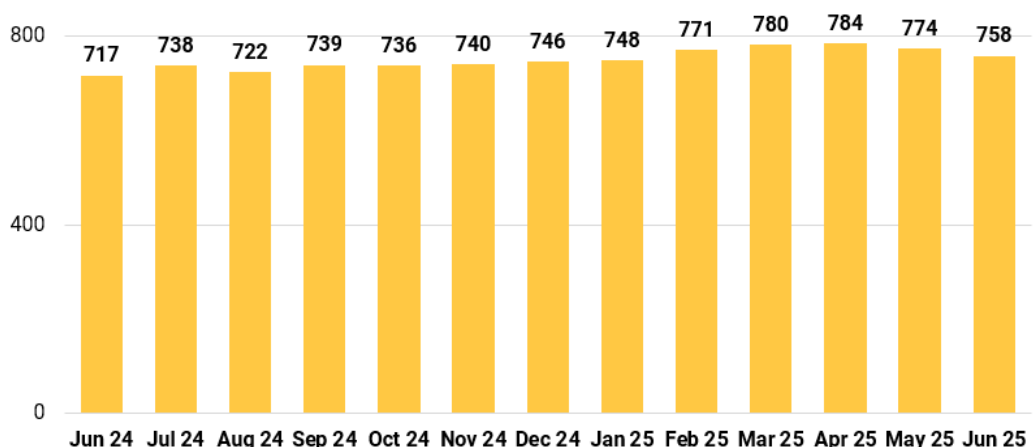
⁸ See page 18 for a map of the service areas.

⁹ See Appendix B for a glossary of terms and a description of acronyms.

JUVENILE JUSTICE-PROBATION TRENDS

Average Daily Population. Figure 6 below represents the average daily population (ADP) per month of all Probation supervised youth in out-of-home care, including those simultaneously served by DHHS, from June 2024 to June 2025. The average daily population increased over the last year. There were 5.7% more Probation supervised youth in out-of-home care on average in June 2025 compared to June 2024.

Figure 6: Average Daily Population of Probation Supervised Youth in Out-of-Home Care, June 2024 to June 2025



Five of the 12 probation districts experienced a decline in the population of Probation supervised youth in out-of-home care, as demonstrated in Figure 7.

Figure 7: Percent Change in Average Daily Population of Probation Supervised Youth by Probation District, June 2024 to June 2025¹⁰

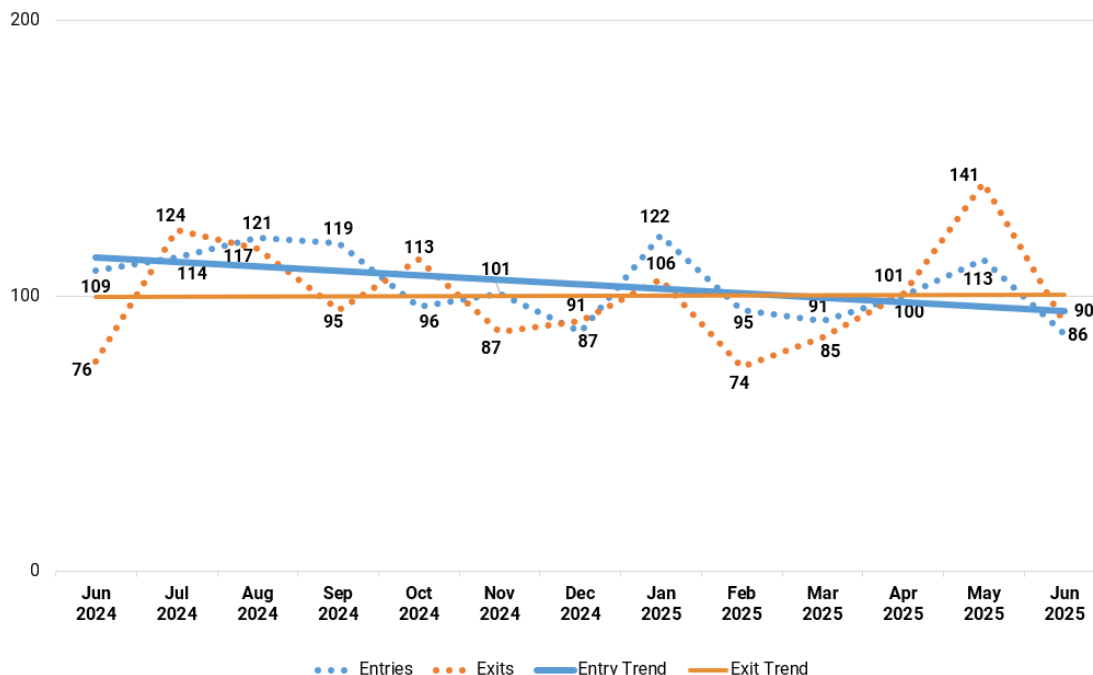
Probation District	Jun-24	Jun-25	% Change
District 1	20	15	-25.0%
District 2	32	37	15.6%
District 3J	120	134	11.7%
District 4J	262	283	8.0%
District 5	37	49	32.4%
District 6	44	39	-11.4%
District 7	48	48	0.0%
District 8	11	6	-45.5%
District 9	45	44	-2.2%
District 10	31	30	-3.2%
District 11	45	46	2.2%
District 12	21	27	28.6%
State	717	758	5.7%

¹⁰ Averages for each column may not be exactly equal to the sum of the probation district due to rounding.

Out-of-Home Trends

Entries and Exits. Probation-related placements are frequently long-term (6-12 months) placements, focused on community safety and rehabilitation of the youth. Under statute, the FCRO can track and review Probation supervised youth if they are in an out-of-home placement. For Probation supervised youth, the end of an episode of out-of-home care does not necessarily coincide with the end of their probation supervision; therefore, the FCRO is unable to report on successful or unsuccessful releases from Probation.

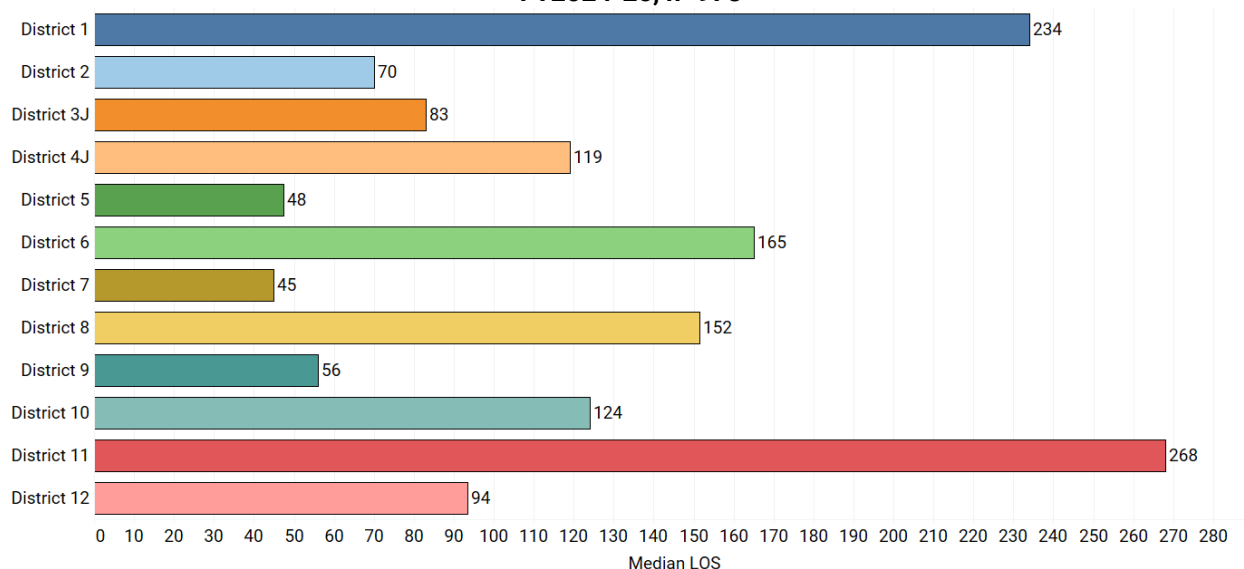
Figure 8: Monthly Entries and Exits of Probation Supervised Youth, June 2024-June 2025



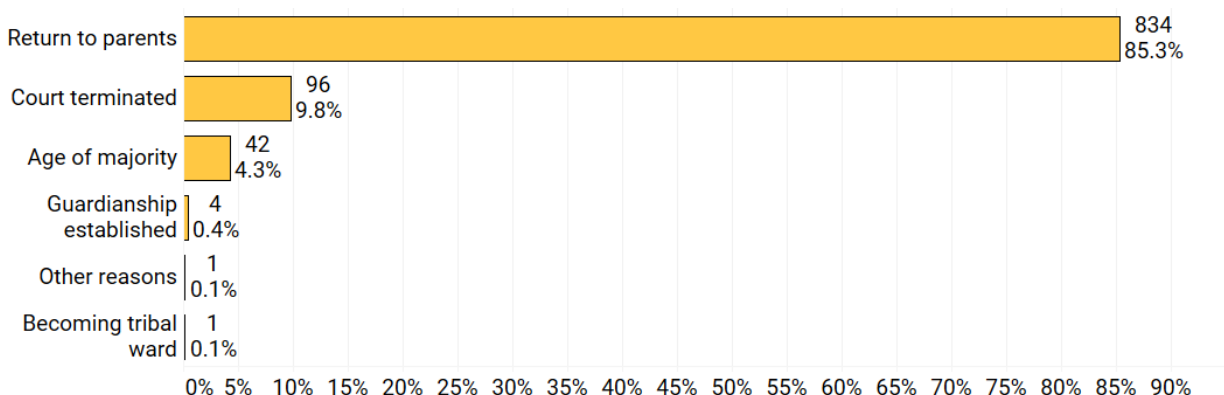
Median Number of Days in Care. An analysis of all Probation supervised youth who left care during FY2024-25 indicates that the median number of days varies by district, from a low of 45 days in District 7 to a high of 268 days in District 11.¹¹ Statewide, the median number of days in care was 108 days.

¹¹ See Appendix A for a list of counties and their respective district

Out-of-Home Trends

Figure 9: Median Consecutive Days in Care by District for Probation Supervised Youth Exiting Care in FY2024-25, n=978

Exit Reason. The FCRO can report that in FY2024-25, 42 Probation supervised youth exited out-of-home care on their 19th birthday compared to 25 the previous year. Most returned to parents/guardians (85.3%).

Figure 10: Exit Reason for Probation Supervised Youth Exiting Care in FY2024-25, n=978

The amount of time a youth spends in out-of-home care while on probation is strongly correlated to their exit type. The median consecutive days in care based on exit reason are:

- 792 days for youth who exited to become a tribal ward.
- 769 days for youth who exited to guardianship.
- 639 days for youth who reached the age of majority while in foster care.
- 441 days for youth who exited for other reasons.
- 268 days for youth who had court ordered terminations.
- 81 days for youth who returned to their parents' care.

POINT-IN-TIME TREND OVERVIEW BY AGENCY

The following tables represent a trend comparison of the number of children and youth in out-of-home care or trial home visits by agency type over the last eight point-in-time quarters. The DHHS/CFS and Dually Involved tables below show the statewide total as well as the breakout by service area. Probation displays the statewide total and the breakout by probation district. Finally, YRTC represents the statewide total and the breakout by gender.

DHHS/CFS	9/30/23	12/31/23	3/31/24	6/30/24	9/30/24	12/31/24	3/31/25	6/30/25
Statewide	3,480	3,398	3,388	3,446	3,426	3,397	3,378	3,363
CSA	404	378	393	407	404	428	424	410
ESA	1,581	1,536	1,503	1,496	1,458	1,424	1,426	1,412
NSA	495	489	503	521	533	550	531	558
SESA	554	570	585	589	590	570	579	587
WSA	446	425	404	433	441	425	418	396

- For children and youth involved only with DHHS/CFS, the most recent point-in-time data shows a 0.4% statewide decrease over the previous quarter.
- Three of the five service areas experienced a decrease with the largest decrease occurring in the WSA at 5.3%; whereas NSA had the largest increase at 5.1%.

Dually Involved	9/30/23	12/31/23	3/31/24	6/30/24	9/30/24	12/31/24	3/31/25	6/30/25
Statewide	127	138	138	119	132	141	155	142
CSA	15	18	17	12	16	12	15	21
ESA	57	62	63	58	67	79	81	67
NSA	15	14	20	20	24	24	27	25
SESA	25	28	24	17	16	19	17	15
WSA	15	16	14	12	9	7	15	14

- For youth who were dually involved with DHHS/CFS and Probation, the most recent point-in-time data shows an 8.4% statewide decrease over the previous quarter.
- Four of the five service areas (ESA, NSA, SESA and WSA) experienced a decrease and one service area (CSA) experienced an increase over the previous quarter.

Out-of-Home Trends

Probation	9/30/23	12/31/23	3/31/24	6/30/24	9/30/24	12/31/24	3/31/25	6/30/25
Statewide	473	483	480	486	475	479	516	467
District 1	20	18	18	19	13	8	7	12
District 2	30	35	34	29	30	28	30	26
District 3J	79	82	72	77	84	85	109	90
District 4J	139	151	155	163	154	156	162	155
District 5	37	32	35	29	31	32	37	38
District 6	32	28	25	30	30	33	36	25
District 7	28	28	30	26	20	28	23	25
District 8	7	6	4	4	6	6	6	5
District 9	30	29	38	37	40	34	33	28
District 10	22	24	25	27	19	17	15	17
District 11	29	34	30	31	28	35	35	26
District 12	20	16	14	14	20	17	23	20

- For youth who were only involved with Probation, the most recent point-in-time data shows a 9.5% statewide decrease over the previous quarter.
- Four of the 12 probation districts had an increase, with the largest increase occurring in District 1 at 71.4%, followed by District 10 at 13.3%, District 7 at 8.7%, and District 5 at 2.7%.
- Eight probation districts had a decrease over the previous quarter, with the largest decrease occurring in District 6 at 30.6%, followed by District 11 at 25.7%, District 3J at 17.4%, District 8 at 16.7%, District 9 at 15.2%, District 2 at 13.3%, District 12 at 13.0%, and finally District 4J at 4.3%.

YRTCs	9/30/23	12/31/23	3/31/24	6/30/24	9/30/24	12/31/24	3/31/25	6/30/25
Statewide	78	74	96	95	103	91	88	128
Females	12	14	25	29	22	15	12	24
Males	66	60	71	66	81	76	76	104

- For youth who were placed at a YRTC, the most recent point-in-time data shows a 45.5% total population increase over the previous quarter.
- The population of females at the YRTCs increased by 100.0% and the population of males increased by 36.8% over the previous quarter.

SYSTEM-WIDE TRENDS

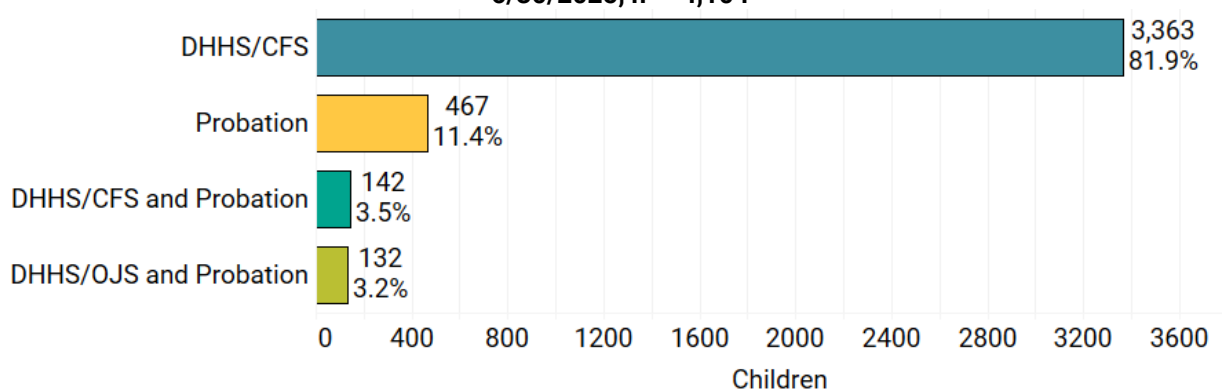
This section includes point-in-time data for court-involved children and youth under DHHS/CFS, DHHS/OJS, and/or the Administrative Office of the Courts and Probation – Juvenile Services Division (hereafter referred to as Probation) in out-of-home care or a trial home visit.

On 6/30/2025, 4,104 Nebraska children were in an out-of-home or trial home visit placement¹² under DHHS/CFS, DHHS/OJS, and/or Probation.

Over the course of a year, a child may enter or exit out-of-home care one or more times and may be involved with one or more state agencies. Additionally, children may be involved in voluntary placements, court-ordered placements, or both throughout a year.

Figure 11 provides a snapshot of the agency involvement of non-duplicated children in out-of-home care on 6/30/2025.

Figure 11: All Court-Involved Children in Out-of-Home Care or a Trial Home Visit by Agency Involved on 6/30/2025, n¹³=4,104



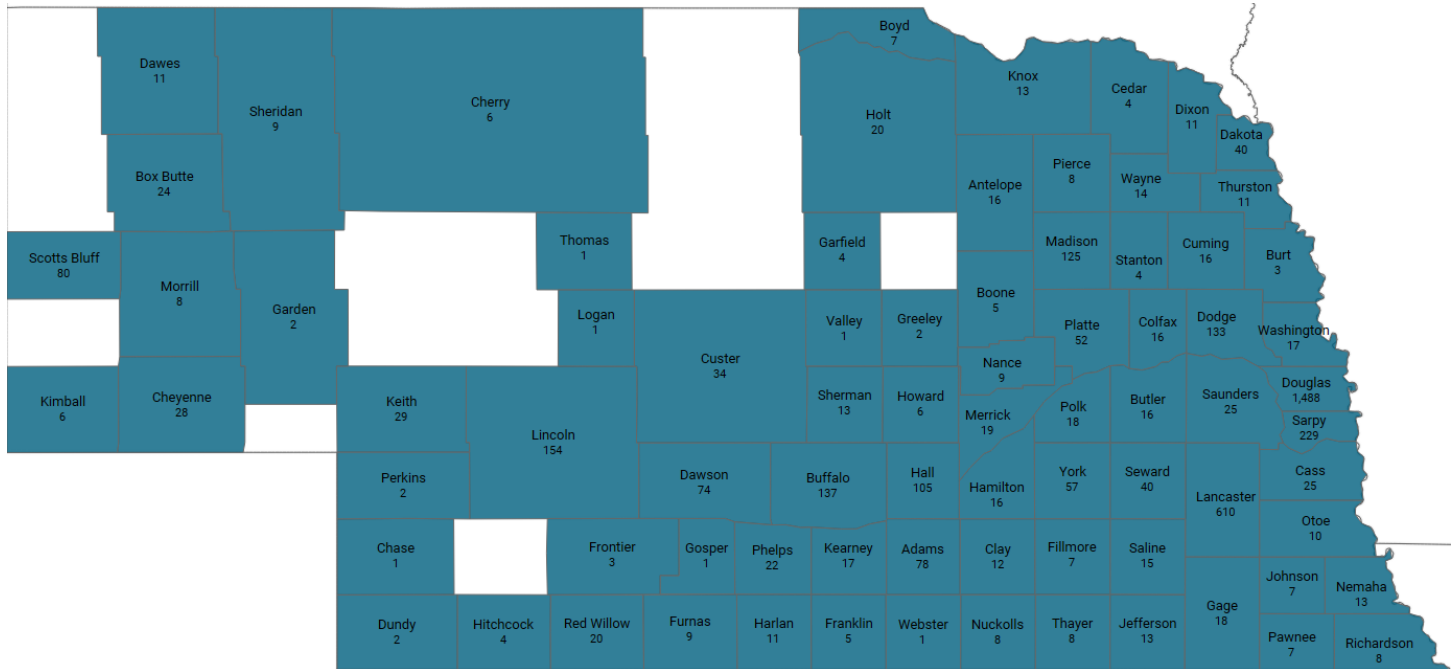
¹² This section does not include children in non-court Approved Informal Living Arrangements, tribal wards, or children that have never had a removal from the home.

¹³ See Appendix B for a glossary of terms and a description of acronyms.

System-Wide Trends

Children in out-of-home care come from across the entire state of Nebraska. Figure 12 represents the county of court jurisdiction for the 4,104 court-involved children who were in out-of-home care on 6/30/2025 (which excludes AILAs).¹⁴

Figure 12: County of Court Jurisdiction for all Nebraska Court-Involved Children in Out-of-Home Care or a Trial Home Visit on 6/30/2025, n=4,104



*Counties with no description or shading did not have any children in out-of-home care. These are predominately counties with sparse populations of children. Children who received services in the parental home without experiencing a removal and children placed directly with a non-custodial parent are not included as they are not within the FCRO's authority to track or review.

The 4,104 shown above is a 1.1% decrease compared to 6/30/2024 when 4,151 court-involved children were in out-of-home care.

The next sections of this report will summarize the sub-populations of all children in out-of-home care based on the agency or agencies involved.

¹⁴ See Appendix B for a glossary of terms and a description of acronyms.

CHILD WELFARE CHILDREN

DHHS/CFS COURT-INVOLVED CHILDREN IN CARE THROUGH THE CHILD WELFARE SYSTEM

This section includes tracking and FY2024-25 review data for court-involved children in out-of-home care or a trial home visit in the child welfare system (abuse and neglect). Review data in this section is for all children and youth involved with DHHS Children and Family Services (CFS), including children and youth dually involved with DHHS/CFS and Probation. Review data for only the dually involved children and youth are later broken out separately in a distinct section to describe experiences and outcomes for this particularly vulnerable population along with their point-in-time data. Point-in-time data in this section is the non-duplicated count for all children and youth involved with DHHS/CFS only.

COURT AND LEGAL SYSTEM FACTORS

Timeliness of Adjudication. The court hearing at which the judge determines if the allegations in the petition filed by the county attorney are true is known as the adjudication hearing. If found true, the case then proceeds to the disposition hearing.

Under Neb. Rev. Stat. §43-278, the adjudication hearing must occur within 90 days of the child entering out-of-home care, unless there is a showing of good cause. Best practice for adjudication hearings is 60 days¹⁵ and Nebraska Supreme Court Rule §6-104 was amended to reflect this best practice as a case progression standard for adjudication hearings in juvenile court.

- For children reviewed in FY2024-25, the median number of days from petition to adjudication was 75 days.

Court review hearings. Court review hearings were held every six months as required in almost all cases reviewed (98.2%).

Permanency Hearings. Under Neb. Rev. Stat. §43-1312(3), courts shall have a permanency hearing no later than 12 months after the date the child enters foster care and annually thereafter. The permanency hearing is a pivotal point in each child's case during which the court determines whether the pursuit of reunification remains a viable option, or whether alternative permanency for the child should be pursued.

To make this determination, adequate evidence is needed, as well as a clear focus on the purpose of these special hearings. Timely hearings are also needed for federal IV-E eligible cases to continue to be eligible. For FY2024-25:

- In the majority (90.6%) of cases reviewed where children had been in care at least 12 months, a permanency hearing had occurred.

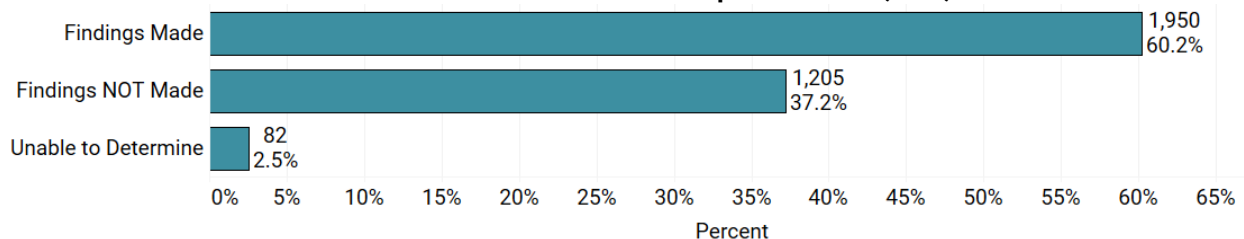
Children Attending Court Hearings. It can be very important for older children and youth to feel heard by the court that is making decisions about their future, when appropriate.

- For teenagers reviewed in FY2024-25, the FCRO found that only 16.2% had attended their court hearings. This is a slight decrease from the 18.0% who attended in FY2023-24.

¹⁵ Gatowski, S., Miller, N., Rubin, S., Escher, P. & Maze, C. (2016) Enhanced resource guidelines: Improving court practice in child abuse and neglect cases. Reno, NV: National Council of Juvenile and Family Court Judges.

Required SFA¹⁶ Findings Made by the Court. The federal Preventing Sex Trafficking and Strengthening Families Act (P.L. 113-183) requires courts to make certain findings. There was documentation that the required findings were made in 60.2% of the cases, as shown in Figure 13.

Figure 13: SFA Findings Made at Last Court Hearing for Cases Reviewed During FY2024-25, Excluding Cases That Have Not Reached the Disposition Level, n=3,237



Guardian Ad Litem (GAL)¹⁷ Practice. Per Nebraska statutes, GALs are to visit children they represent in their placement at least once every six months. FCRO staff review court documents and reach out directly to every GAL during every FCRO case review. For FY2024-25:

- For 58.6% of cases, the GAL was reported as having had contact with the child.
- GAL-child contact was unable to be determined for 37.7% of cases reviewed.

Court Appointed Special Advocate (CASA) Volunteers. In some areas of the state, courts have CASA programs. These are non-attorney volunteers that work with the guardian ad litem and the court to develop a one-on-one relationship with the child and advocate for that child. Not all children are appointed a CASA volunteer. Courts assign CASA volunteers to the more intensive cases or cases where children may be extremely vulnerable, such as a child with an incapacitating medical condition, depending on the availability of volunteers.

- At the time of FCRO review during FY2024-25, 31.7% of children reviewed had a CASA volunteer.

Exception Hearings. Exception hearings are to occur if the child has been in out-of-home care for 15 of the past 22 months. This hearing is called “exception” because the court is to determine at that point if there is a verified, legally allowable exception to the requirement that a motion for termination of parental rights be filed by either the prosecutor or the guardian ad litem.

- For children in out-of-home care for 15 of the last 22 months, there was documentation that an exception hearing had occurred in 35.5% of cases that were reviewed during FY2024-25, an increase from 31.7% in FY2023-24.

Need for Bridge Orders. A bridge order transfers juvenile court jurisdiction to a district court for custody matters when the safety of a child is not at stake. It allows DHHS/CFS to withdraw as legal guardian of the child and the juvenile court to close jurisdiction while ensuring that the child is in a safe placement with a parent who has legal authority to enroll the child in school, seek medical care, etc. Bridge orders reduce the waiting period to get custody orders modified in district court.

- Bridge orders were needed for nearly a quarter (23.4%) of the children in out-of-home care reviewed in FY2024-25.

¹⁶ See Appendix B for a glossary of terms and a description of acronyms.

¹⁷ See Appendix B for a glossary of terms and a description of acronyms.

ALTERNATIVE RESPONSE AND NON-COURT SERVICES PRIOR TO CURRENT REMOVAL

For some children and families, an alternative response to out-of-home care and other non-court interventions by DHHS/CFS occurred prior to the current court action. The FCRO does not have the statutory authority to track or review cases while children are receiving in-home, non-court services, so the data presented below is only for children with a subsequent removal with court involvement that the FCRO reviewed.

- Beginning FY2024-25, FCRO began measuring alternative response cases separately from other non-court cases. Of the children reviewed, 14.3% were involved in at least one alternative response case within the 12 months prior to the start of their current episode.
- In addition to alternative response, 14.5% of the children reviewed in FY2024-25 had other non-court services provided in the 12 months prior to their current episode of court-ordered out-of-home care. This is fairly consistent with last year's 13.0%. Of those:
 - 93.2% had the same safety issue present when entering court-involved care.
 - 58.4% had a written safety plan while accessing non-court services (one should be available for every case in which safety is a concern), comparable to 58.0% the prior year.
 - 74.5% had sufficient information available to determine the reason for and nature of non-court services, an increase from 72.7% the prior year.
 - 49.9% left the non-court services due to the filing of an involuntary case. This is a decrease from 56.9% in FY2023-24.

CHILD WELFARE SYSTEM FACTORS

ICWA. ICWA refers to the federal and state Indian Child Welfare Acts, enacted to ensure that children who are members of a federally recognized tribe OR are eligible for membership and are the biological child of a member of a federally recognized tribe, are not removed unnecessarily from their parents, extended family, and tribal communities. These laws apply to cases under state juvenile court jurisdiction. The numbers quoted here are only for state wards to whom ICWA protections apply.

- During FY2024-25, the FCRO found that ICWA applied to 4.9% of the children reviewed. For 85.7% of the ICWA cases reviewed, the children had minimal to no delay in permanency, an increase from 76.5% in FY2023-24. Additionally, 64.6% of all ICWA cases reviewed had a written cultural plan (a plan to maintain connection to the child's heritage when a child is placed into a home where a caregiver is not a member of the child's tribe).

Adequacy of Services for Children. It is expected that most children will need some services to address early traumas and foster care related needs. During the review process, the FCRO assesses if children are receiving needed services.

- 76.6% of cases reviewed were receiving the services they needed, and another 20.8% were at least partially receiving needed services, for a total of 97.4% which is slightly more than the 96.8% receiving services in the prior fiscal year.

Caseworker Contact with Children. According to DHHS/CFS policy, caseworkers are required to have personal, face-to-face, contact with each child a minimum of once a month. This is an important safeguard for children, particularly children under age six who may not be visible in the community.

During the FCRO case review process, staff document whether the child's caseworker had contact with the child within 60 days prior to the most recent review. The FCRO purposely elected to use a 60-day window to allow time for contact documentation to be completed. By doing so, it is the fairest representation of what was happening for children and not merely a reflection of the documentation at a point in time.

The FCRO found that for reviews conducted in FY2024-25:

- Worker-child contact was documented as occurring within 60 days of the review for 99.5% of children reviewed across the state, comparable to 99.2% last year. There was very little difference by service area in either year.

Caseworker Input at FCRO Reviews. Caseworker input during reviews is crucial for FCRO staff and volunteer board members to be able to make appropriate recommendations based off the most up-to-date information from the caseworker. Statewide, caseworkers gave at least minimal input in 87.8% of reviews conducted in FY2024-25, an increase from 80.5% the previous fiscal year.

	CSA	ESA	NSA	SESA	WSA
Input Given	96.0%	79.4%	98.0%	91.0%	86.6%
Minimal Input Given	0.4%	2.1%	0.8%	2.2%	0.0%
No Input Given	3.6%	18.5%	1.2%	6.8%	13.4%

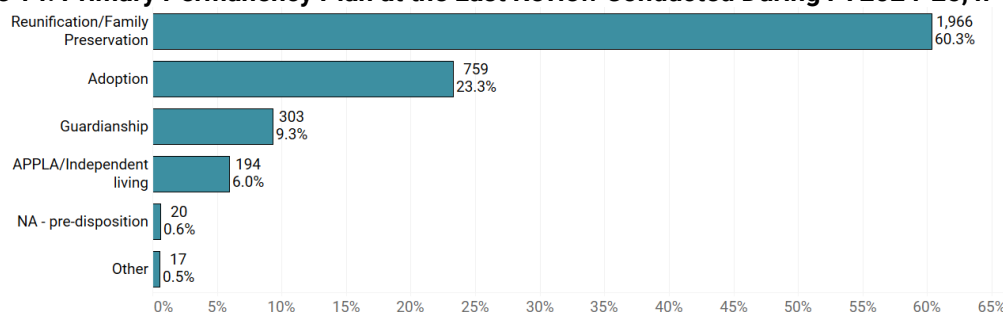
Grounds for Termination of Parental Rights (TPR)¹⁸ and Best Interest of the Child. The FCRO is required by Neb. Rev. Stat. §43-1308 to make the following findings regarding termination of parental rights for each child reviewed if: 1) grounds appear to exist; 2) a return to parents is likely; and 3) a return to parents is unlikely, what should be the permanency goal.

During FY2024-25 for cases where parental rights remain intact, 48.8% of cases reviewed found that TPR grounds appear to exist and TPR would be in the child's best interests. If it was unlikely that a child could safely return to their parent, the recommended plans included adoption (61.3%), guardianship (22.1%), another planned permanent living arrangement (APPLA) (14.1%), and custody transfer to non-custodial parent (2.5%).

Court-Ordered Primary Permanency Objective. The court-ordered permanency plan contains one of several possible primary objectives and the means to achieve it. Typical objectives include reunification, adoption, guardianship, or APPLA. Courts have the authority to order two different permanency objectives – a primary permanency objective and an optional concurrent objective.

Figure 14 shows the primary objective ordered by the court for children at the time of review. The percentage with each objective has remained fairly steady for the past three years.

Figure 14: Primary Permanency Plan at the Last Review Conducted During FY2024-25, n=3,259



¹⁸ See Appendix B for a glossary of terms and a description of acronyms.

Continued Appropriateness of Primary Permanency Objective. Courts are to determine the appropriate permanency objective at every court review hearing. After a thorough analysis of available information, local boards determine whether the primary permanency objective is still the most fitting for the individual child being reviewed and should be continued or if a different objective should be ordered. Since reviews are typically timed to occur before court hearings, this finding and the accompanying rationale is made to assist the legal parties in determining future case direction.

- In FY2024-25, reunification efforts were appropriate to continue for 77.9% of the children reviewed.

Adoption as Primary Permanency Plan. There were 759 children reviewed during FY2024-25 who had a plan of adoption; 503 (66.3%) of those children were free for adoption, meaning parental rights had been resolved. Of the children free for adoption, 387 (83.8%) had pre-adoptive homes that appeared able to meet their needs, while suitability was unable to be determined for 48 (10.4%) children.

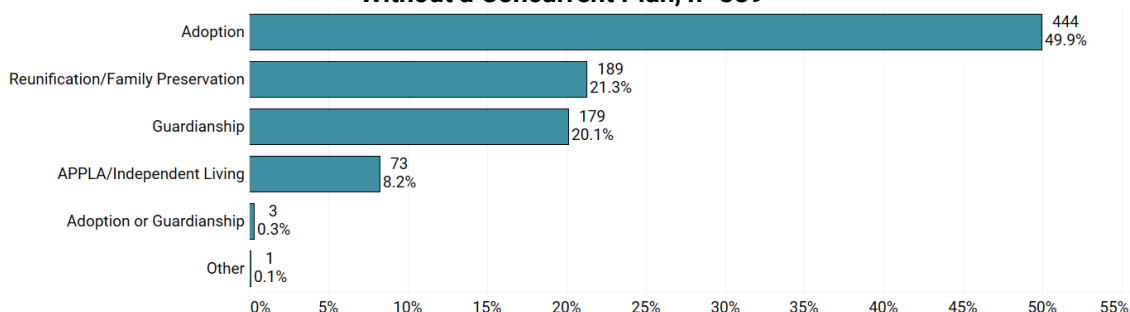
Guardianship as Primary Permanency Plan. There were 303 children reviewed during FY2024-25 who had a plan of guardianship. Of the children that had a potential and willing guardian identified, 66.3% were a relative or kin.

Family Team Meetings. DHHS/CFS defines a family team meeting as a meeting with the family and others who develop and monitor a plan for child safety, permanency, and well-being.¹⁹ They also work toward sustainable change and support for the family and children. The team meeting is typically held once a month, unless otherwise requested by the family.

- For children whose plan was family preservation or reunification, DHHS/CFS held a family team meeting within the last 90 days from the review 86.3% of the time. That is an increase from the 83.1% in the previous fiscal year.

Court-Ordered Concurrent Permanency Objective. Nebraska statute permits, but does not require, courts to include a concurrent permanency objective in its court-ordered plan. The purpose of concurrent planning is to shorten children's stay in care by allowing the system to work on two permanent solutions simultaneously. To be successful, there needs to be a focus on clear goals and timeframes related to the concurrent objective as well as the primary objective. Ideally, it should begin with initial contacts and continue throughout the case. Throughout the case, there needs to be continued reassessments of whether the primary objective is still in the best interest of the child.

Figure 15: Concurrent Permanency Plan at Last Review Conducted FY2024-25, Excluding Children Without a Concurrent Plan, n=889



¹⁹ Nebraska Health and Human Services/CFS Protection and Safety Procedure Update #7-2019.

Relative Identification. The Federal Fostering Connections to Success and Increasing Adoptions Act (PL 110-351, 2008) requires that DHHS/CFS apply “due diligence” in identifying relatives within the first 30 days after a child is removed from the home. The percentages in FY2024-25 were similar to FY2023-24; however, there was a 6.9% decrease in the Southeast Service Area for paternal searches.

	CSA	ESA	NSA	SESA	WSA
Maternal searches documented	94.9%	84.9%	81.0%	94.9%	98.4%
Paternal searches documented (where father was identified)	88.0%	68.0%	74.1%	76.5%	91.7%

Reasonable efforts. DHHS/CFS is obligated to make reasonable efforts to preserve and reunify families if this is consistent with the health and safety of the child.²⁰ If the court finds that reunification of the child is not in his or her best interests, DHHS/CFS is then required to make reasonable efforts to ensure that necessary steps are in place to achieve an alternative permanency for that child.

Juvenile courts make determinations of reasonable efforts on a case-by-case basis. A finding that the state failed to provide reasonable efforts has significant consequences to DHHS/CFS, such as disqualification from eligibility of receipt of federal foster care maintenance payments.

The FCRO makes an independent finding at each case review on whether “reasonable efforts” are being made towards achieving permanency. During FY2024-25, the FCRO found “reasonable efforts” were made 97.0% of the time statewide. This can also be seen broken out by service area below.

	CSA	ESA	NSA	SESA	WSA
Reasonable efforts made	98.7%	95.3%	97.4%	98.1%	99.5%

One element in reasonable efforts is for DHHS/CFS or its contractors to develop a complete plan for case progression. The FCRO found there was a complete plan in 98.2% of cases reviewed.

REASONS FOR REMOVAL

Home of Origin. The following describes the home of origin (the home from which removed) for children the FCRO reviewed during FY2024-25.

- 60.0% lived with only their mother.
- 27.2% lived with both parents.
- 7.1% lived with only their father.
- 5.7% lived with a non-parent at removal (often a relative such as a grandparent).
- 0.1% were unable to be determined.

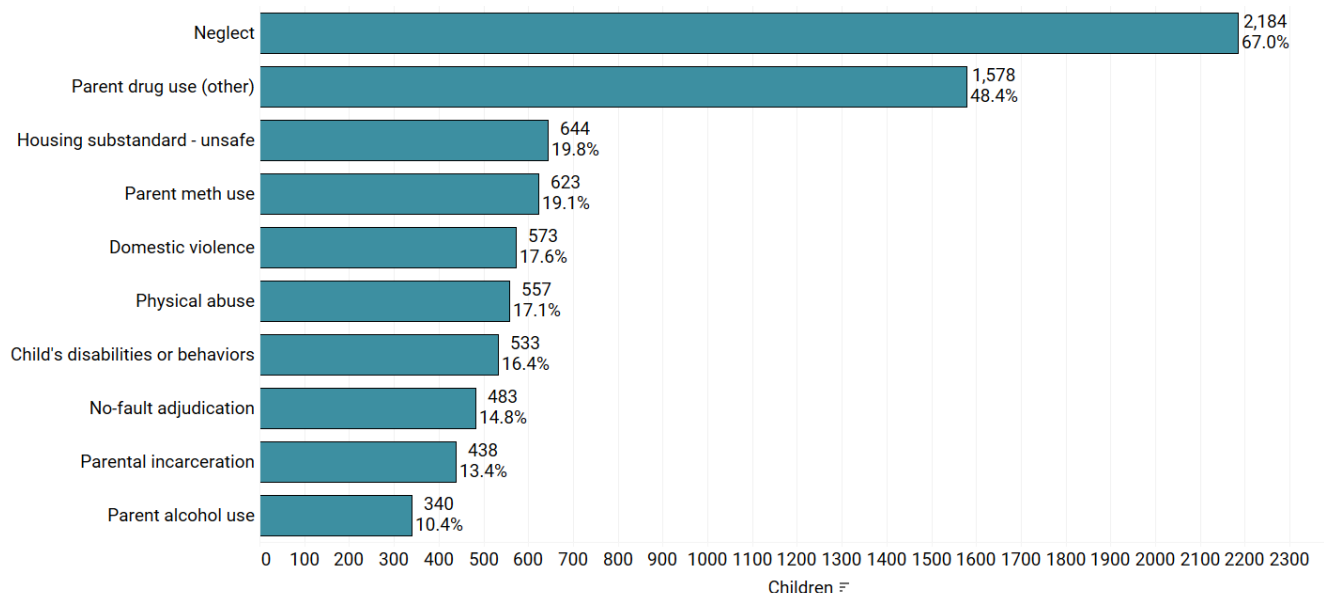
Adjudicated Reasons for Removal. Knowing why children enter out-of-home care is essential to case planning, rehabilitation of parents, and providing services to address children’s trauma. This data can also assist in the development of appropriate prevention programs.

²⁰ Required unless a statutory exception of “aggravated circumstances” is found by the juvenile court, or the juvenile court has adopted another permanency objective.

Adjudication is the process whereby a court establishes its jurisdiction for continued intervention in the family's situation. Issues found to be true during the court's adjudication hearing are to subsequently be addressed and form the basis for case planning throughout the remainder of the case. Factors adjudicated by the court also play a role in a termination of parental rights proceeding, should that become necessary.

Figure 16 represents the adjudicated reasons for the removal of 3,259 children the FCRO reviewed, who were under DHHS/CFS custody in FY2024-25. Multiple reasons can be identified per child.

Figure 16: Top Adjudicated Reasons Children Entered Care, Reviewed FY2024-25, n=3,259



Non-Adjudicated Reasons for Removal. There may be reasons to remove a child from the home that are not adjudicated in court, but that greatly impact a successful parental reunification plan.²¹ FCRO reviews of children's cases identify which, if any, additional issues contributed to the decision to remove a child from their home.

The most frequently identified non-adjudicated reasons were:

- Parent drug use (other) (15.0%)
- Neglect (10.8%)
- Child's disabilities or behaviors (10.2%)
- Parent mental health (8.3%)
- Domestic violence (7.9%)
- Housing substandard - unsafe (7.7%)
- Parental incarceration (5.7%)

PARENTAL AND FAMILY FACTORS

The FCRO focuses on the individual children reviewed and tracked; thus, information presented in this section is based on how many children are impacted rather than simply the number of mothers or fathers.

²¹ Plea bargains, insufficient evidence, fragility of child witnesses/victims, or other legal considerations may result in an issue not being adjudicated.

Parental progress on safety concerns. Identifying safety concerns that put children at risk of harm, and helping parents address those safety concerns, is a primary goal of the child welfare system. Identifying and arranging appropriate services for parents is part of that equation, and parents are responsible for making progress to address those safety concerns.

To assess parent progress, during the review process the FCRO collects data on the number of children impacted by certain safety concerns, and progress on those concerns by their mothers and fathers, if those parents have intact parental rights and a goal of reunification or family preservation with their children. The status of parental rights, the impact of a safety concern, and progress can all differ for mothers and fathers. As a result, the data is separated by parent.

Figure 17: Safety Concerns and Progress Regarding Parents with Intact Parental Rights for Children with a Reunification or Family Preservation Goal, Reviewed FY2024-25

	Mother's Mental Health	Mother's Substance Use	Mother's Domestic Violence Involvement	Father's Mental Health	Father's Substance Use	Father's Domestic Violence Involvement
Identified Issue	1,331 (72.3%)	1,072 (58.3%)	327 (17.8%)	546 (45.1%)	474 (39.1%)	233 (19.2%)
Percent Now Making Progress	64.6%	60.7%	60.2%	64.5%	54.6%	53.2%

SERVICES FOR PARENTS

Parental Incarceration. At the time of the FCRO's FY2024-25 review,

- 16.7% of children's fathers and 3.9% of children's mothers who still had parental rights were incarcerated.
- Furthermore, 13.3% of children's fathers and 11.3% of children's mothers had pending criminal charges that could result in incarceration.

Providing Services to Parents. Without assistance, many parents are unable to obtain the services they need to mitigate the reasons their children were removed from the home. To provide oversight of the system's response, during the review process the FCRO collects data on whether services were received.

The statistics in this section serve both as important indicators and as baselines by which to measure improvements in the future.

FCRO reviews of children whose parents had intact parental rights during FY2024-25, indicate that on average, children's mothers and fathers were receiving a majority or all service provisions (Figures 18 and 19).

Figure 18: Service Provision for Children's Mothers, Reviewed FY2024-25, (if parent is adjudicated and plan is reunification or family preservation) n=1,840

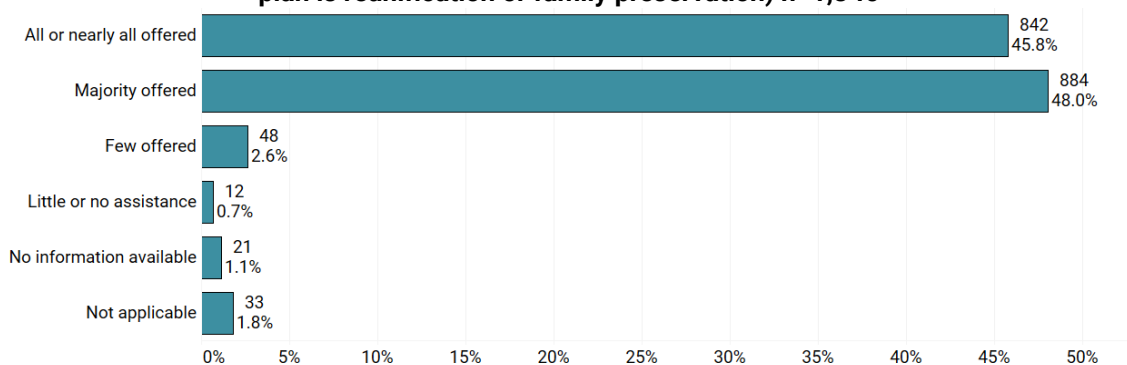
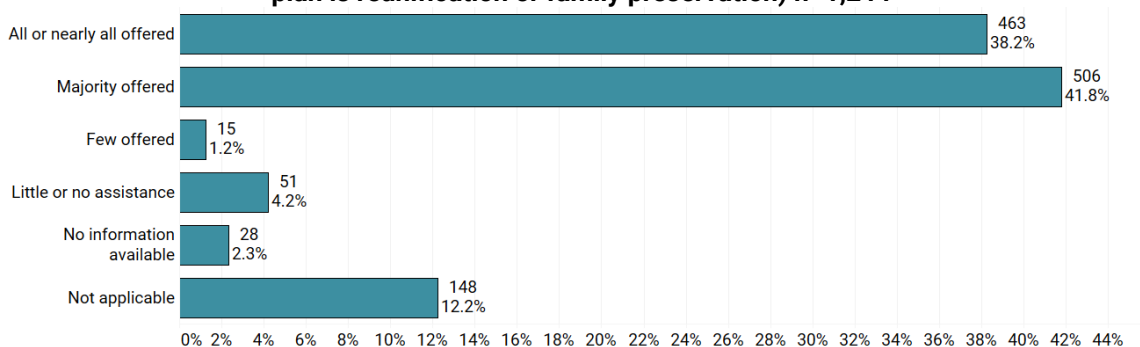


Figure 19: Service Provision for Children's Fathers, Reviewed FY2024-25, (if parent is adjudicated and plan is reunification or family preservation) n=1,211



Attendance. Parents in abuse/neglect cases normally need to regularly attend court ordered classes, therapy sessions, etc. Engaging with services is often difficult, as it can mean discussing dysfunctional family situations, evaluating poor personal decisions, and dealing with their own and their children's emotional pain. It is, therefore, anticipated that some parents will struggle with attendance.

In addition, scheduling can be problematic, as many system-involved parents lack flexible work hours and may have transportation challenges. (Figures 20 and 21).

Figure 20: Attendance at Services for Children's Mothers, Reviewed FY2024-25, (if parent is adjudicated and plan is reunification or family preservation) n=1,840

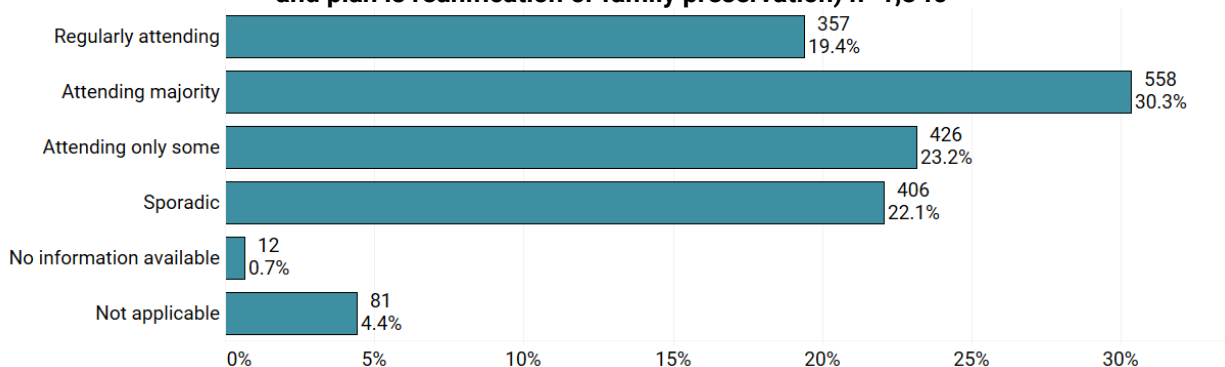
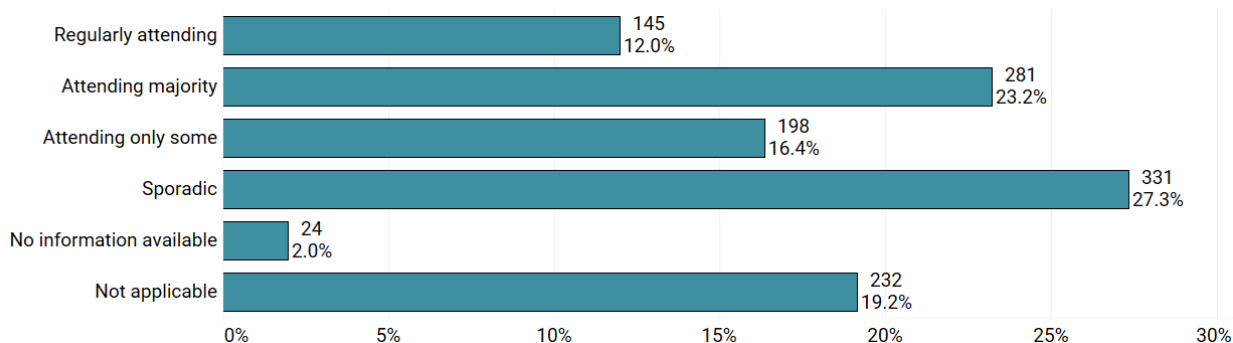


Figure 21: Attendance at Services for Children's Fathers, Reviewed FY2024-25, (if parent is adjudicated and plan is reunification or family preservation) n=1,211



Skill Integration. Attendance and completion of services are not the only measures of progress. Services are provided so that parents gain coping skills and demonstrate marked improvement in parenting abilities. The time and effort parents expend toward learning from the services provided and the quality of those services impact whether and how quickly they progress.

While 36.0% of children's mothers and 26.5% of children's fathers were demonstrating or showing improvement on the skills needed to safely parent, it is concerning that many parents (56.7% mothers, 51.2% fathers) were not showing progress at the time of FCRO review (Figures 22 and 23).

Figure 22: Skill Integration for Children's Mothers, Reviewed FY2024-25, (if parent is adjudicated and plan is reunification or family preservation), n=1,840

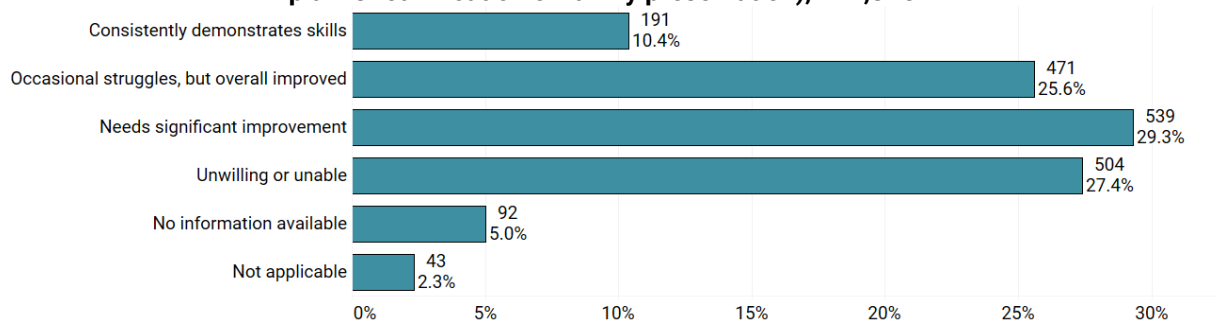
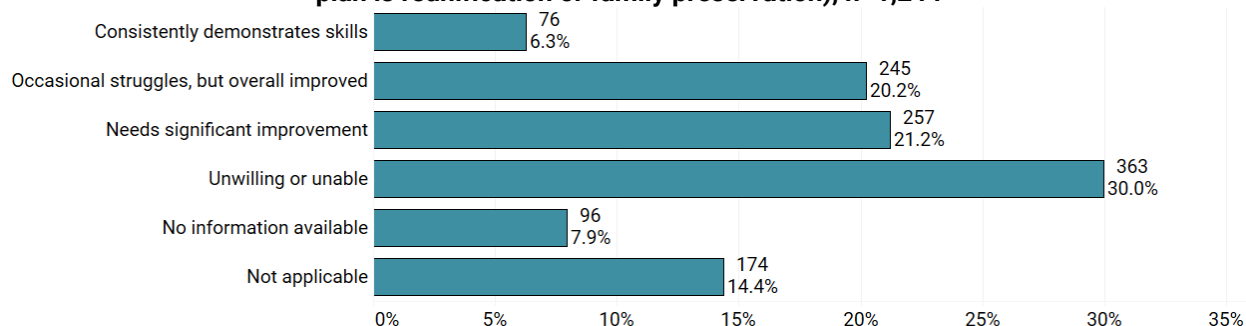


Figure 23: Skill Integration for Children's Fathers, Reviewed FY2024-25, (if parent is adjudicated and plan is reunification or family preservation), n=1,211



Parental Contact with Caseworkers. As previously noted, services can be difficult for parents to complete. Parents may easily become discouraged, especially when progress seems slow. Caseworkers can and should play a primary role in building parental engagement.

Caseworkers are required to have monthly contact with parents. It is important for parents to keep the caseworker apprised of their contact information, living situation/address, and to coordinate with the caseworker to arrange parent-child visitation, etc., as many parents move and change phone numbers frequently.

During FY2024-25 when parents had intact rights, were adjudicated, and the plan was reunification or family preservation, the FCRO found that most parents were consistently or nearly consistently keeping workers informed of changes to their contact information.

Figure 24: Parental Contact Information to Caseworkers, Reviewed FY2024-25, (if the parent is adjudicated and the plan is reunification or family preservation)

Level of Contact Information Provided	Mothers (n=1,840)	Fathers (n=1,211)
Consistently let worker know contact info	58.2%	42.4%
For the most part let worker know	25.8%	22.9%
Very little compliance	13.7%	23.9%
No contact info provided	2.1%	8.2%
Unable to determine	0.3%	2.6%

As shown above, for 15.8% of the children's mothers and 32.1% of the children's fathers, there was little to no compliance. This needs to be documented and addressed because it indicates a reduced chance of successful reunification in a timely manner and the possible need for a change in case planning.

PARENTAL VISITATION

Importance of Parenting Time (Visitation). National research indicates that children who have regular, frequent contact with their family while in foster care experience a greater likelihood of reunification, shorter stays in out-of-home care, increased chances that reunification will be long-term, and overall improved emotional well-being and positive adjustment to placement.²² Additionally, parenting time helps to identify and assess potentially stressful situations between parents and their children and monitor parental progress in integrating skills needed to safely parent.²³

There needs to be a well-trained workforce that is knowledgeable regarding parenting practices and child development to best facilitate parenting time. Additionally, all caseworker referrals to service providers need to contain specific parenting time goals that can be measured. This ensures both parents and their visitation supervisors know what is expected of them and enables an accurate determination of progress levels.

²² McWey, Lenore M, and Ming Cui. 2021. "More Contact With Biological Parents Predicts Shorter Length of Time in Out of Home Care and Mental Health of Youth in the Child Welfare System." *Children and Youth Services Review* 128 (July): 106164. <https://doi.org/10.1016/j.childyouth.2021.106164>.

²³ Brantley, Helen T., Eric Y. Drogin, I. Bruce Frumkin, Giselle Aguilar Hass, Jemour A Maddux, Lisa D. Piechowski, and American Psychological Association. 2022. "Guidelines for Child Custody Evaluations in Family Law Proceedings." <https://www.apa.org/about/policy/child-custody-evaluations.pdf>.

Parenting Time Supervision Level. Reviews in FY2024-25 indicate that when parents are not prevented or prohibited from interacting with their children, most parenting time is still fully supervised (78.1% for mothers, 77.2% for fathers).

Visits, Building and Maintaining Bonds with Parents. Many parents need help arranging for supervised visitation and it is the system's responsibility to help ensure arrangements are appropriately made. In the FCRO's role as oversight to the child-welfare system, we measure the adequacy of the system response to meeting parenting time requirements because this directly impacts children at the time of review and the likelihood of successful reunification in the future.

Figure 25 represents the findings from FCRO reviews regarding visitation in cases where a parent retained their parental rights. The chart includes whether the system adequately assisted parents, whether parents were attending parenting time, whether parents were making efforts to ensure parenting time occurred, and the quality of parent/child interactions. There was improvement in each measure from the previous year for both mothers and fathers.

Figure 25: Visitation Findings Regarding Parents with Parental Rights Who are Allowed Visitation, Reviewed FY2024-25, n=1,873 children's mothers and n=1,064 children's fathers

Percentage of Excellent/Good Visitation Findings by Parent	Mothers	Fathers
System response to meet visitation requirements – Excellent/Good	94.5%	89.4%
Parental attendance at visits – Excellent/Good	62.2%	57.6%
Parental efforts to ensure visits occur – Excellent/Good	62.9%	58.7%
Parent-child interaction during visits – Excellent/Good	60.6%	60.2%

CHILDREN'S EXPERIENCE AND WELL-BEING PLACEMENTS

Placements Reported to the FCRO as Required. The placement reports made to the FCRO by DHHS/CFS, or other parties, were incomplete or inaccurate for 1.7% of FY2024-25 reviews, a slight decrease from 1.9% the year prior. Accurate placement information is critical to ensuring children's safety.

Missing from Care. During FY2024-25, there were 16 children missing from care at the time of their review, which is always a serious safety issue deserving special attention. While unaccounted for, these children have a higher likelihood of experiencing sex trafficking, exploitation, and victimization.

- Of the 16 children missing, eight (50.0%) were female and eight (50.0%) were male.
- In total, 10 (62.5%) children were missing for two or more months, five (62.5%) were female and five (62.5%) were male.

Placement Safety and Appropriateness. The state's primary responsibility is to ensure every child in custody is safe. Under both federal regulations and state law, the FCRO is required to make findings on the safety and appropriateness of the placement of each child in foster care during each case file review.

Documentation of safety must be readily available to other workers, supervisors, and oversight entities. To assess safety, the FCRO's System Oversight Specialists research whether any abuse allegations have been made against the child's placement, and the system's response to those allegations.

This information, along with a summary of the results from the home study, where applicable, is utilized by the local review boards to make the finding regarding safety.²⁴ In order to determine appropriateness, consideration is given to the restrictiveness level and the match between caregiver or facility strengths coupled with the needs of the child being reviewed.

The FCRO does not assume children to be safe in the absence of documentation. If documentation does not exist, the “unable to determine” category is utilized. For those placements determined to be unsafe, the FCRO immediately advocates for a change in placement. A child who is missing from care is automatically deemed unsafe, and the FCRO responds accordingly.

The FCRO found that:

- 97.3% of the children reviewed were determined to be in a safe placement at the time of review. This is comparable to the prior four years.
- Of the children determined to be safe,
 - 97.5% were found to be in an appropriate placement,
 - 0.9% were in an inappropriate placement, and for
 - 1.6% the appropriateness was not able to be determined.

Reasons for Placement Moves. Reasons for moving children to a new caregiver can vary. From reviews conducted during FY2024-25, the top five reasons for the move to the current placement were:

1. Initial removal from home, 24.9%
2. Provider request, 17.0%
3. To be with parent (non-custodial or in trial home visit), 14.7%
4. To be with a relative or kin, 11.7%
5. Worker or agency initiated, 8.4%

Placement Changes Resulting in School Changes. Multiple changes in caregivers can result in children simultaneously coping with changes in caregiver, rules, and persons the children are living with, plus new teachers, schools, and classmates when a school change is required.

- Statewide, 34.1% of children reviewed in FY2024-25 changed school due to their most recent placement; an increase from 30.0% the previous fiscal year. Children in the Eastern Service Area were least likely to change schools.

	CSA	ESA	NSA	SESA	WSA
School changed	42.8%	22.4%	59.7%	41.3%	33.9%

SIBLING CONTACT

Children who have experienced abuse or neglect may have formed their strongest bonds with siblings.²⁵ It is important to keep these bonds intact, or children can grow up without essential family and suffer from that loss. Ideally, if children with siblings are removed from the home, they should be placed with their siblings.

²⁴ A home study measures the suitability of each foster family placement.

²⁵ Richardson, Y. (2019). Sibling issues in foster care and adoption. In Children’s Bureau/ACYF/ACF/HHS [Bulletin]. <https://cwig-prod-prod-drupal-s3fs-us-east-1.s3.amazonaws.com/public/documents/siblingissues.pdf?VersionId=R.N3eZpf1Mh37cJvyYptAyeShAEsRv5I>

Sibling Separations. Placement together happened for 57.9% of children with siblings who were involved in an abuse or neglect case reviewed in FY2024-25. Children placed together are in relative placements more often than other out-of-home placement types (51.0%).

The FCRO found that in 95.4% of the cases where siblings were not placed together, there was a valid reason. The reasons may be safety issues between siblings, a sibling needs a treatment level placement, extended family members are unwilling or unable to take the children not biologically related to them, and other case-specific reasons.

When children are unable to be placed with their siblings, the next best alternative is to make certain that they have adequate contact, except for a small number of cases where contact is therapeutically contraindicated. Adequate sibling contact was reported for 76.1% of the children, a significant increase from 59.6% in the prior fiscal year.

MEDICAL

The American Academy of Pediatrics (AAP) notes that many children in foster care have “received only fragmentary and sporadic health care” and may enter the system with undiagnosed or undertreated medical problems. Some health conditions may be exacerbated during times of distress, such as being removed from the home or transitioning from one foster placement to another. According to the AAP, approximately 50% of children nationally entering foster care have chronic physical problems, 10% are medically fragile or complex, and many were exposed to substances prenatally.²⁶

Medical Records. The timely and accurate documentation of medical records for all children is necessary to ensure caseworkers, their supervisors, and children’s caregivers have access to this critical information should emergencies arise.

- Most or some medical records were available on the DHHS/CFS system of record (NFOCUS) for 90.4% of cases reviewed in FY2024-25. This varied by service area.

	CSA	ESA	NSA	SESA	WSA
Available in file	99.7%	84.4%	87.2%	95.8%	100%

- In most cases during FY2024-25 (89.0%) foster care placements were found to have received the medical records for the children in their care when applicable. This also varied by service area.

	CSA	ESA	NSA	SESA	WSA
Given to caregiver	98.6%	85.3%	73.9%	98.2%	98.6%

Children’s Medical and Dental Health Needs. During reviews conducted in FY2024-25, most children’s medical (90.9%) and dental (89.4%) needs appeared to have been met. When local review boards identify an unmet medical or dental health need, a recommendation to all legal parties to address that need is made.

- The percent where medical and dental needs were documented as met varies by service area.

	CSA	ESA	NSA	SESA	WSA
Medical needs met	94.4%	91.2%	87.5%	88.6%	94.0%
Dental needs met	91.2%	89.5%	85.5%	89.6%	91.2%

²⁶ American Academy of Pediatrics. 2022. Physical Health Needs of Children in Foster Care. Available on 7/21/2021 at: <https://www.aap.org/en/patient-care/foster-care/physical-health-needs-of-children-in-foster-care>

BEHAVIORAL HEALTH

Mental Health and Substance Use Diagnosis and Progress. Mental health is the overall wellness of how one thinks, regulates feelings, and behaves. Mental health disorders in children are generally defined as delays or disruptions in developing age-appropriate thinking, behaviors, social skills, or regulation of emotions. These problems are distressing to children and disrupt their ability to function well at home, in school, or in other social situations.²⁷

Child maltreatment and instability in placement among children in foster care increases the likelihood of a child being diagnosed with a psychiatric disorder.²⁸ Behaviors resulting from trauma or mental health conditions can make it more difficult to ensure children have stable, appropriate placements well equipped to effectively care for and assist them.

Substance use and mental health disorders can make daily activities difficult and impair a person's ability to work, interact with family, and fulfill other major life functions. Mental health and substance use disorders are among the top conditions that cause disability in the United States.

Preventing mental health and/or substance use disorders, co-occurring disorders, and related problems is critical to behavioral and physical health. Prevention and early intervention strategies can reduce the impact of substance use and mental disorders in America's communities.²⁹

During FY2024-25, the FCRO found the following for reviewed children:

- 50.6% of all Nebraska children in foster care had a mental health diagnosis, consistent with the previous year. When considering only teens ages 13-18, 76.8% had a mental health diagnosis.
 - 76.3% of children with a diagnosis were at least partially improving their mental health.
 - 69.9% of teenagers with a diagnosis were at least partially improving their mental health.
- 10.0% of teens in foster care had diagnosed substance use issues, resulting in no change from the previous year.
 - 53.3% of teens with a diagnosis were at least partially improving their substance use disorder, down slightly from 57.0% the previous year.

Psychotropic Medications. Psychotropic medications are a commonly prescribed treatment for certain types of mental health diagnoses. For children with a mental health diagnosis, the FCRO found that at the time of review:

- 6.6% of children ages birth-5 were prescribed at least one psychotropic medication.
- 37.9% of children ages 6-12 were prescribed at least one psychotropic medication.
- 54.5% of children ages 13-18 were prescribed at least one psychotropic medication.

DIAGNOSED CONDITIONS

Diagnosed Conditions. During FY2024-25, the FCRO reviewed 1,285 children who had one or more (potentially disabling) conditions diagnosed by a qualified professional. While 111 of those children were eligible for Developmental Disabilities funded services, at the time of review only 48.6% of eligible children

²⁷ Mayo Clinic. 2020. "Mental Illness in Children: Know the Signs." Available at: <https://www.mayoclinic.org/healthy-lifestyle/childrens-health/in-depth/mental-illness-in-children/art-20046577#:~:text=Mental%20health%20disorders%20in%20children%20%E2%80%94%20developmental,Post-traumatic%20stress%20disorder%20%28PTSD%29.%20...%207%20Schizophrenia.%20>

²⁸ Child Welfare League of America. March 2019. "The Nation's Children 2019." Available at: <https://www.cwla.org/wp-content/uploads/2019/04/National-2019.pdf>

²⁹ SAMHSA. April 2020. "Prevention of Substance Use and Mental Disorders." U.S. Department of Health & Human Services. <https://www.samhsa.gov/find-help/prevention>

were receiving services as funded through the DHHS Division of Developmental Disabilities rather than child welfare.

Regarding the type of conditions (multiple can be diagnosed for a single child), among the top were attention-deficit/hyperactivity disorder (ADHD) (41.4%), adjustment disorder (19.5%), post-traumatic stress disorder (PTSD) (15.7%), autism spectrum disorder (14.9%), developmental delays (13.5%), oppositional defiant disorder (ODD) (11.6%), and speech/language impairments (9.8%).

EDUCATION

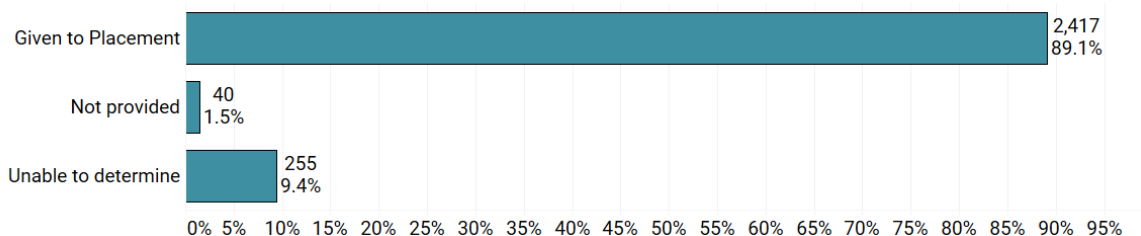
Educational performance and opportunities have lifelong repercussions for all children. Children in foster care may begin their formal education at a particularly significant disadvantage. Further, children separated from their parents (and possibly siblings), adjusting to a new living environment, and possibly a new school, may be coping with too much stress to properly concentrate on their education.

Education Records Shared with Caregiver. Foster parents, group homes and other placements are charged with ensuring that children placed with them receive all necessary educational services. Having critical educational information about each child in their care is essential for this to occur.

During FCRO reviews, attempts are made to contact the child's placement, per federal requirements, to determine whether the placement had received educational background information on the child at the time the child was placed.³⁰ Even young children can receive special education or Early Development Network (EDN) services through the schools, so every foster caregiver must be given the education status of the children being placed in their homes. For children of mandatory age for school attendance this is especially relevant.

Figure 26 depicts whether education information was shared with the foster caregiver and does not include children in independent living or who were missing from care at the time of review. There was no documentation on whether important educational information was shared for 9.4% of children.

Figure 26: Education Information Given to Foster Placement, Reviewed FY2024-25, n=2,712 (based on most recent review and excluding youth in independent living or missing from care)



The following table represents the educational information given to the foster placement by service area, excluding children in independent living or who were missing from care.

³⁰ Foster parents are provided the phone number and email address for the System Oversight Specialists. They are also provided a questionnaire which can be completed online at any time prior to the review. Prior to COVID-19 foster parents were given the opportunity to personally attend reviews at the meeting site; however, since COVID-19 the FCRO has deployed technology to allow them to join internet-based meetings regardless of whether the local board is also doing some in-person reviews. System Oversight Specialists also attempt to contact the placement via phone or email.

Child Welfare

	CSA	ESA	NSA	SESA	WSA
Placement received information	99.0%	85.2%	74.7%	98.4%	99.0%

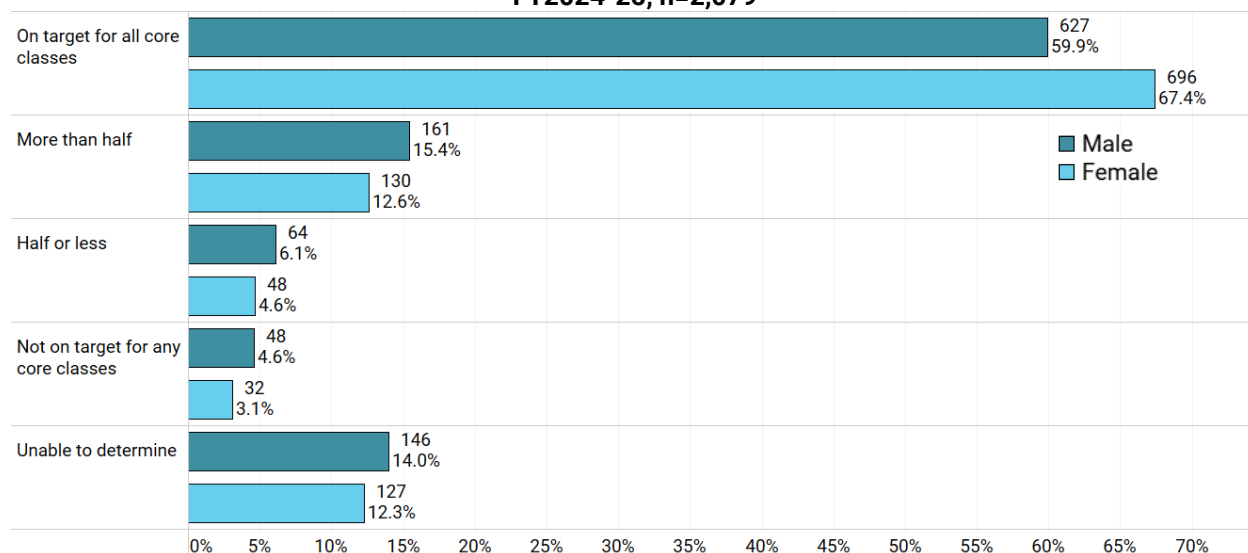
School Attendance. During FY2024-25, the FCRO found that 89.4% of the children reviewed that were enrolled in school were attending regularly. That is slightly more than the prior fiscal year (88.0%).

Academic Performance. For many children who experienced a transient lifestyle and trauma before removal, being academically on target can be difficult to achieve. During the review process, the FCRO attempts to determine the level of academic performance for children enrolled in school. As shown in the last row in the following chart, the degree to which this information is not available varies widely.

	CSA	ESA	NSA	SESA	WSA
On target – all core classes	56.9%	63.4%	69.7%	56.8%	74.7%
On target – more than half of core classes	24.0%	8.8%	13.4%	22.0%	13.3%
On target – half or less of core classes	5.7%	3.7%	3.9%	8.6%	9.0%
Not on target – any core classes	1.6%	5.0%	4.6%	3.3%	1.3%
Information not available	11.8%	19.1%	8.5%	9.2%	1.7%

There are also gender differences in the rates of academic achievement. Figure 27 indicates that over half were on target in core classes for both males and females.³¹

Figure 27: Academic Performance at Time of FCRO Review for Children Enrolled in School, Reviewed FY2024-25, n=2,079

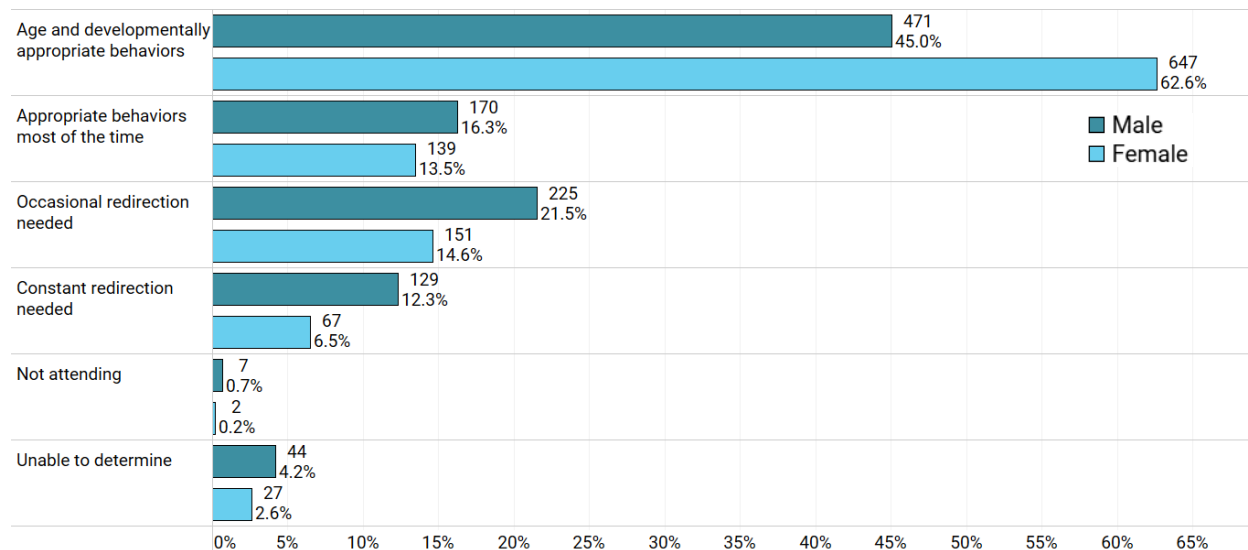


³¹ Core classes are typically math, English, science, and social studies/civics/history.

Behaviors at School. Children in out-of-home care can display some very challenging behaviors due to the cumulative traumas they have experienced. These behaviors may be displayed in the child's placement, during visitation, and during the school day.

For children who continue to be academically behind their peers, there can be more stressors that manifest themselves as poor behaviors. But many children in foster care respond well to the structure and discipline that occurs in school and exhibit appropriate behaviors while there.

Figure 28: Behaviors at School for Children Enrolled in School, Reviewed FY2024-25, n=2,079



Additional Education-Related Data. During the review process, the FCRO also considers some other indications of children's educational needs:

- 75.3% of the school-aged males and 67.5% of the school-aged females reviewed had a current Individualized Education Program (IEP).
- 31.5% of the males and 18.0% of the females were enrolled in special education.

SPECIAL CONSIDERATIONS FOR YOUNG CHILDREN

Early Development Network. A young child is eligible for Early Development Network (EDN) services if he or she is not developing as expected, has been diagnosed with or suspected of having a health condition that will impact his or her development, or was born testing positive for the presence of drugs. Parents must consent to an Early Development Network referral for children age birth through three years of age.

- During FY2024-25, the FCRO found that referrals were made for 83.8% of children ages 0-3. EDN services were completed for 86.5% of those children.

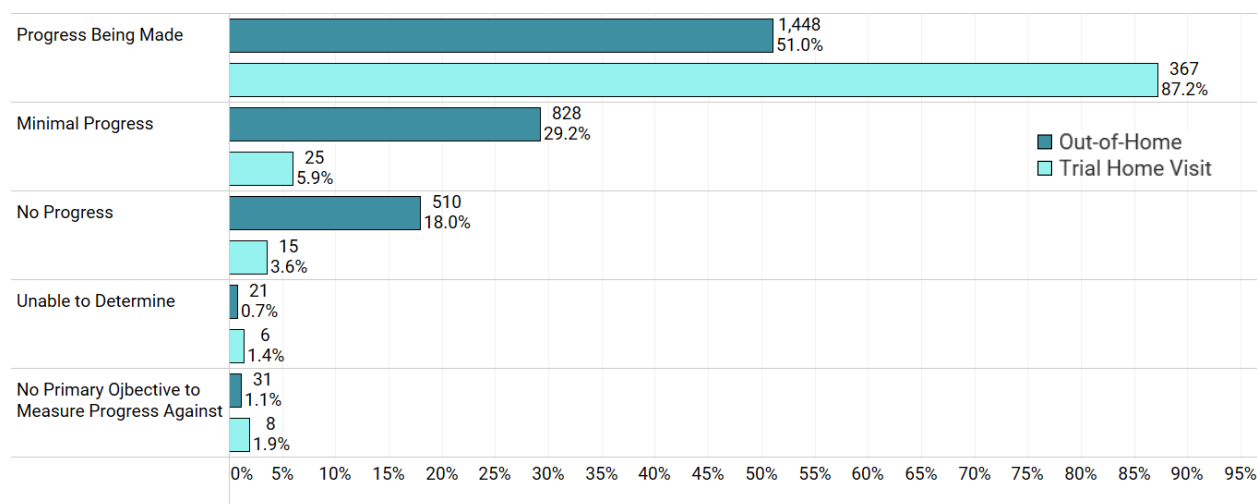
CASE PROGRESS

Continued Need for Care. Foster care is meant to act as a safety net for children so they can be safe and have all their basic needs met while adults in the family address the issues that led to the child's removal. At the same time, it is imperative that children not remain in temporary care (foster care) longer than necessary. Statute requires the FCRO to determine if there is a continued need for state oversight at every review conducted.

- In 88.6% of reviews of children placed out-of-home during FY2024-25, such care was still needed. This is a slight decrease from 90.9% last fiscal year.
- In 72.2% of reviews of children on a trial home visit, continued court oversight was needed. Depending on how long the children had been in a trial home visit at the time of review, this can be disturbing. Once placed in a trial home visit, the case should be nearly ready to close.

Progress to Primary Permanency Objective. Another finding made by local boards during case file reviews is whether progress is being made towards achieving the permanency objective. This finding is made after considering all the available documentation and stakeholder information. As shown in Figure 29 below, there is a difference in progress rates for children in out-of-home placements and children in a trial home visit.

Figure 29: Progress to Permanency for Children at Their Last Review during FY2024-25, n=3,259



When combining out-of-home and trial home visit data, there are differences in the rates of those making progress by service area. The Central, Eastern, and Western service areas showed improvement from FY2023-24.

	CSA	ESA	NSA	SESA	WSA
Progress being made, out-of-home care and THV	51.4%	56.2%	52.9%	56.2%	60.5%
Same measure in prior year	41.4%	53.7%	61.4%	58.1%	46.5%

OLDER YOUTHS' EXPERIENCE AND WELL-BEING

NORMALCY

Normalcy is the ability for children to easily participate in age-appropriate social, scholastic and enrichment activities. These activities allow children in foster care to experience typical childhood activities and are important because they prepare children for life as adults.

Foster parents are asked to apply a "reasonable and prudent parent standard" when making decisions about allowing the children/youth in their care to spend a night at a friend's house, play sports, etc. This is

the “standard characterized by careful and sensible parental decisions that maintain a child’s health, safety, and best interests while at the same time encouraging the child’s emotional and developmental growth,” according to federal and state law.^{32,33}

Many normalcy activities, such as spending the night at a friend’s house, having a birthday party, etc., are difficult if not impossible to measure. There is more information available on school extra-curricular activities.

- For cases reviewed by the FCRO FY2024-25, 82.6% of children and youth ages 5-18 years participated in extra-curricular normalcy activities, a slight increase from 81.6% the previous fiscal year.

PREPARATION FOR ADULT LIFE

Nationally, there is concern for the number of young adults who age out of the foster care system without achieving permanency and find themselves ill-prepared for adult life. Research shows that these youth are “more likely than their peers to drop out of school, be unemployed or homeless, experience physical and mental health problems and not have health insurance, become teen parents, use illegal drugs, and have encounters with the criminal justice system.”³⁴

Whether able to return to their families or not, older youth need to begin the process of gaining skills needed as a young adult.

- In Nebraska during FY2024-25, 180 young adults left the child welfare system on the day they reached legal adulthood having never reached permanency, a 13.9% increase from 158 the previous year.

Independent Living Assessment (also known as Ansell Casey). All youth ages 14-18 are to take an assessment to determine the youth’s strengths and needs, and which skills for adulthood are still in need of work.³⁵ The percentages for complete or not complete could look very different if there were fewer in the “unable to determine” category, which is unacceptably high in all service areas. Statewide, the Ansell Casey was completed in only 30.3% of reviews.

	CSA	ESA	NSA	SESA	WSA
Assessment complete	17.9%	30.7%	33.1%	34.4%	32.6%
Assessment NOT complete	37.7%	39.1%	33.1%	54.8%	25.8%
Unable to determine	44.3%	30.2%	33.9%	10.8%	41.6%

³² Administration for Children and Families. October 2014. “ACYF-CB-IM-14-03.” U.S. Department of Health and Human Services. <https://www.acf.hhs.gov/sites/default/files/documents/cb/im1403.pdf>

³³ Neb. Rev. Stat. §43-4706. Available at: <https://nebraskalegislature.gov/laws/statutes.php?statute=43-4706>

³⁴ Child Welfare Information Gateway. April 2018. “Helping Youth Transition to Adulthood.” Children’s Bureau/ACYF/ACF/HHS. 8/26/2021 at: https://www.childwelfare.gov/pubPDFs/youth_transition.pdf.

³⁵ Nebraska Department of Health and Human Services. December 2020. “Nebraska’s Five-Year Title IV-E Prevention Program Plan 2020 (3rd edition)” at: <https://dhhs.ne.gov/Documents/NE%20FFPSA%205%20Year%20Plan.pdf#search=transitional%20living%20plan%20memo>

Transitional Living Plan. The completed Independent Living Assessment (Ansell Casey) is to drive the creation of the Transitional Living Plan (Independent Living Plan). This plan must be developed for state wards 14 years of age or older and is designed to empower youth in achieving successful adulthood and provide guidance for adult caretakers and youth identified support systems as they work with the youth to prepare them for adult living.^{36,37} It needs to be periodically updated as situations dictate.

For youth reviewed in FY2024-25, 70.1% had a current plan, a slight increase from 69.4% the previous year.

	CSA	ESA	NSA	SESA	WSA
Plan created and current	87.7%	55.7%	85.5%	86.6%	69.7%
Created but not current	8.5%	18.2%	4.0%	8.3%	19.1%

Youth Involved in Developing their Own Transitional Living Plan. Youth who take an active role in the development of their own plan may be more invested in the process and outcome.³⁸ The youth in foster care have a motto “Nothing done for us, without us.”

- For reviews completed FY2024-25, 67.4% of youth were involved in developing their own plan. This varies widely by service area.

	CSA	ESA	NSA	SESA	WSA
Youth involved	72.3%	49.8%	78.2%	81.2%	92.3%

Relationships with Positive Adults. All youth need to have at least one positive adult, whether family or friend, who can assist them not only as minors but also as they transition into adulthood. “Helping youth develop lifelong connections should also be a part of the transition-planning process. Having caring adults in youths’ lives who work with them on these planning tasks can lay the foundation for relationships that will last beyond emancipation.”³⁹ Nebraska has incorporated this principle into practice by having youth include the important adults in their lives in their transition-planning meetings.

- Where possible to determine, statewide 85.3% of the older youth reviewed FY2024-25 are connected to at least one positive adult mentor. This again varies by service area.

	CSA	ESA	NSA	SESA	WSA
Has mentor	95.2%	75.5%	88.6%	98.1%	95.5%

Receiving Skills in Preparation for Adulthood. As part of the file review process, FCRO staff assess if the youth is being provided with the skills needed for adulthood.

- 77.6% of the youth reviewed in FY2024-25 were receiving at least some skills for adulthood.

³⁶ Nebraska Department of Health and Human Services. December 2020. “Nebraska’s Five-Year Title IV-E Prevention Program Plan 2020 (3rd edition)” at:

<https://dhhs.ne.gov/Documents/NE%20FFPSA%205%20Year%20Plan.pdf#search=transitional%20living%20plan%20memo>

³⁷ Children’s Bureau/ACYF/ACF/HHS. (2018). Working with youth to develop a transition plan. In *BULLETIN FOR PROFESSIONALS*. https://www.childwelfare.gov/pubPDFs/transitional_plan.pdf

³⁸ Children’s Bureau/ACYF/ACF/HHS. 2018. Working with youth to develop a transition plan.

³⁹ Children’s Bureau/ACYF/ACF/HHS. 2018. Working with youth to develop a transition plan.

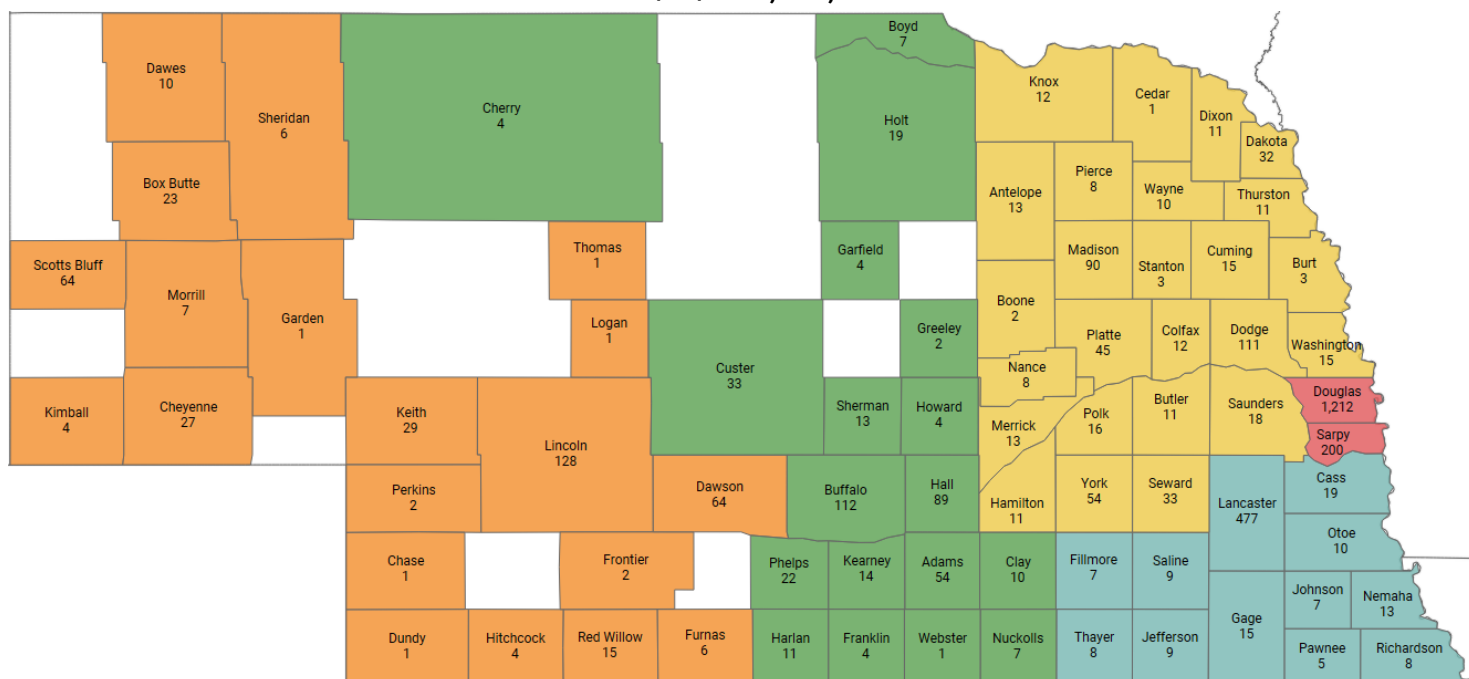
Child Welfare

	CSA	ESA	NSA	SESA	WSA
Receiving most skills	60.0%	37.5%	70.7%	79.6%	65.9%
Partially receiving	29.5%	27.3%	20.3%	8.9%	23.9%

POINT-IN-TIME DEMOGRAPHICS AND PLACEMENTS

County. Figure 30 shows the county of court jurisdiction for the 3,363 children solely involved with DHHS/CFS in out-of-home care or a trial home visit on 6/30/2025. This compares to 3,446 on 6/30/2024.

Figure 30: County of Court Jurisdiction for DHHS/CFS Wards in Out-of-Home Care or Trial Home Visit on 6/30/2025, n=3,363



*Counties with no description or shading did not have any children in out-of-home care with DHHS/CFS involvement. These are predominately counties with sparse populations of children. Children who received services in the parental home without experiencing a removal and children placed directly with a non-custodial parent are not included as they are not within the FCRO's authority to track or review.

Figure 31: Service Areas for DHHS/CFS Wards in Out-of-Home Care or Trial Home Visit on 6/30/2025, n=3,363

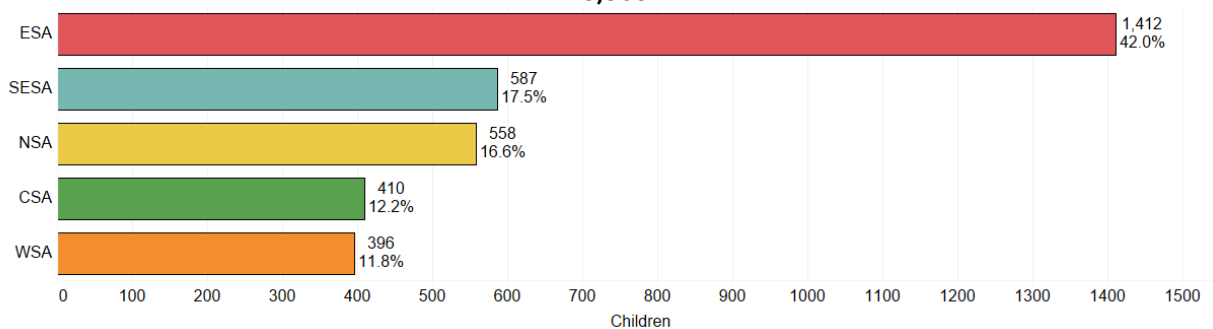


Figure 32 represents the top 10 counties by rate of DHHS/CFS wards in care per 1,000 children in the population, ages 0 up to 19, on 6/30/2025. While the three most populous counties in Nebraska (Douglas, Lancaster, and Sarpy) make up approximately 56% of DHHS/CFS wards, these counties are not within the top 10 counties with the highest rates. Some rural counties, like Lincoln County (North Platte), which had the fourth highest count of children who are DHHS/CFS wards, have higher rates of children in out-of-home care. Statewide, the rate of DHHS/CFS wards in care per 1,000 children was 6.2.

Figure 32: Top 10 Counties by Rate of DHHS/CFS Wards in Care per 1,000 Children in the Population on 6/30/2025

County	Children in Care	Total Age 0-19 ⁴⁰	Rate per 1,000 Children	Number of Families
Boyd	7	345	20.3	2
Sherman	13	706	18.4	5
Keith	29	1,844	15.7	17
Lincoln	128	8,147	15.7	81
Harlan	11	727	15.1	4
York	54	3,829	14.1	30
Polk	16	1,298	12.3	9
Custer	33	2,767	11.9	21
Cheyenne	27	2,384	11.3	15
Garfield	4	368	10.9	2

Figure 33: Service Areas by Rate of DHHS/CFS Wards in Care per 1,000 Children in the Population on 6/30/2025

Service Area	Children in Care	Total Age 0-19 ⁴¹	Rate per 1,000 Children	Number of Families
CSA	410	62,827	6.5	219
ESA	1,412	223,029	6.3	757
NSA	558	92,310	6.0	319
SESA	587	115,730	5.1	331
WSA	396	46,702	8.5	240

Age. The median age was 8 years old for males and 9 years old for females who were DHHS/CFS wards in care on 6/30/2025.

- 35.3% of the children in out-of-home care or trial home visits on 6/30/2025 were age 5 and under.
- 35.5% of the children were age 6-12.
- 29.2% of the children were age 13-18.

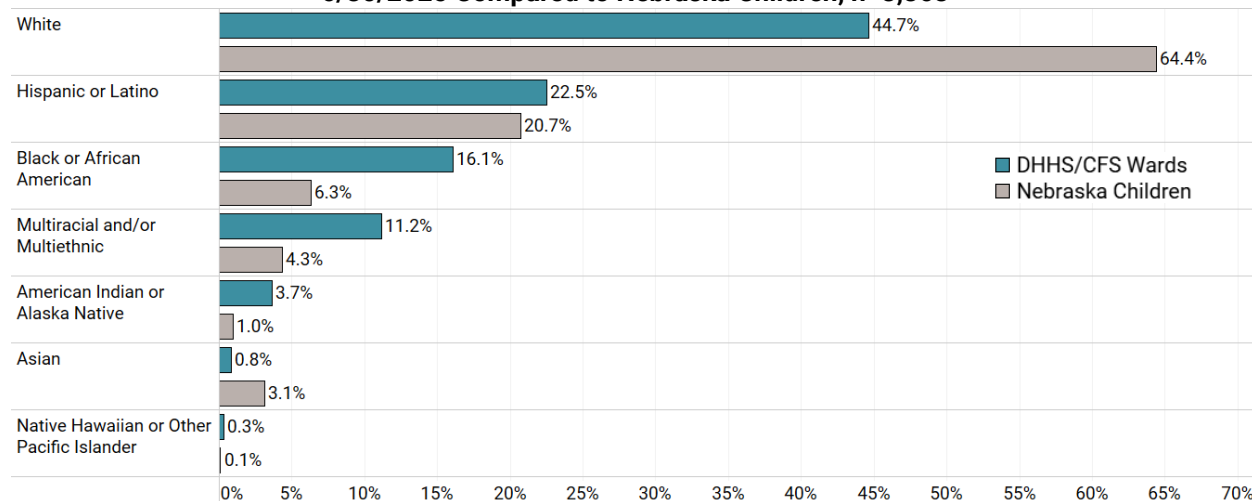
⁴⁰ U.S. Census Bureau, Population Division, County Characteristics Datasets: Annual County Resident Population Estimates by Age, Sex, Race, and Hispanic Origin: July 1, 2024.

⁴¹ U.S. Census Bureau, Population Division, Population Estimates by Age, Sex, Race, and Hispanic Origin: July 1, 2024.

Gender. Males (49.6%) and females (50.4%) are nearly equally represented in the number of DHHS/CFS wards in care.

Race. Figure 34 compares the race and ethnicity of children in out-of-home care or a trial home visit to the number of children in the state of Nebraska. Children of color continue to be overrepresented in the out-of-home population. This overrepresentation is very similar to the data presented last year. A truly balanced out-of-home care system should reflect a population composed of race/ethnicity ratios in out-of-home care equivalent to the ratios of children in the general population per census records.

Figure 34: Race and Ethnicity of DHHS/CFS Wards in Out-of-Home Care and Trial Home Visits on 6/30/2025 Compared to Nebraska Children, n=3,363



Times in Care Over Lifetime. The average number of times in care over their lifetime for current DHHS/CFS wards as of 6/30/2025 was 1.3.

Median Number of Days in Care. For those in care on 6/30/2025, the median number of days in care for DHHS/CFS wards was 412 days.

Number of Placements. Research indicates that children experiencing multiple placements over their lifetime puts them at greater risk for negative outcomes, such as delays in permanency, academic challenges, and difficulties forming meaningful attachments.⁴² However, children who have experienced consistent, stable, and loving caregivers are more likely to have better long-term mental and physical health outcomes.⁴³

On 6/30/2025, DHHS/CFS wards had an average of 3.4 placements in their lifetime.

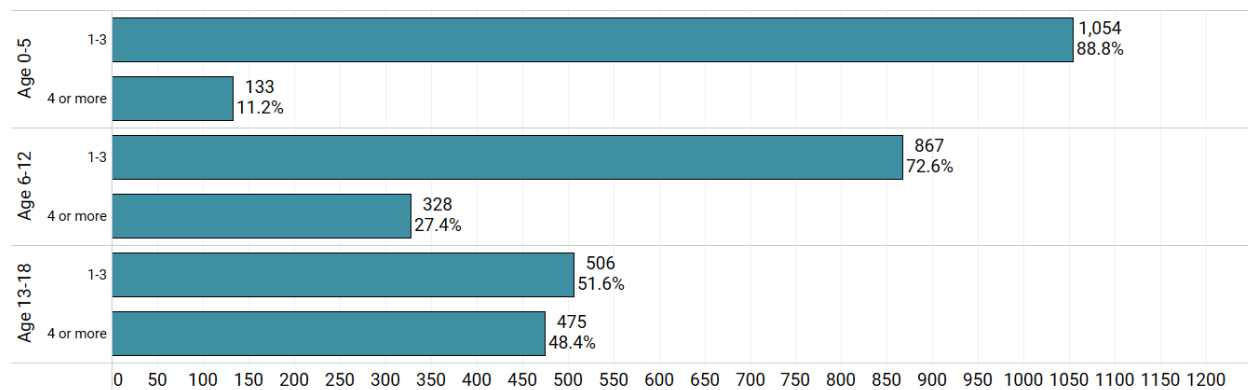
⁴² sbrown@casey.org. 2024. "Placement Stability Impacts - Casey Family Programs." Casey Family Programs. May 22, 2024. <https://www.casey.org/placement-stability-impacts>

⁴³ sbrown@casey.org. "Placement Stability Impacts - Casey Family Programs." 2024.

Figure 35 shows the number of lifetime placements for DHHS/CFS wards by age group. It is unacceptable that 11.2% of children ages 0-5, and 27.4% of children ages 6-12 have been moved between caregivers four or more times. This has implications for children's health and safety at the time of review and throughout their lifetime.

By the time children reach their teen years, just under half (48.4%) have exceeded four lifetime placements.

Figure 35: Lifetime Placements for DHHS/CFS Wards in Care 6/30/2025, n=3,363



The percentage of children with four or more lifetime placements varies by service area, as shown in Figure 36.

Figure 36: DHHS/CFS Wards with Four or More Lifetime Placements by Service Area 6/30/2025, n=3,363

Age Group	CSA	ESA	NSA	SESA	WSA
0-5	10.0%	12.3%	11.7%	8.0%	13.1%
6-12	33.3%	32.6%	26.0%	22.4%	14.4%
13-18	41.1%	54.4%	44.1%	44.4%	44.3%

Placement Restrictiveness. It is without question that “children grow best in families.” While temporarily in foster care, children need to live in the least restrictive, most home-like placement possible for them to grow and thrive. Thus, placement type matters. The least restrictive placements are home-like settings, moderate restrictive placements include non-treatment group facilities, and the most restrictive are the facilities that specialize in psychiatric, medical, or juvenile justice related issues and group emergency placements.

- The vast majority (97.1%) of DHHS/CFS state wards in care on 6/30/2025 were placed in the least restrictive placement, well above the 2021 national average of 90%.⁴⁴ This is a continuing trend.
 - Of the children placed in family-like settings (not including trial home visits), 54.2% were in a relative or kinship placement.⁴⁵

⁴⁴ Children in foster care by placement type: Kids Count Data Center. Children in foster care by placement type | KIDS COUNT Data Center. (n.d.). <https://datacenter.aecf.org/data/line/6247-children-in-foster-care-byplacement-type?loc=1&loc=1#1/any/true/2048/asc/2622,2621,2623,2620,2625,2624,2626/12995>

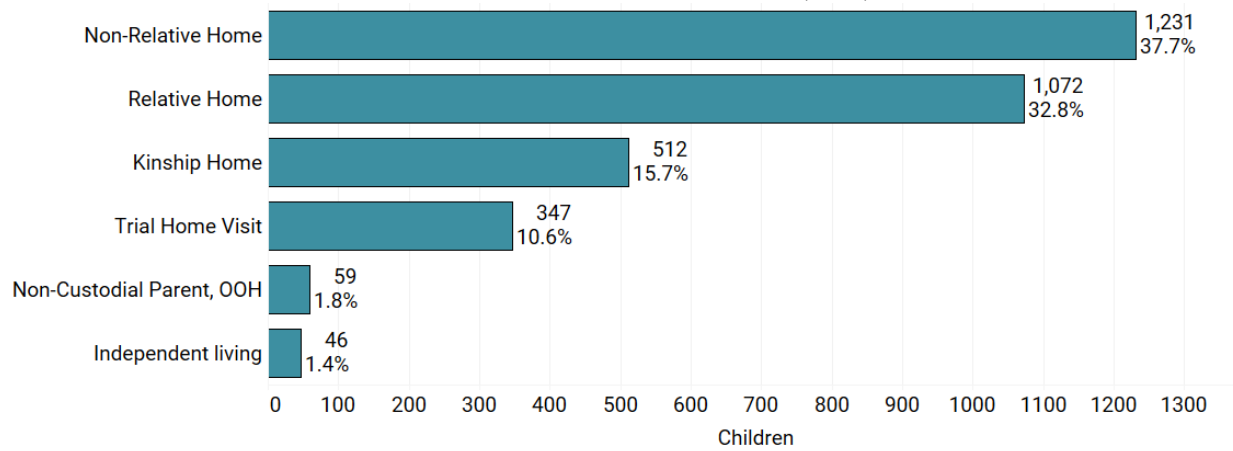
⁴⁵ Neb. Rev. Stat. §71-1901 defines relative care as placement with a relative of the child or of the child's sibling through blood, marriage, or adoption. Kinship care is with a fictive relative, someone with whom the child has had a significant relationship prior to removal from the home. Other states may use different definitions of kin, making comparisons difficult.

Formalized relative and kinship care was put in place to allow children to keep existing and appropriate relationships and bonds with family members, or similarly important adults, thus lessening the trauma of separation from the parents.

If a maternal or paternal relative or family friend is an appropriate placement, children suffer less disruption by being placed with persons they already know, who make them feel safe and secure; however, it is not required that relatives have a pre-existing relationship with the child in order to be placed with them.

When considering Figure 37, remember that some children in out-of-home care do not have any adult relatives available for consideration, while others may have relatives, but the relatives are not suitable to provide care.

Figure 37: Additional Details on Least Restrictive Placement Type for DHHS/CFS Wards in Out-of-Home Care or a Trial Home Visit on 6/30/2025, n=3,267



Licensing of Relative and Kinship Foster Homes. DHHS/CFS has reported that 94.1% of current relative and 89.8% of kinship homes are approved, rather than licensed.⁴⁶ Compliance to the new DHHS relative and kinship foster home approval process approved by the Administration for Children and Families (ACF) is crucial to ensure placement safety and stability, as well as to increase the amount of federal Title IV-E funding accessed by the state.⁴⁷ Completion of the Reasonable and Prudent Parenting Standards training should support these approved caregivers so they are better able to cope with the types of behaviors that children with a history of abuse or neglect can exhibit, along with intra-familial issues present in relative care that are not present in non-family situations. These approved caregivers will also need ample information on the workings of the foster care system and supports available to them and the children.

Missing from Care. On 6/30/2025, there were 12 DHHS/CFS wards missing from care. Of those missing, 10 were female and two were male. This is always a serious safety issue that deserves special attention. While unaccounted for, these children have a higher likelihood of experiencing sex trafficking, exploitation, and victimization.

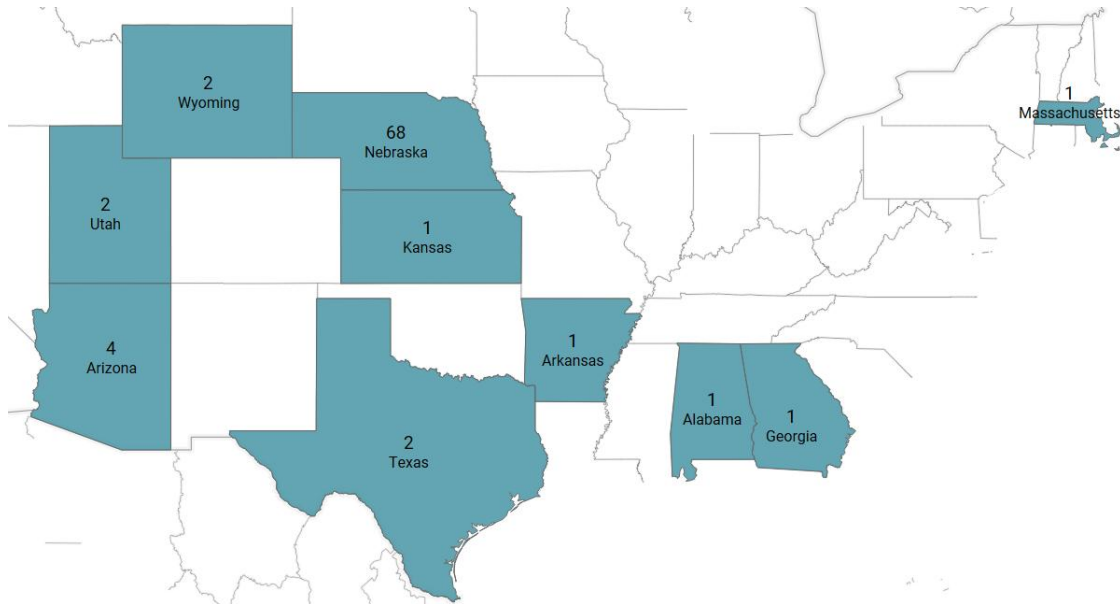
⁴⁶ LB1078 (2018), required DHHS to report the license status of relative and kinship placements to the FCRO effective July 2018.

⁴⁷ Per a DHHS news release from May 8, 2024: On April 17, 2024, the Administration for Children and Families (ACF) approved Nebraska's plan to utilize a separate relative and kinship approval process. The process will allow Nebraska to draw additional federal dollars for child welfare services.

Congregate Care. A majority (81.9%) of DHHS/CFS wards in congregate care facilities⁴⁸ were placed in Nebraska (Figure 38).

- DHHS/CFS had 83 children in congregate care, resulting in an increase from 69 on 6/30/2024.

Figure 38: DHHS/CFS Wards in Congregate Care on 6/30/2025 by State of Placement, n=83



⁴⁸ Congregate care includes non-treatment group facilities, group facilities that specialize in psychiatric, medical, or juvenile justice related issues, and group emergency placements.

CASEWORKER CHANGES

Caseworkers are charged with ensuring children's safety while in out-of-home care, and they are critical for children to achieve timely and appropriate permanency. The number of different caseworkers assigned to a case is significant because worker changes can create situations where there are gaps in the information and client relationships must be rebuilt, causing delays in permanency. It is also significant to the child welfare system because funding is directed to training new workers instead of serving families.

A study still frequently quoted from Milwaukee County, Wisconsin, found that children who only had one caseworker achieved timely permanency in 74.5% of the cases, as compared with 17.5% of those with two workers, and 0.1% of those having six workers.⁴⁹ Caseworker turnover has been associated with more placement disruptions, time in foster care, incidents of maltreatment, and re-entries into foster care.⁵⁰ Turnover is also significant to the child welfare system because resources are directed to recruiting, hiring, and training new workers instead of serving families. Every time a caseworker leaves the workforce, the cost to the agency can be approximately 70% to 200% of the exiting employee's annual salary.⁵¹

The FCRO receives information from DHHS/CFS about the caseworkers children have had while in out-of-home care or trial home visits during their current episode.⁵² Due to system changes over the past couple of years, the following explanations are necessary:

- In the Eastern Service Area, ongoing casework was done by lead agency (contractor) Family Permanency Specialists (FPS) until March 2022. Since then, it has been conducted by DHHS/CFS Case Managers. Thus, the count for the Eastern Service Area may include workers in each category. The FCRO was careful not to duplicate the counts for previous lead agency workers who were hired by DHHS/CFS if they continued to serve the same family.⁵³
- In the rest of the state, the data represents the number of DHHS/CFS Case Managers assigned to a case.

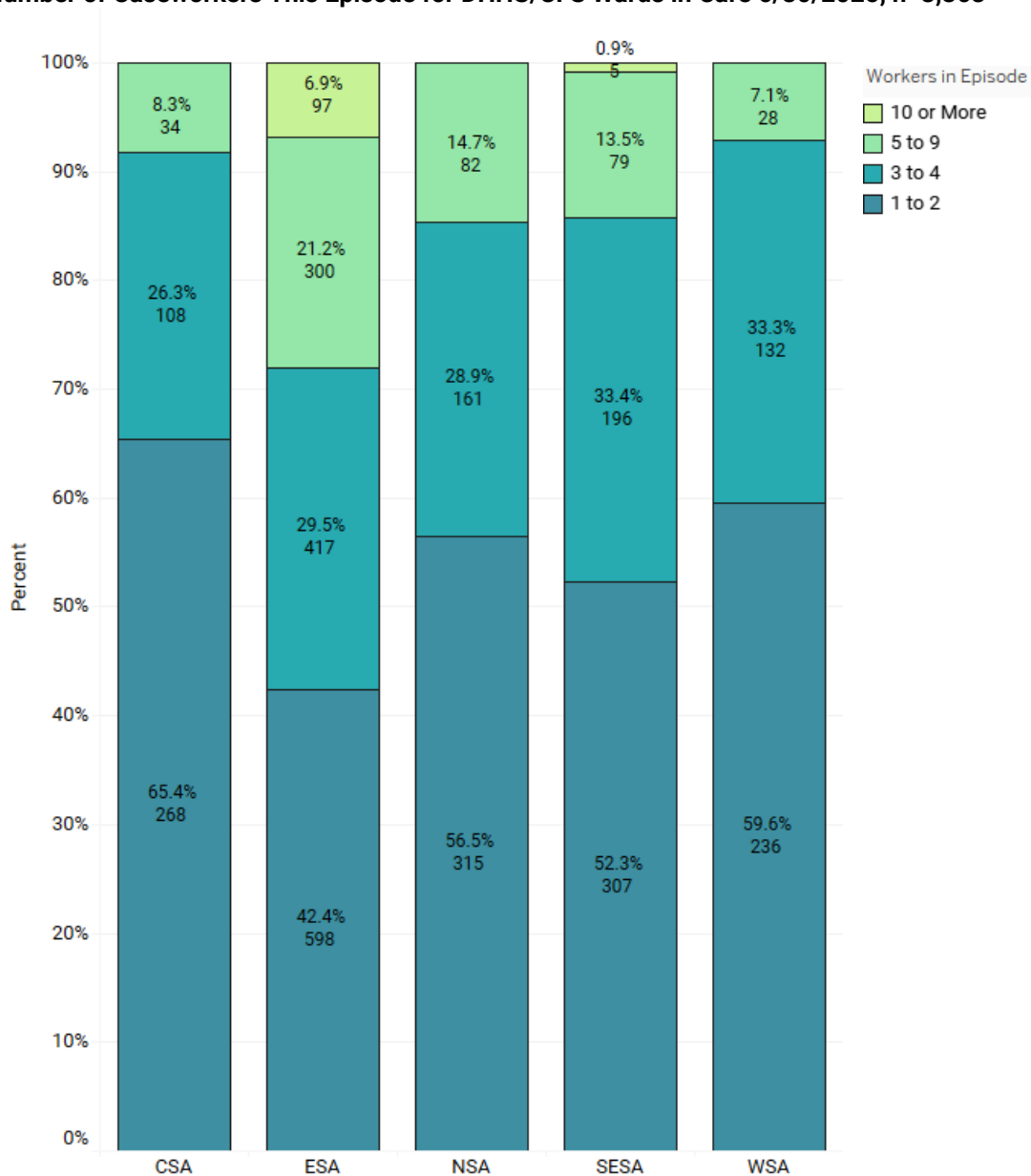
⁴⁹ Flower, Connie, Jess McDonald, and Michael Sumski. 2005. "Review of Turnover in Milwaukee County Private Agency Child Welfare Ongoing Case Management Staff." <https://www.uh.edu/socialwork/docs/cwep/national-iv-e/turnoverstudy.pdf?t>.

⁵⁰ "How Does Turnover Affect Outcomes - Casey Family Programs." 2017. Casey Family Programs. December 29, 2017. <https://www.casey.org/turnover-costs-and-retention-strategies/>.

⁵¹ "How Does Turnover Affect Outcomes - Casey Family Programs." 2017.

⁵² The FCRO has determined that there are issues with the way that DHHS reports the number of caseworker changes. Therefore, this information is issued with the caveat "as reported by DHHS."

⁵³ PromiseShip held the lead agency contract with DHHS until 2019 when DHHS rebid the contract and awarded it to Saint Francis Ministries. Cases transferred in the fall of 2019. Many former PromiseShip caseworkers were subsequently employed by Saint Francis. Then in spring 2022 the contract was discontinued, and many Saint Francis workers were hired as DHHS/CFS Case Managers. Throughout those transfers if the same worker remained with the child's case without a break of service, the FCRO ensured that the worker count was not increased. Counts were only increased during each transfer period if a new person became involved with the child and family.

Figure 39: Number of Caseworkers This Episode for DHHS/CFS Wards in Care 6/30/2025, n=3,363

Nearly a fifth (18.6%) of the children served by DHHS/CFS have had five or more caseworkers during their current episode in care. Children in the Eastern Service Area (ESA), which had been served by a private contractor, were disproportionately impacted by caseworker changes, and had a much higher percentage of children with five or more caseworkers than any other service area in the state. In fact, many children (28.1%) in the ESA had five or more workers, and of those, 97 children (6.9% of the ESA total) had 10 or more workers in their current episode in care, representing a substantial decrease over the previous year. This does not include caseworkers that may have worked with the child during a previous episode in out-of-home care or a non-court, voluntary case. The FCRO encourages DHHS/CFS to continue to decrease the number of children who have had five or more caseworkers in their most recent episode in care.

CHILDREN INVOLVED IN APPROVED INFORMAL LIVING ARRANGEMENTS

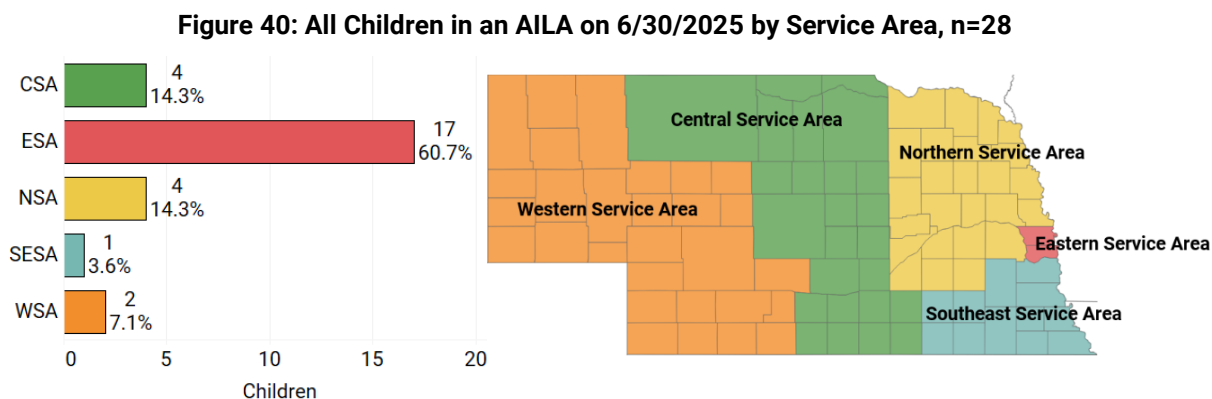
Approved Informal Living Arrangements (AILAs) occur when a family that has come to the attention of DHHS/CFS is involved in a non-court voluntary case, and as part of the safety plan the parent places their child(ren) with a relative or friend for various lengths of time based on case specifics. Placement with a relative or family friend should be less difficult for the children and enable the parent(s) to concentrate on correcting or addressing whatever issue brought the family to the attention of DHHS/CFS.

Under Nebraska statutes, the FCRO has legal authority to receive data and to review all children and youth in the child welfare system that are placed outside of the parental home whether due to a court order or voluntarily by a parent (Neb. Rev. Stat. §43-1301(4)).

- On 6/30/2025, there were 28 children in an approved informal living arrangement, a slight increase from 24 on 6/30/2024.

POINT-IN-TIME DEMOGRAPHICS FOR AILAS

Service Area. Figure 40 shows the children in an AILA by service area.



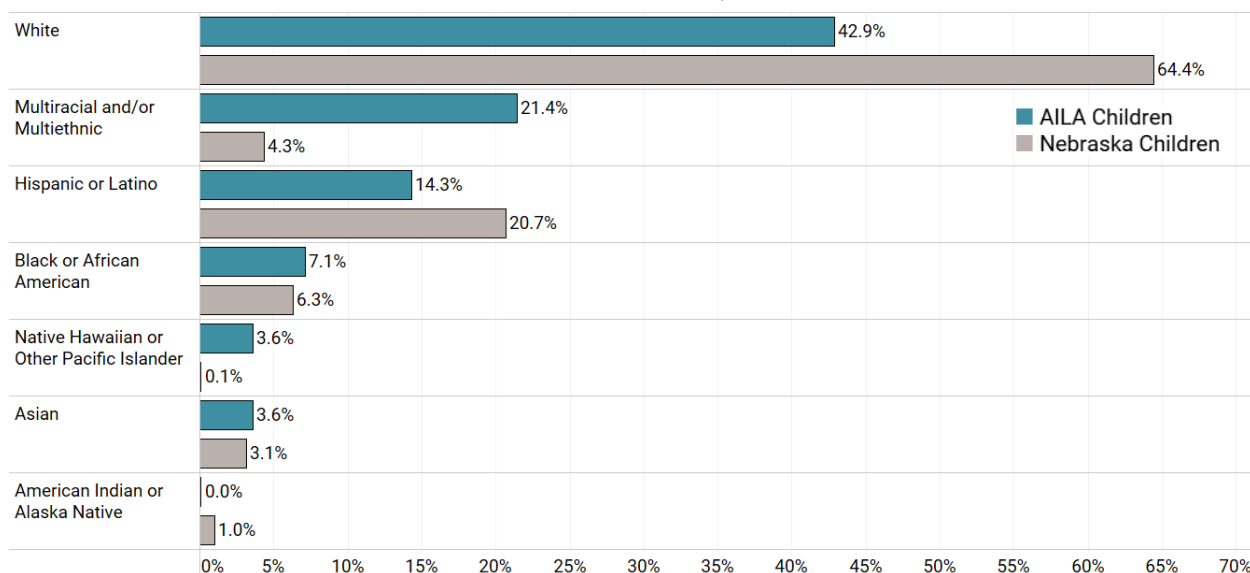
Age. The age of children in approved informal living arrangements varies by gender. The median age for females was three and for males it was four.

- Age 0-5, 64.3%.
- Age 6-12, 17.9%.
- Age 13-18, 17.9%

Gender. There were slightly more females than males in AILAs, 15 females (53.6%) and 13 males (46.4%).

Race and Ethnicity. Children involved in AILAs have a different racial and ethnic make-up compared to children who are court ordered into out-of-home care through DHHS/CFS (see Figure 34, page 51).

Figure 41: Race of All Children in an AILA on 6/30/2025, as Reported to the FCRO Compared to Percent of Nebraska Children, n=28



EXITS FROM AILAS

Exits from an AILA. Exits from an approved informal living arrangement are typically either to return to a parent, to an adoption or guardianship, or to an involuntary case. The top reasons for children exiting an AILA during FY2024-25 were:

- 60.6% returned to parents.
- 21.2% became court involved due to safety concerns.
- 8.8% had a guardianship established.
- 7.3% exited the AILA for some other reason.
- 0.7% had a finalized adoption.
- 0.7% reached the age of majority.
- 0.7% had parents who quit cooperating.

DUALLY INVOLVED YOUTH

COURT-INVOLVED YOUTH IN CARE THROUGH CHILD WELFARE AND SUPERVISED BY THE ADMINISTRATIVE OFFICE OF COURTS AND PROBATION – JUVENILE SERVICES DIVISION

This section includes tracking and FY2024-25 review data broken out specifically for dually involved youth. These youth are court-involved youth in out-of-home care, or a trial home visit, and simultaneously involved in the Child Welfare System (abuse and neglect) and supervised by the Administrative Office of Courts and Probation – Juvenile Services Division.

PLACEMENTS

Placement Safety and Appropriateness. The state's primary responsibility is to ensure every child and youth in custody is safe. Under both federal regulations and state law, the FCRO is required to make findings on the safety and appropriateness of the placement of each child in foster care during each case file review.

Documentation of safety must be readily available to other workers, supervisors, and oversight entities. To assess safety, the FCRO's System Oversight Specialists research whether any abuse allegations have been made against the youth's placement, and the system's response to those allegations.

This information, along with a summary of the results from the home study, where applicable, is utilized by the local review boards to make the finding regarding safety.⁵⁴ In order to determine appropriateness, consideration is given to the restrictiveness level and the match between caregiver or facility strengths coupled with the needs of the youth being reviewed.

The FCRO does not assume youth to be safe in the absence of documentation. If documentation does not exist, the "unable to determine" category is utilized. For those placements determined to be unsafe, the FCRO immediately advocates for a change in placement. A youth who is missing from care is automatically deemed unsafe, and the FCRO responds accordingly.

The FCRO found that:

- 97.7% of the youth reviewed were determined to be in a safe placement at time of review, and the placement safety could not be determined for 1.5% of dually involved youth.
- Of the youth determined to be safe,
 - 93.8% were found to be in an appropriate placement,
 - 3.9% were in an inappropriate placement, and for
 - 2.3% the appropriateness could not be determined.

Placement Changes Resulting in School Changes. Multiple changes in caregivers can result in youth simultaneously coping with changes in caregiver, rules, and persons the youth are living with, plus new teachers, schools, and classmates when a school change is required.

- Statewide, 61.4% of youth reviewed in FY2024-25 changed school due to their most recent placement. School changes most commonly occurred for youth in the Southeast Service Area.

⁵⁴ A home study measures the suitability of each foster family placement.

Dually Involved

	CSA	ESA	NSA	SESA	WSA
School changed	71.4%	52.1%	60.0%	83.3%	77.8%

BEHAVIORAL HEALTH

Mental Health and Substance Use Diagnosis and Progress. Substance use and mental health disorders can make daily activities difficult and impair a person's ability to work, interact with family, and fulfill other major life functions. Mental health and substance use disorders are among the top conditions that cause disability in the United States.

Preventing mental health and/or substance use disorders, co-occurring disorders, and related problems is critical to behavioral and physical health. Prevention and early intervention strategies can reduce the impact of substance use and mental disorders in America's communities.⁵⁵

During FY2024-25, the FCRO found the following for reviewed youth:

- 84.7% of dually involved Nebraska youth in foster care had a mental health diagnosis.
 - 62.1% of the youth with a diagnosis were at least partially improving their mental health, an increase from the 47.3% making progress the previous fiscal year.
- 30.5% of dually involved youth in foster care had diagnosed substance use issues.
 - 57.5% of youth with a diagnosis were at least partially improving their substance use disorder, an increase from 42.5% the previous fiscal year.

DIAGNOSED CONDITIONS

Diagnosed Conditions. During FY2024-25, the FCRO identified 92 (70.2%) dually involved youth who had one or more (potentially disabling) conditions diagnosed by a qualified professional. While six of those youth were eligible for Developmental Disabilities Services, only two of the eligible youth were receiving services as funded through the DHHS Division of Developmental Disabilities rather than child welfare.

Regarding the type of conditions (multiple can be diagnosed for a single youth), among the top were attention-deficit/hyperactivity disorder (ADHD) (21.1%), oppositional defiant disorder (ODD) (13.0%), disruptive mood dysregulation disorder (DMDD) (8.1%), post-traumatic stress disorder (PTSD) (7.2%), conduct disorder (7.2%), and adjustment disorder (4.9%).

EDUCATION

Educational performance and opportunities have lifelong impacts for all youth. Youth in foster care may begin their formal education at a particularly significant disadvantage. Further, youth separated from their parents (and possibly from siblings), adjusting to a new living environment, and possibly adjusting to a new school, may be coping with too much stress to properly concentrate on their education.

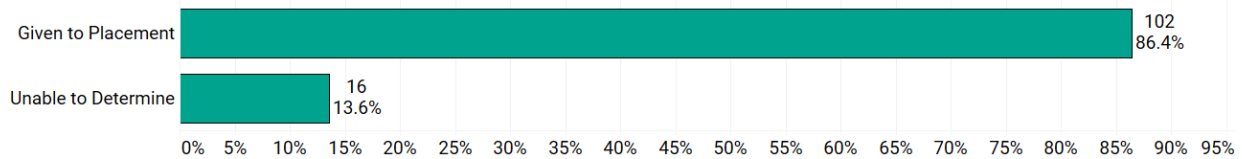
Education Records Shared with Caregiver. Foster parents, group homes and other placements are charged with ensuring that youth placed with them receive all necessary educational services. Having critical educational information about each youth in their care is essential for this to occur.

⁵⁵ SAMHSA. April 2020. "Prevention of Substance Use and Mental Disorders." U.S. Department of Health & Human Services. <https://www.samhsa.gov/find-help/prevention>

Dually Involved

Figure 42 depicts whether education information was shared with the foster caregiver and does not include youth in independent living or who were missing from care at the time of review. There was no documentation that important educational information was shared for 13.6% of youth.

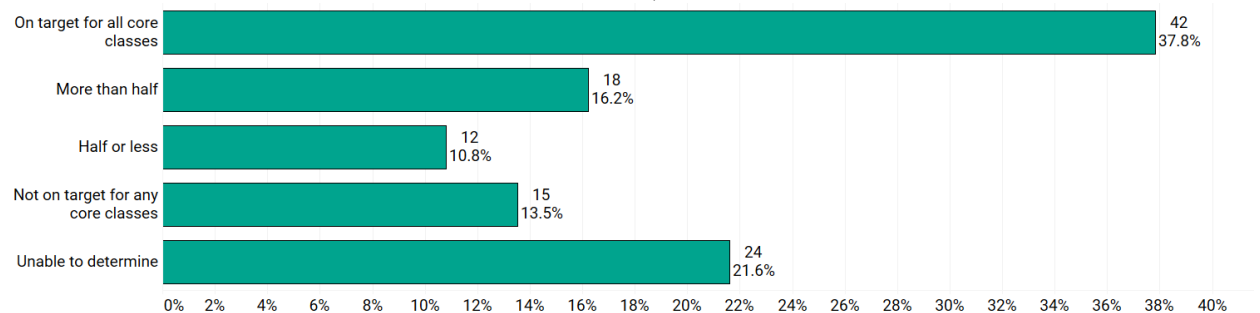
Figure 42: Education Information Given Foster Placement, Reviewed FY2024-25, n=118 (based on most recent review and excluding youth in independent living or missing from care)



School Attendance. During FY2024-25, the FCRO found that 63.1% of the youth reviewed that were enrolled in school attended regularly. School attendance could not be determined for 10.8% of enrolled youth.

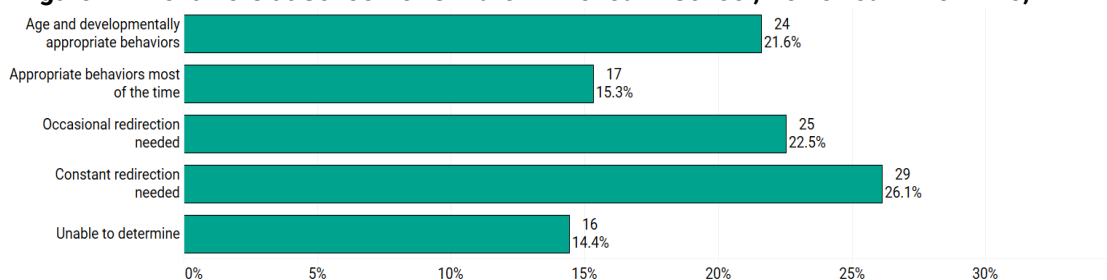
Academic Performance. For many youth who experienced a transient lifestyle and trauma before removal, being academically on target can be difficult to achieve. During the review process, the FCRO attempts to determine the level of academic performance for youth enrolled in school. As shown in the last row in the following chart, the degree to which this information is unavailable is concerning.

Figure 43: Academic Performance at Time of FCRO Review for Children Enrolled in School, Reviewed FY2024-25, n=111



Behaviors at School. For youth who continue to be academically behind their peers, there can be more stressors that manifest themselves as poor behaviors. But many youth in foster care respond well to the structure and discipline that occurs in school.

Figure 44: Behaviors at School for Children Enrolled in School, Reviewed FY2024-25, n=111



Additional Education-Related Data. During the review process, the FCRO also considers some other indications of youth's educational needs:

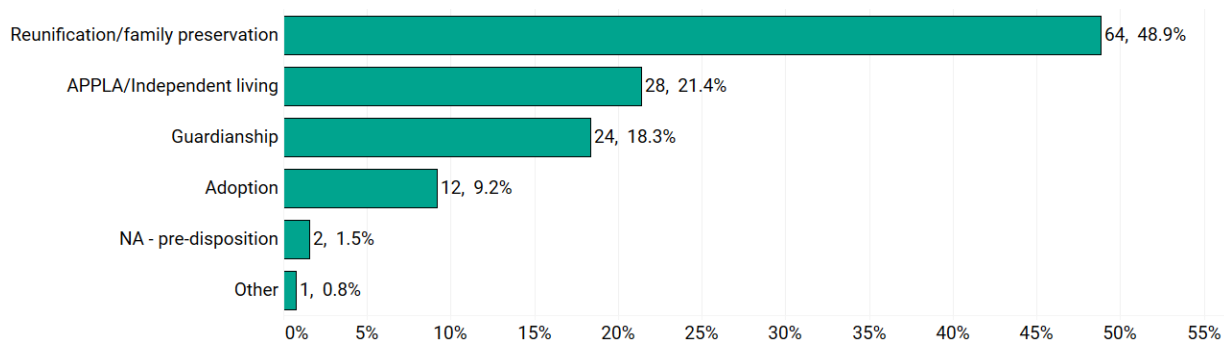
- 63.3% of the school-aged youth reviewed had a current Individualized Education Program (IEP).
- It could not be determined if there was a current IEP for 26.6% of reviewed youth.

CASE PROGRESS

Court-Ordered Primary Permanency Objective. The court-ordered permanency plan contains one of several possible primary objectives and the means to achieve it. Typical objectives include reunification, adoption, guardianship, or APPLA (another planned permanent living arrangement). Courts have the authority to order two different permanency objectives – a primary permanency objective and an optional concurrent objective.

Figure 45 shows the primary objective ordered by the court for dually involved youth at the time of review.

Figure 45: Primary Permanency Plan at the Last Review Conducted During FY2024-25, n=131

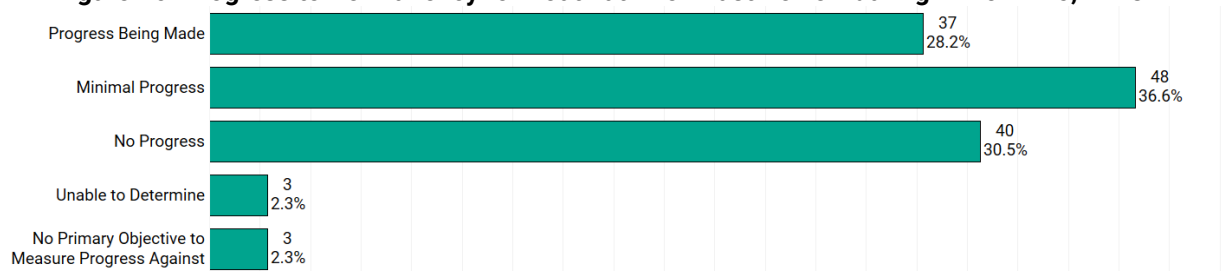


Continued Need for Care. Foster care is meant to act as a safety net for youth so they can be safe and have all their basic needs met while adults in the family address the issues that led to the youth's removal. At the same time, it is imperative that youth not remain in temporary care (foster care) longer than necessary. Statute requires the FCRO determine if there is a continued need for state oversight at every review conducted.

- In 97.7% of reviews of youth placed out-of-home at the time of review during FY2024-25, it was found that continuation in care was still needed.

Progress to Primary Permanency Objective. Another finding (Figure 46) made by local boards during case file reviews is whether progress is being made towards achieving the permanency objective. This finding is made after considering all the available documentation and stakeholder information. Over half of the youth reviewed (67.1%) were found to have minimal to no progress towards permanency.

Figure 46: Progress to Permanency for Youth at Their Last Review during FY2024-25, n=131



Reasonable efforts. Juvenile courts make determinations of reasonable efforts on a case-by-case basis. A finding that the state failed to provide reasonable efforts has significant consequences to DHHS/CFS, such as disqualification from eligibility of receipt of federal foster care maintenance payments.

Dually Involved

The FCRO makes an independent finding at each case review on whether “reasonable efforts” are being made towards achieving permanency. During FY2024-25, the FCRO found “reasonable efforts” were made 92.4% of the time statewide. This can also be seen broken out by service area below.

	CSA	ESA	NSA	SESA	WSA
Reasonable efforts made	100.0%	90.3%	88.2%	94.7%	100.0%

One element in reasonable efforts is for DHHS/CFS or its contractors to develop a complete plan for case progression. The FCRO found there was a complete plan in 94.7% of cases reviewed.

NORMALCY

Normalcy is the ability for youth to easily participate in age-appropriate social, scholastic and enrichment activities. These activities allow youth in foster care to experience typical childhood activities and are important because they prepare a youth for life as an adult.

Foster parents are asked to apply a “reasonable and prudent parent standard” when making decisions about allowing the youth in their care to spend a night at a friend’s house, play sports, etc. This is the “standard characterized by careful and sensible parental decisions that maintain a child’s health, safety, and best interests while at the same time encouraging the child’s emotional and developmental growth,” according to federal and state law.^{56, 57}

- For cases reviewed by the FCRO FY2024-25, 60.3% of dually involved youth participated in extra-curricular normalcy activities.

Relationships with Positive Adults. All youth need to have at least one positive adult, whether family or friend, who can assist them not only as minors but also as they transition into adulthood. “Helping youth develop lifelong connections should also be a part of the transition-planning process. Having caring adults in youths’ lives who work with them on these planning tasks can lay the foundation for relationships that will last beyond emancipation.”⁵⁸ Nebraska has incorporated this principle into practice by having youth include the important adults in their lives in their transition-planning meetings.

- Where possible to determine, statewide 69.4% of the dually involved youth reviewed FY2024-25 were connected to at least one positive adult mentor, however this varied by service area.

	CSA	ESA	NSA	SESA	WSA
Has mentor	90.0%	53.5%	81.3%	100.0%	88.9%

Receiving Skills in Preparation for Adulthood. As part of the file review process, FCRO staff assess if the youth are being provided with the skills needed for adulthood.

- 64.5% of the dually involved youth reviewed in FY2024-25 were receiving at least some skills for adulthood.

⁵⁶ Administration for Children and Families. October 2014. “ACYF-CB-IM-14-03.” U.S. Department of Health and Human Services. <https://www.acf.hhs.gov/sites/default/files/documents/cb/im1403.pdf>

⁵⁷ Neb. Rev. Stat. §43-4706. Available at: <https://nebraskalegislature.gov/laws/statutes.php?statute=43-4706>

⁵⁸ Children’s Bureau/ACYF/ACF/HHS. (2018). Working with youth to develop a transition plan. In *BULLETIN FOR PROFESSIONALS*. https://www.childwelfare.gov/pubPDFs/transitional_plan.pdf

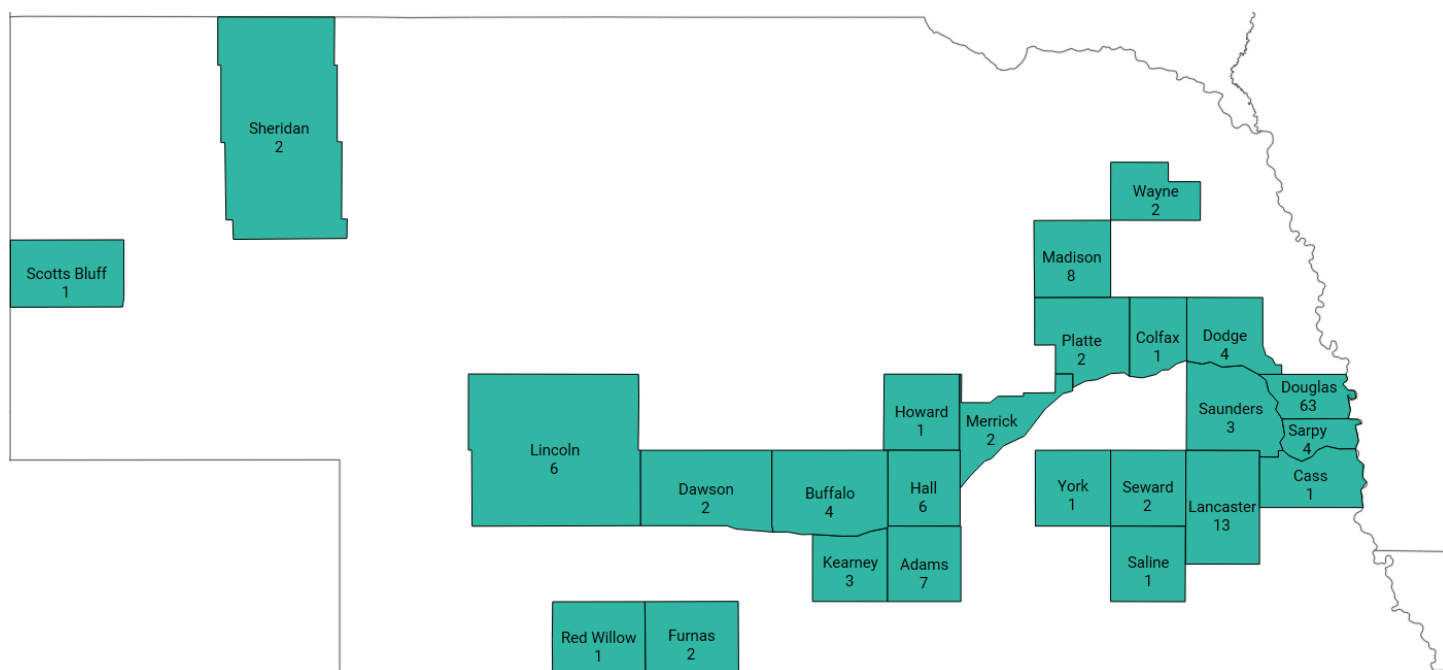
Dually Involved

	CSA	ESA	NSA	SESA	WSA
Receiving most skills	40.0%	36.6%	50.0%	83.3%	66.7%
Partially receiving	50.0%	12.7%	25.0%	5.6%	22.2%

POINT-IN-TIME DEMOGRAPHICS AND PLACEMENTS

County. On 6/30/2025, there were 142 dually involved youths in out-of-home care, which is a 19.3% increase from the 119 youths on 6/30/2024. (See Appendix A for a list of counties and their respective judicial districts and service areas).

Figure 47: County of Origin for Dually Involved Youth on 6/30/2025, n=142



*Counties with no description or shading did not have any youth in out-of-home care simultaneously involved with DHHS/CFS and Probation. These are predominately counties with sparse populations of children and youth. Youth who received services in the parental home without experiencing a removal and children and youth placed directly with a non-custodial parent are not included as they are not within the FCRO's authority to track or review.

Age. The median age for dually involved youth was 16 years old for both males and females.

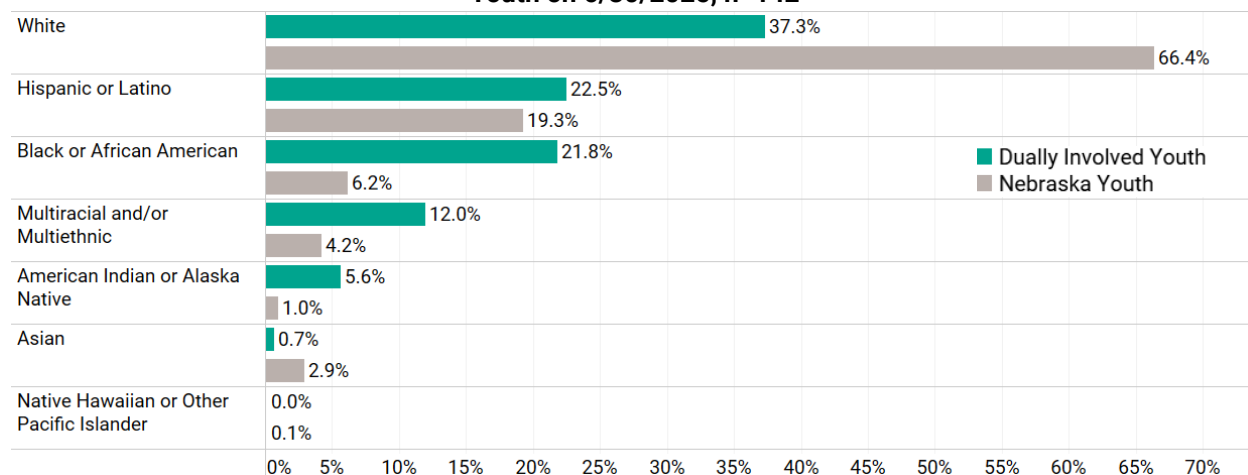
- 2 (1.4%) were age 11-12.
- 20 (14.1%) were age 13-14.
- 67 (47.2 %) were age 15-16.
- 53 (37.3%) were age 17-18.

Gender. Males outnumbered females among dually involved youth (62.0% to 38.0%, respectively).

Race and Ethnicity. As discussed throughout this report, there is racial disproportionality in this group also. Many racial and ethnic groups of color are overrepresented, particularly Black or African American, Multiracial and/or Multiethnic, and American Indian or Alaska Native youth, while white youth are underrepresented.

Dually Involved

Figure 48: Race and Ethnicity of Dually Involved Youth in Out-of-Home Care Compared to Nebraska Youth on 6/30/2025, n=142



Times in Care Over Lifetime. The average number of times in care over their lifetime for current dually involved youth as of 6/30/2025 was 1.8.

Median Number of Days in Care. For those in care on 6/30/2025, the median number of days in care for dually involved youth was 598 days.

Number of Placements. The average number of placements over their lifetime for dually involved youth on 6/30/2025 was 9.9.

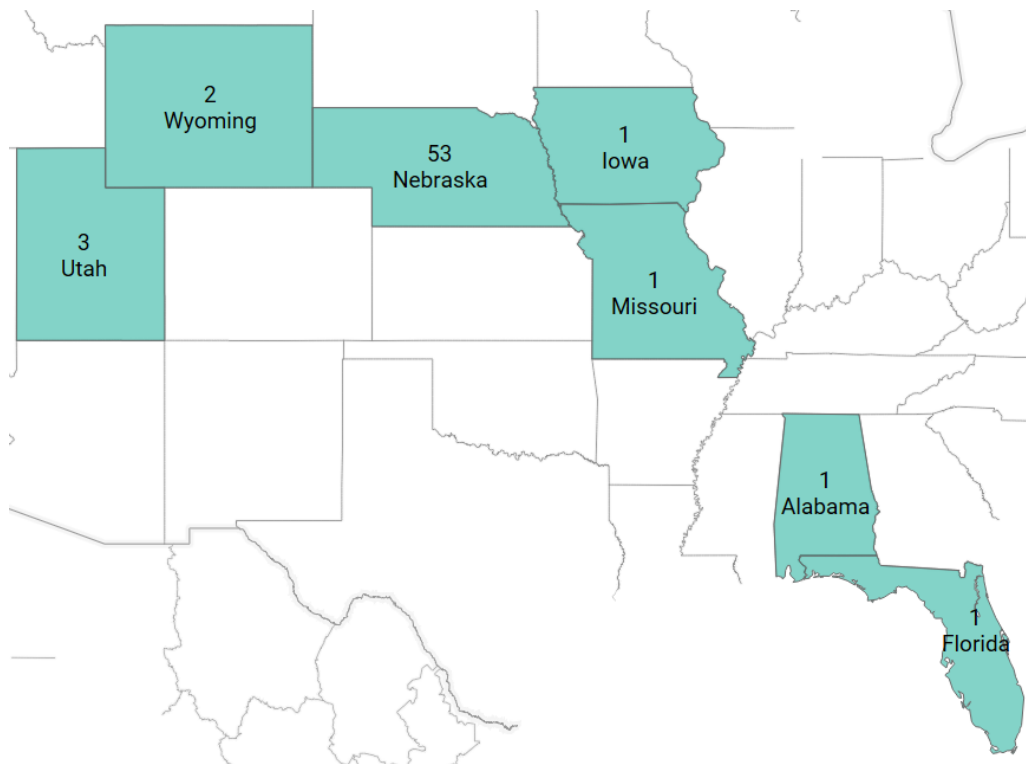
Placement Types. On 6/30/2025:

- Less than half (45.8%) were in family-like settings (relative, kin, or non-relative foster care).
- 16.9% were in a corrections related placement.
- 14.1% were in non-treatment congregate care, excluding corrections related placements (see above).
- 12.7% were in treatment congregate care.
- 5.6 % were in independent living.
- 4.2% were missing from care.
- 0.7% were with a non-custodial parent.

Missing from Care. On 6/30/2025, there were six dually involved youth missing from care. Of the missing youth, four were female and two were male.

Congregate Care. Most (85.5%) dually involved youth in congregate care were placed in Nebraska.

Figure 49: Placement State for Dually Involved Youth in Congregate Care on 6/30/2025, n=62



PROBATION YOUTH

YOUTH IN OUT-OF-HOME CARE SUPERVISED BY THE ADMINISTRATIVE OFFICE OF THE COURTS AND PROBATION – JUVENILE SERVICES DIVISION

This section includes tracking and FY2024-25 review data for court-involved youth in out-of-home care supervised by Probation. During FY2024-25, 254 reviews were completed by the FCRO on 242 youth who were under Probation supervision. Of the 242 youth, 193 were only under the supervision of Probation and 49 of those youth were at a Youth Rehabilitation Treatment Center (YRTC) at the time of review. Those youth outcomes are included in the YRTC reporting section.

PLACEMENT SAFETY AND APPROPRIATENESS

Placement Safety. Assessing the safety of placement is one of the primary functions of FCRO review boards.

- Of the 242 youth supervised only by Probation, the placement was evaluated as safe for 90.2% of FY2024-25 reviews, down slightly from 91.5% in the previous fiscal year.

Placement Appropriateness. In assessing the appropriateness of a placement, the local board evaluates whether it can meet the immediate needs of the youth and if the placement is the least restrictive possible to meet those needs.

- In 87.0% of reviews, the board found the placement to be appropriate, an increase from 84.9% the previous year.

OFFENSE TYPE

Offense Types. Youth in out-of-home care in the juvenile justice system can be adjudicated for delinquency or status offenses. Delinquency refers to offenses that constitute criminal behavior in adults – misdemeanors, felonies, or violations of a city ordinance. A status offense applies to conduct that would not be considered criminal if committed by an adult, such as truancy or leaving home without permission.

The following shows the active adjudication types for youth at the time of FY2024-25 review. Multiple offense types are possible.

Offense Type	Males with Active Offense	Females with Active Offense	All
Non-violent misdemeanor	66.9%	61.4%	65.3%
Non-violent felonies	27.2%	14.0%	23.3%
Violent misdemeanor	35.3%	45.6%	38.3%
Violent felonies	25.7%	8.8%	20.7%

PLANS AND SERVICES

Transition Plans. Each youth in Probation supervised out-of-home care should have a plan for transition into the community with goals and steps toward achieving those goals; however, based on the number of cases where the plan was not provided for the FCRO's review, it appears that this is not done consistently.

- The FCRO was provided a written plan for review in 73.8% of the cases where the goal was to return home; however, a written plan to transition home was not provided in 26.2% of cases. Of those youth with a plan to transition home, 51.2% of the plans had enough information and were determined to be appropriate.

There were regional differences whether a plan to transition home was provided for review, with a low of 46.2% in District 5 and high of 100% in Districts 2 and 12.

- Districts 4J and 3J (Douglas and Lancaster counties, respectively) have the highest population of youth and provided plans for 70.0% and 88.0% of the youth. District 4J had a decrease while District 3J had an increase from the previous year (83.1% and 83.8%, respectively).

Plan Objectives. Even in situations where a written plan is provided, the plan's objective was not always clear. Plan objectives for youth at the time of review in FY2024-25 included:

- Return to parent/guardian (53.4%).
- Unable to determine (30.6%).
- Other (6.2%).
- Independent living (5.7%).
- Permanent placement with relative or kin (4.1%).

Services. Whether there is a written plan or not, most youth eventually return to the family and/or the community. To prevent future acts of delinquency and increase community safety, juveniles in state care must be provided with the appropriate services. An assessment of the services offered to Probation supervised youth in out-of-home care extends beyond the scope of what is written into the plan and looks at the overall status of the case and the feedback provided by review participants.

For services offered for Probation supervised youth at the time the case was reviewed in FY2024-25:

- In 70.5% of cases all needed services were offered, a decrease from 74.5% the previous year.
- An additional 20.2% had some services offered.

COURT AND LEGAL SYSTEM FACTORS

Court-Appointed Attorneys. When involved in a court case, it is critical to have adequate legal representation. All (100%) Probation supervised youth in out-of-home care were represented by an attorney at time of review.

Guardians Ad Litem (GALs) and CASAs. A 'guardian ad litem' is an attorney appointed to represent the best interest of the youth, which is not the same as representing the youth's expressed wishes like court appointed attorneys do.

- 39.4% of youth reviewed had a GAL, a decrease from 45.3% the previous year.
- CASA representatives work in tandem with a youth's guardian ad litem and were involved in less than 1.0% of Probation supervised cases in FY2024-25.

PROBATION YOUTH EXPERIENCE AND WELL-BEING

CONTACT WITH FAMILY

Contact with Family. Contact with parents or siblings can be an indicator of future success reintegrating into families and communities.^{59,60}

- 12.2% of the females and 16.8% of the males were not having contact with their biological mothers at the time of review; 47.4% of the females and 56.8% of the males were not having contact with their biological fathers.
- Based on contact measures, family engagement appears to be an increasing area of concern. Additional efforts from Probation Officers to engage family in the youth's care (as applicable and possible) are recommended.
- 62.7% of those with siblings were having contact with all siblings and another 6.0% were having contact with at least some of their siblings.

BEHAVIORAL HEALTH

Mental Health Diagnosis. There is a complex relationship between mental health conditions and involvement in the juvenile justice system.⁶¹ Thus, it is not surprising that 92.7% of Probation supervised youth reviewed in FY2024-25 were diagnosed with at least one mental health condition. This is consistent with FY2023-24.

Psychotropic medications. Psychotropic medications are a commonly prescribed treatment for certain types of mental health conditions.⁶² While not all conditions respond to or require medications, 47.5% of the youth with a mental health condition were prescribed a psychotropic medication at the time of review.

Substance Use. Substance use diagnoses are common amongst the Probation supervised population.

- Over half of the youth reviewed (56.0%) had a substance use diagnosis. This is an increase from the previous year.

EDUCATION

Education. Whether involved with juvenile justice or not, education plays a major role in the lives and development of all youth. Many youth have significant educational deficits prior to involvement with Probation, and youth can find their education further disrupted by out-of-home placement.

For juvenile justice involved youth, educational achievement has a role in preventing re-entry into the system. It is with this in mind that the FCRO considers several educational outcome measures for this population:

- 64.1% of the youth reviewed were passing all core classes.
- 72.5% were maintaining regular attendance.

⁵⁹ Burke, Jeffrey D., Edward Mulvey, Carol Schubert, and Sara Garbin. April 2014. "The Challenge and Opportunity of Parental Involvement in Juvenile Justice Services." *Child and Youth Serv Rev.*, p39-47. Available at: <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3989100/pdf/nihms569441.pdf>

⁶⁰ Garfinkel, L. (2010). Improving Family Involvement for Juvenile Offenders with Emotional/Behavioral Disorders and Related Disabilities. *Behavioral Disorders*, 36(1), 52-60. <https://doi.org/10.1177/019874291003600106>

⁶¹ Underwood, Lee, and Aryssa Washington. 2016. "Mental illness and juvenile offenders." *International Journal of Environmental Research and Public Health* 13 (2): 228. <https://doi.org/10.3390/ijerph13020228>

⁶² See Appendix B for a glossary of terms and a description of acronyms.

- 30.0% rarely or only occasionally had behaviors in school that impeded learning; an additional 38.9% had no disruptive behaviors.

APPROPRIATE INTERVENTIONS FOR YOUTH WITH SPECIAL NEEDS

IQ testing results are included here not to stigmatize youth, but because it has major implications regarding obtaining and utilizing the best tools to help this substantial segment of youth law violators to self-regulate their behaviors and keep communities safe.

- IQ test scores were available for 52 youth reviewed during FY2024-25.
 - There were seven youth who had a score of less than 70 (extremely low), 12 youth who scored between 70-79 (very low), 17 youth who scored between 80-89 (low average); whereas 14 youth scored between 90-109 (average) and two youth scored above 110 (high average to very high).

Since lower scoring youth are particularly vulnerable to poor understanding of consequences for certain behaviors, the following must be researched in more detail:

- Are interventions appropriate for youth with different types of disabilities? Information about the disability often helps to explain behavior in a way that facilitates constructive intervention, and it is essential to arrive at a disposition that will meet the youth's rehabilitative needs at a level that can be internalized by the youth.
- Is the YLS (Youth Level of Service) valid for youth with lower IQs? The YLS is an assessment of the risk to re-offend that is used by Probation in making decisions regarding youth assigned to them. Further research needs to include whether YLS scores are valid for youth with below average IQs.
- Is the IDEA being complied with by juvenile justice? The Individuals with Disabilities Education Act (IDEA) is the federal government's special education law. IDEA provides supplementary federal funds to assist states and local communities in providing educational opportunities for approximately 6 million students with varying degrees of disability who participate in special education. As a requirement for receiving IDEA federal funding, states must offer free, appropriate public education in the least restrictive environment. Youth with below average IQs may be covered under IDEA.⁶³

RISK TO REOFFEND: YLS SCORES

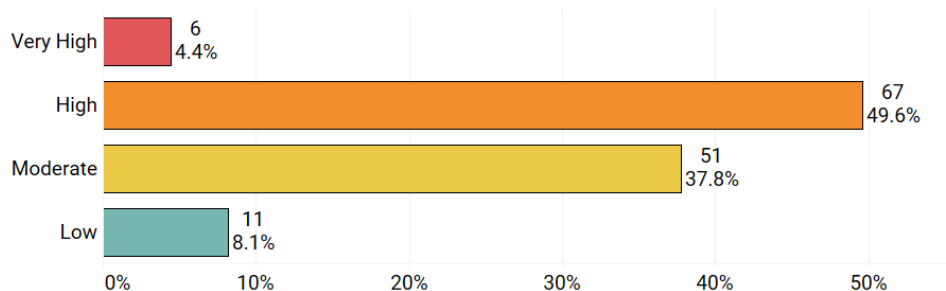
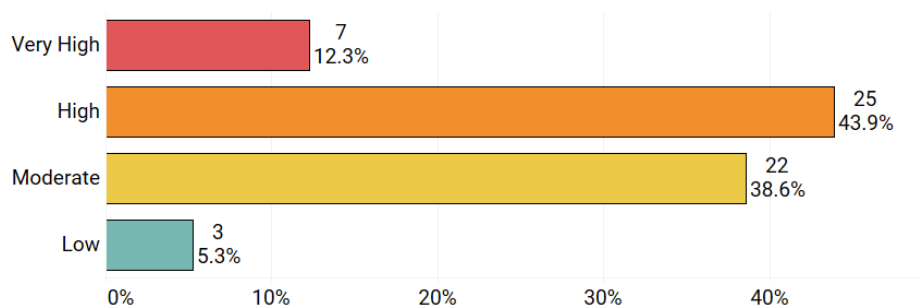
Most Recent YLS Score. The Youth Level of Service (YLS) is an evidence-based scoring tool that indicates the youth's likelihood to reoffend. It is not designed to measure the risk of a youth to sexually reoffend but does cover other types of offenses. It is given at different stages of the youth's Probation case to help gauge progress.

The higher the numerical score on the YLS, the higher the likelihood to re-offend. Ideally, the score would decrease as services are used and internalized by the youth. There are slight differences in the categories for females and males,⁶⁴ so they are presented separately below.

⁶³ Segal, Adam. 2020. "IDEA and the Juvenile Justice System: A Factsheet." *The National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth*. Available at: <https://neglected-delinquent.ed.gov/idea-and-juvenile-justice-system-factsheet>

⁶⁴ YLS 2.0 was implemented in February 2021. In that version, for males a score of 0-9 is considered low, 10-21 is moderate, 22-31 is high, 32-42 is very high risk to reoffend; for females a score of 0-8 is considered low, 9-19 is moderate, 20-28 is high, and 29-42 is very high risk to reoffend.

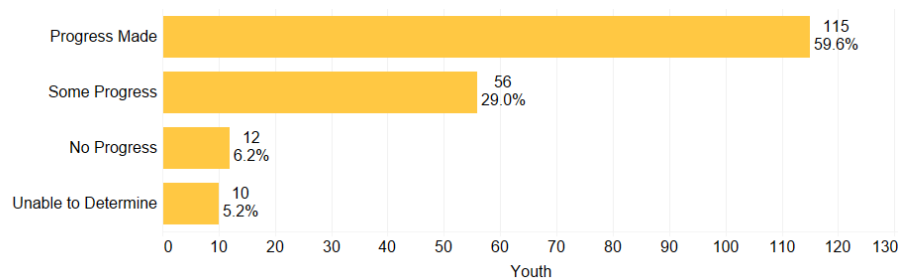
Juvenile Probation

Figure 50: Most Recent YLS Score Category for Probation Supervised Males, Reviewed FY2024-25, n=135⁶⁵**Figure 51: Most Recent YLS Score Category for Probation Supervised Females, Reviewed FY2024-25, n=57**

Risk of reoffending is one reason that a youth might remain out-of-home or on Probation. Other times, there are specific challenges – some the youth may have control over and some they cannot control – that may delay their successful completion of Probation.

CASE PROGRESS

Progress Toward Successful Completion of Probation. As shown in Figure 52, 59.6% of youth reviewed were making consistent progress towards the completion of the terms of their probation. This is slightly down from last year's 60.8%.

Figure 52: Progress toward Successful Completion of Probation at Time of Review for Probation Supervised Youth, Reviewed FY2024-25, n=193

⁶⁵ A YLS score was not available for one male youth.

Need for Continued Out-of-Home Placement. Progress is not the same as being currently ready to transition from out-of-home placement back to the community. Time may be needed for the youth to benefit from the services and programming received.

- In 97.4% of the cases reviewed, there was a recognized need to continue out-of-home placement.

Need for Continued Probation Supervision. Need for out-of-home placement and need for Probation supervision are distinct. Continued supervision can provide youth returning to their homes and communities the services needed to ease the transition and improve the chances for continued success.

- In 97.9% of reviewed cases, the FCRO found that Probation supervision needed to continue.

There are many factors that must be considered to determine if a youth should or should not continue in out-of-home placement or Probation supervision. One of the most important factors is the risk to reoffend.

CHALLENGES TO SUCCESSFULLY COMPLETING PROBATION

Probation supervised youth in out-of-home care experience a variety of challenges that may prevent them from returning safely to their home and community. Multiple challenges can be identified for each youth. Some of the more common include:

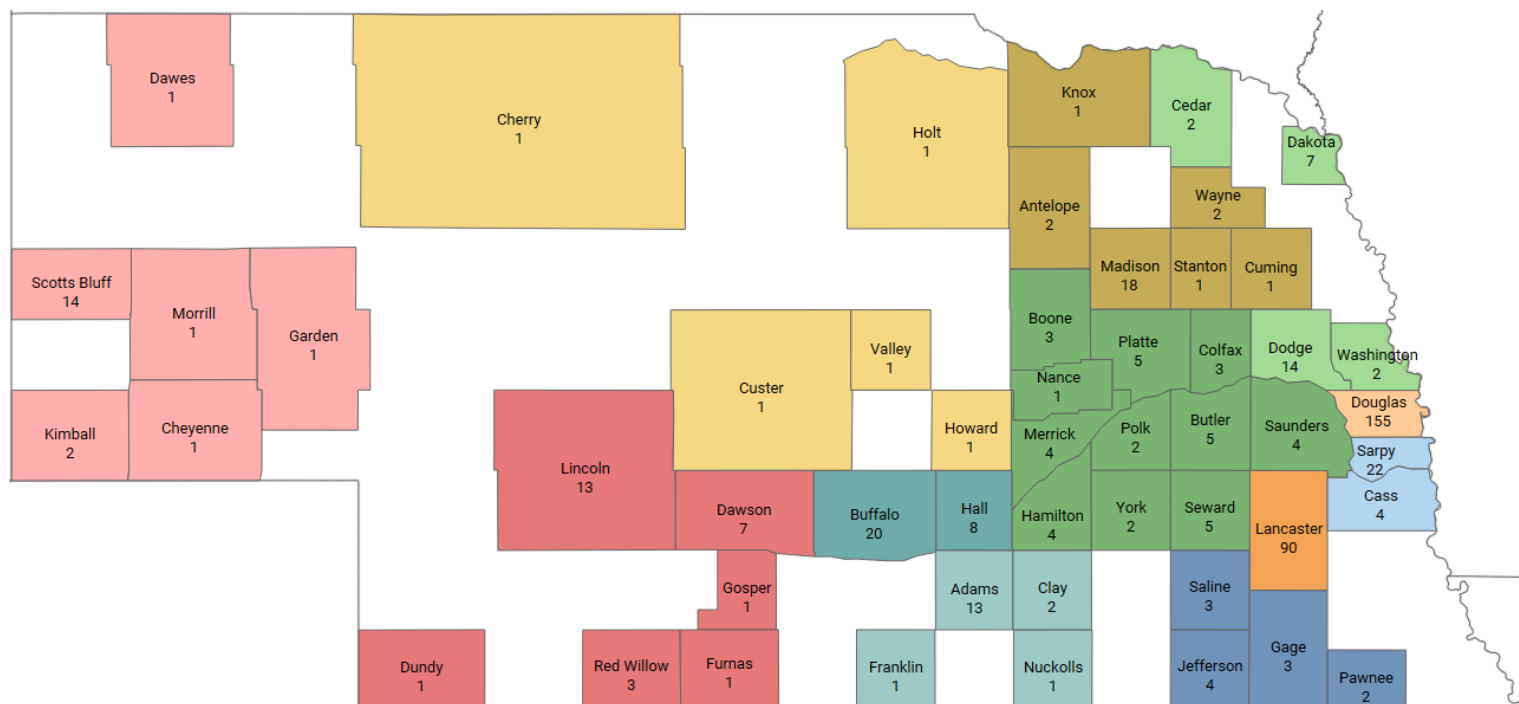
- 92.7% of the youth reviewed had a mental health diagnosis.
 - 63.6% with a diagnosis were making at least partial progress, whereas 23.5% were making minimal or no progress.
- 56.0% of the youth reviewed had a substance use diagnosis.
 - 52.8% with a diagnosis were making at least partial progress, whereas 33.3% were making minimal or no progress.
- No records indicated documented sex trafficking of males; and two records indicated suspected sex trafficking of females. There were no cases of documented labor trafficking.
- 12.2% of the females and 16.8% of the males were not having contact with their mothers at time of review; 47.4% of the females as well as 56.8% of the males were not having contact with their fathers.
- 65.4% of females were passing all their core classes, whereas 63.5% of males were passing all core classes.
- 25.7% of involved mothers were inconsistent, resistant, or unwilling to engage with the youth's transition plan.
- 32.5% of involved fathers were inconsistent, resistant, or unwilling to engage with the youth's transition plan.
- Placements were inappropriate for 3.5% of the females and 10.3% of the males. This is a decrease from the 12.1% for females and an increase from 8.4% of males reviewed in FY2023-24.
- 1.8% of the females and 8.1% of the males had made no progress towards completing Probation when last reviewed. This is a decrease from 12.1% of females and an increase from 6.5% of males reviewed in FY2023-24.

As previously discussed, the most prevalent systemic barrier is the lack of a written transition plan with goals and the steps that must be completed to meet those goals.

POINT-IN-TIME DEMOGRAPHICS AND PLACEMENTS

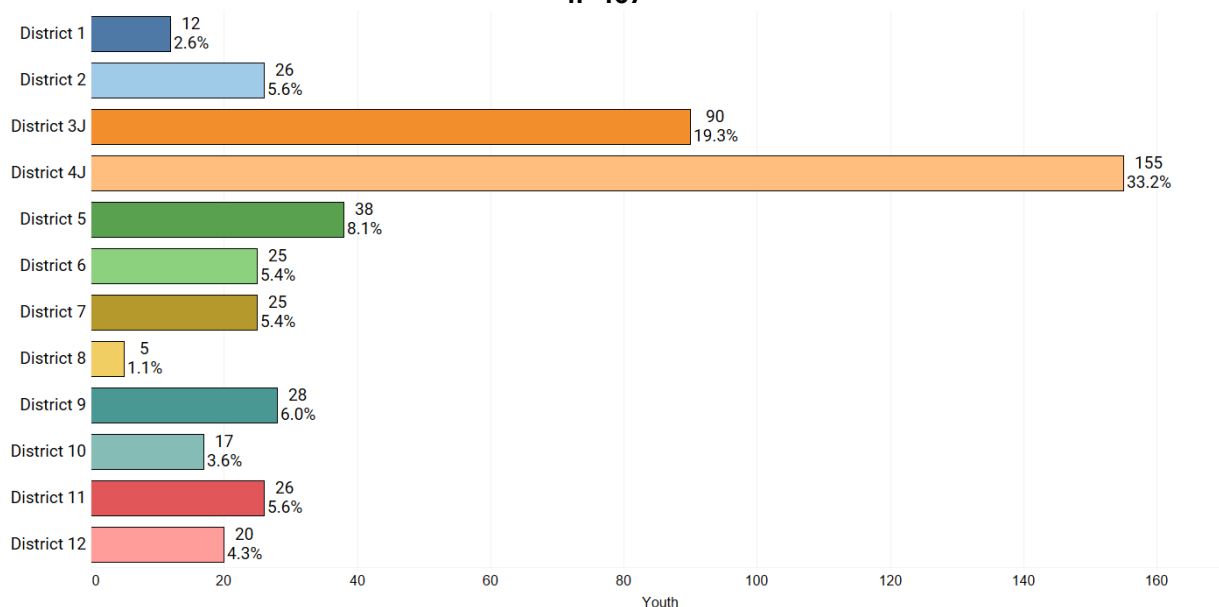
County. Figure 53 shows the county of court jurisdiction for Probation supervised youth in out-of-home care on 6/30/2025, based on the judicial district. On 6/30/2025, there were 467 youths in out-of-home care supervised by Probation compared to 486 on 6/30/2024, a 3.9% decrease. (See Appendix A for a list of counties and their respective districts).

Figure 53: County of Court Jurisdiction for Probation Supervised Youth in Out-of-Home Care on 6/30/2025, n=467



*Counties with no description or shading did not have any youth in out-of-home care under Probation supervision. These are predominately counties with sparse populations of children and youth. Youth who received services in the parental home without experiencing a removal and youth placed directly with a non-custodial parent are not included as they are not within the FCRO's authority to track or review.

Juvenile Probation

Figure 54: Probation Districts for Probation Supervised Youth in Out-of-Home Care on 6/30/2025, n=467

Age. The median age of Probation supervised youth in out-of-home care on 6/30/2025 was 16 years old for both males and females.

- 3 (0.6%) were age 11-12.
- 54 (11.6%) were age 13-14.
- 205 (43.9%) were age 15-16.
- 205 (43.9%) were age 17-18.

Gender. Males were 71.3% of the population of Probation supervised youth in out-of-home care, females were 28.7%.

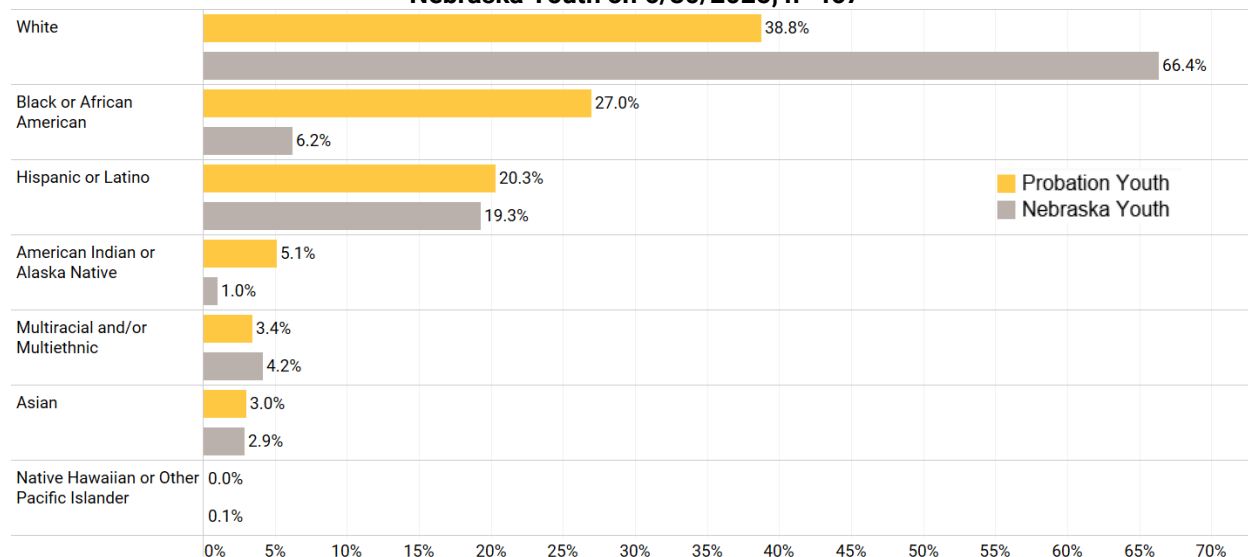
Race. Black or African American and American Indian or Alaska Native youth were disproportionately represented in the population of Probation supervised youth in out-of-home care.

- As shown in Figure 55, Black or African American youth make up 6.2% of Nebraska's youth population but represent 27.0% of the Probation supervised youth in out-of-home care.
- American Indian or Alaska Native youth are just 1.0% of Nebraska's youth population, but 5.1% of the Probation supervised youth in out-of-home care.⁶⁶

The disproportionality for Black or African American youth has increased 4.2% and the disproportionality for American Indian or Alaska Native youth has slightly increased from the previous year (22.8% and 4.3%, respectively).

⁶⁶ The number of American Indian or Alaska Native youth in out-of-home care while on probation does not include those involved in Tribal Court.

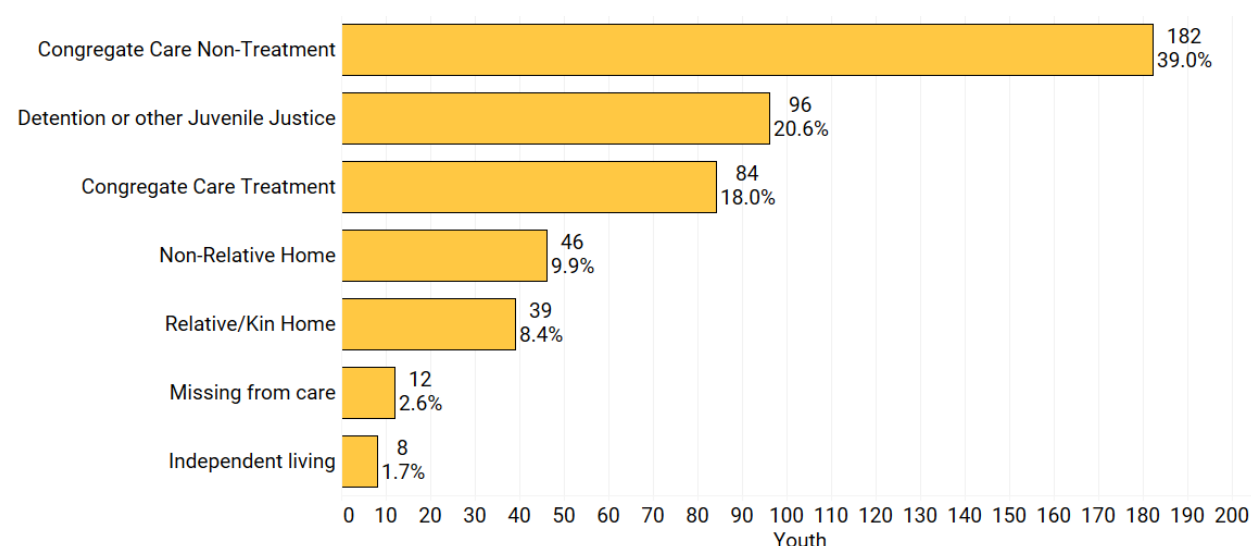
Juvenile Probation

Figure 55: Race and Ethnicity of Probation Supervised Youth in Out-of-Home Care Compared to Nebraska Youth on 6/30/2025, n=467

Times in Care Over Lifetime. The average number of times in care over their lifetime for Probation supervised youth as of 6/30/2025 was 2.0.

Median Number of Days in Care. For those in care on 6/30/2025, the median number of days in care for Probation supervised youth was 166 days.

Placement Type. Probation supervised youth in out-of-home care were most frequently placed in a non-treatment group care facility (Figure 56). Of note, 20.6% were in a detention-type setting and only 18.0% were in a treatment facility.

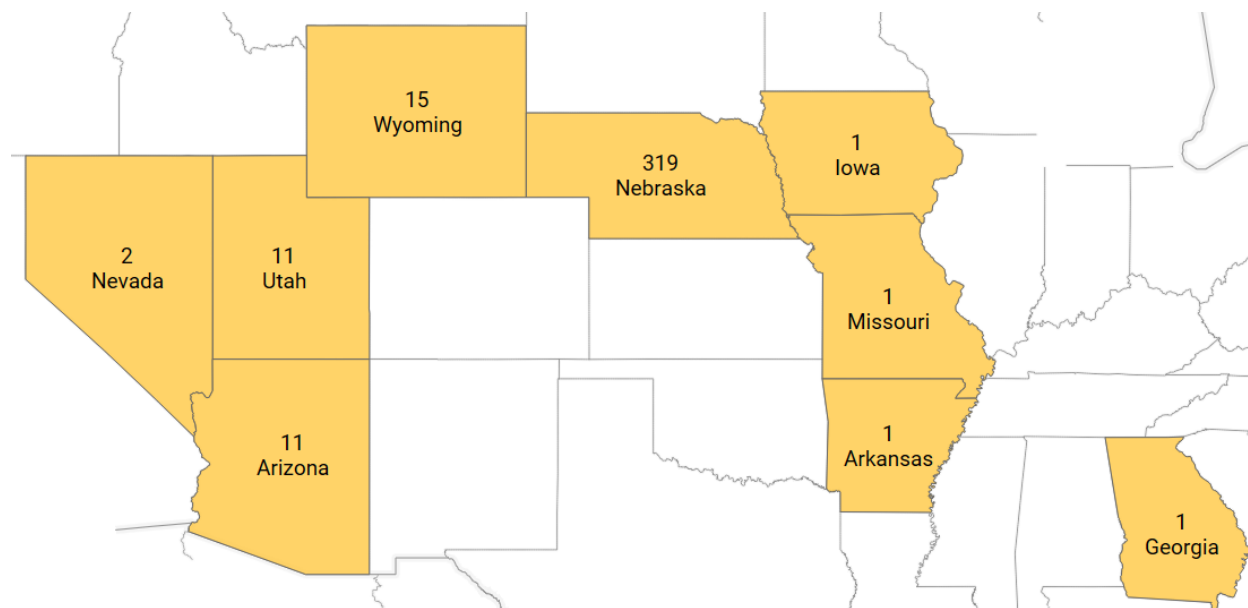
Figure 56: Probation Supervised Youth in Out-of-Home Care on 6/30/2025 by Placement Type, n=467

Number of Placements. The average number of lifetime placements as of 6/30/2025 for Probation supervised youth was 4.6 placements.

Missing from Care. On 6/30/2025, there were 12 Probation supervised youth missing from care. Of the missing youth, four were female and eight were male.

Congregate Care. Comparing 6/30/2025 to 6/30/2024, there was a 3.7% decrease in the number of Probation supervised youth placed in congregate care facilities (362 and 376, respectively). On 6/30/2025, 88.1% were placed in Nebraska.

Figure 57: Probation Supervised Youth in Congregate Care on 6/30/2025 by State of Placement, n=362



YRTC YOUTH

YOUTH PLACED AT THE YOUTH REHABILITATION AND TREATMENT CENTERS

This section includes tracking and review data for youth placed at a Youth Rehabilitation and Treatment Center (YRTC). Data describes population trends, snapshot distributions, and data only available on youth the FCRO has reviewed.

Over the past few years, the YRTC system has gone through some substantial changes, including to the program, the educational structure, and even the physical locations. While some changes were in response to COVID-19, other changes were aimed to improve the programs within the YRTC system. Only the most pertinent measures are included in this section.

YRTC YOUTH EXPERIENCE AND WELL-BEING

PLACEMENT SAFETY AND APPROPRIATENESS

Placement Safety. Regardless of which agencies are involved with children and youth placed out-of-home, it is imperative that children's safety is a primary concern.

- During FY2024-25, FCRO review boards found 100% of the 49 youth at a YRTC at time of review appeared safe.

Placement Appropriateness. A placement cannot be determined appropriate if it cannot be evaluated as safe.

- Of the youth found safe, most (95.9%) were found to be in an appropriate placement.

OFFENSE TYPE

Offenses. Many people are surprised to learn that youth can be committed to a YRTC for reasons other than felony charges and may be committed for non-violent offenses. Youth may also have more than one offense type.

Offense	Males	Females	All
Non-violent misdemeanor	73.8%	71.4%	73.5%
Non-violent felony	54.8%	0.0%	46.9%
Violent misdemeanor	45.2%	42.9%	44.9%
Violent felony	47.6%	0.0%	40.8%

BEHAVIORAL HEALTH

Mental Health. There are estimations that up to 75 percent of youth involved with the juvenile justice system meet the criteria for at least one mental health condition.⁶⁷ There is a complex relationship between mental health and juvenile justice involvement. Certain mental health conditions may increase a youth's risk, and involvement in the juvenile justice system can intensify existing mental health issues.

- 89.8% of the youth placed at a YRTC who were reviewed during FY2024-25 had been diagnosed with a mental health condition. Therefore, it is important that all programming be trauma-informed, and treatment focused.
 - 54.5% were making at least partial progress with their mental health.

Psychotropics⁶⁸. Males and females were prescribed psychotropic medications at different frequencies. One hypothesis is that there may be differences in the mental health conditions between males and females. Further research is needed to determine if this is true and, if so, how it impacts the youth's service needs.

- 71.4% of the females reviewed during FY2024-25 had a psychotropic medication prescribed, and
- 81.1% of the males had such a prescription.

Substance Use. Over two-thirds (67.3%) of youth reviewed that were placed at a YRTC were diagnosed with a substance use disorder.

- Of those youth with a substance use disorder diagnosis, 45.5% were making at least partial progress with their substance use.

EDUCATION

Academic performance. During FY2024-25 reviews, the FCRO found:

- 57.1% of females were passing all core classes.
- 68.6% of males were passing all core classes.
- Academic performance could not be determined for 16.7% of youth; most commonly because a youth was just recently placed at a YRTC.

Behaviors at School. 57.1% of females had no negative behaviors impacting learning compared to 17.1% of males. These behaviors cannot be untangled from mental health diagnosis and trauma resulting from abuse/neglect removals and multiple placement changes.

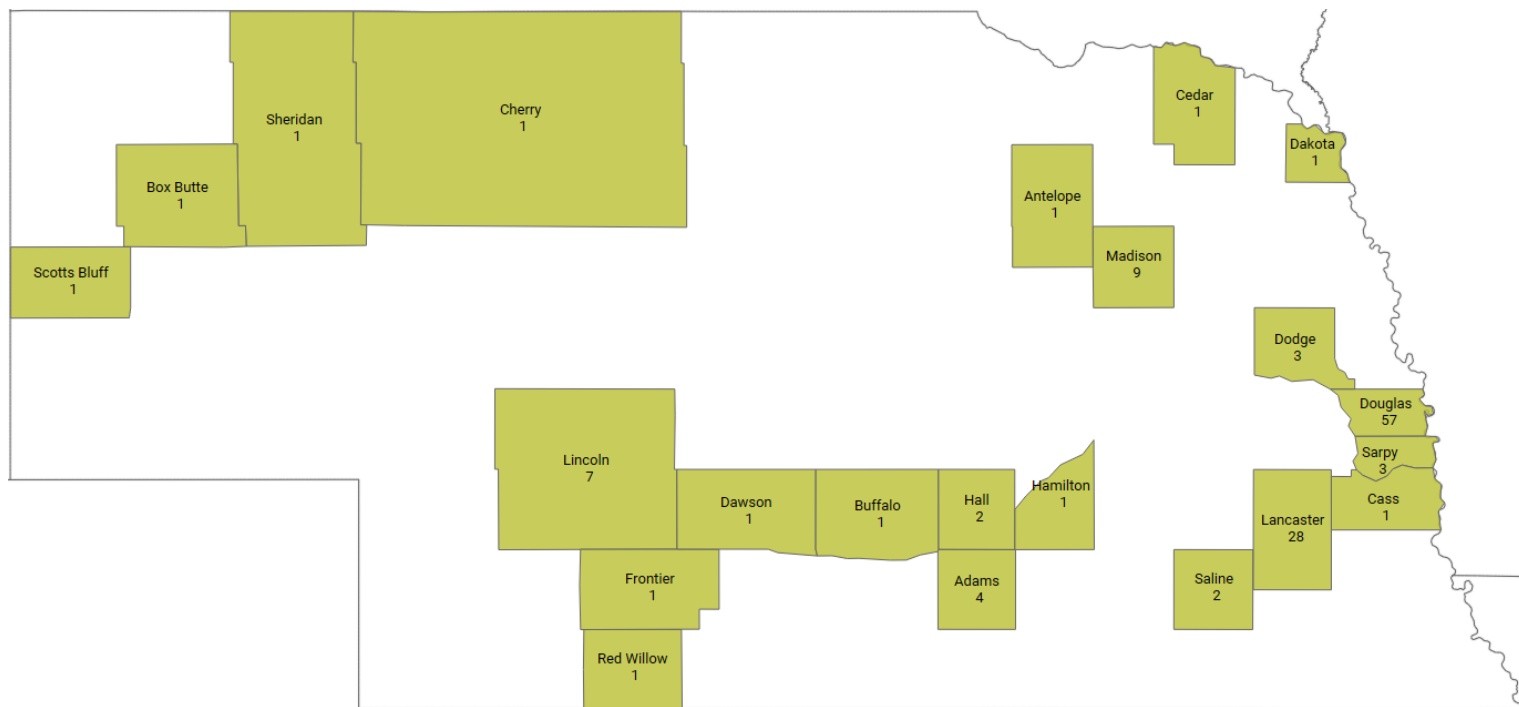
⁶⁷ Underwood, Lee, and Aryssa Washington. 2016. "Mental illness and juvenile offenders." *International Journal of Environmental Research and Public Health* 13 (2): 228. <https://doi.org/10.3390/ijerph13020228>.

⁶⁸ See Appendix B for a glossary of terms and a description of acronyms.

POINT-IN-TIME DEMOGRAPHICS

County. On 6/30/2025, there were 132 youth involved with OJS and Probation; 128 of these youth were placed at a YRTC. Of the four remaining youths not at a YRTC, three were placed at a detention center or juvenile justice facility and one was in a foster family home. Figure 58 illustrates the county of court of each of the 128 youths placed at a YRTC.

Figure 58: Youth Placed by a Juvenile Court at a YRTC on 6/30/2025 by County of Court, n=128



*Counties with no shading had no youth at one of the YRTCs on that date.

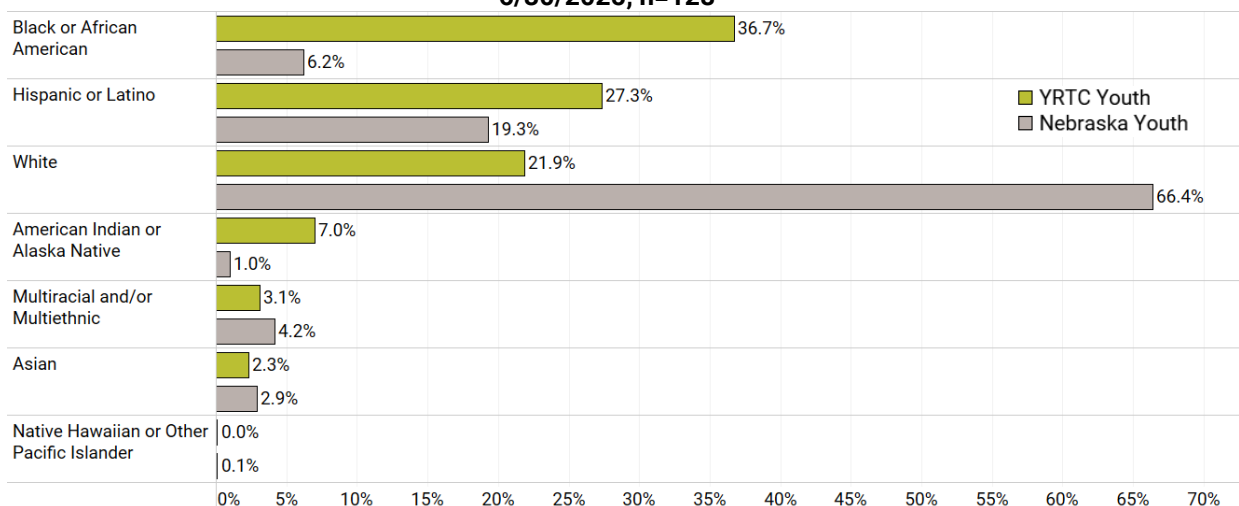
Age. By law, youth placed at a YRTC range in age from 14 to 18. On 6/30/2025, the median age for males was 17 years old and for females it was 16 years old.

Gender. On 6/30/2025, there were 104 males, and 24 females placed at a YRTC.

Race and Ethnicity. Youth of color are disproportionately represented at the YRTCs. In particular:

- Black or African American, American Indian or Alaska Native, and Hispanic or Latino youth were disproportionately represented in the YRTC population on 6/30/2025.
 - Black or African American youth make up 6.2% of Nebraska's youth population but were 36.7% of the YRTC population on 6/30/2025. This is an overrepresentation of nearly six times their census population.
 - American Indian or Alaska Native youth make up only 1.0% of Nebraska's youth population but were 7.0% of the YRTC population on 6/30/2025, meaning they are overrepresented by seven times their census population.

Figure 59: Race and Ethnicity of Youth Placed at a YRTC Compared to Nebraska Youth on 6/30/2025, n=128



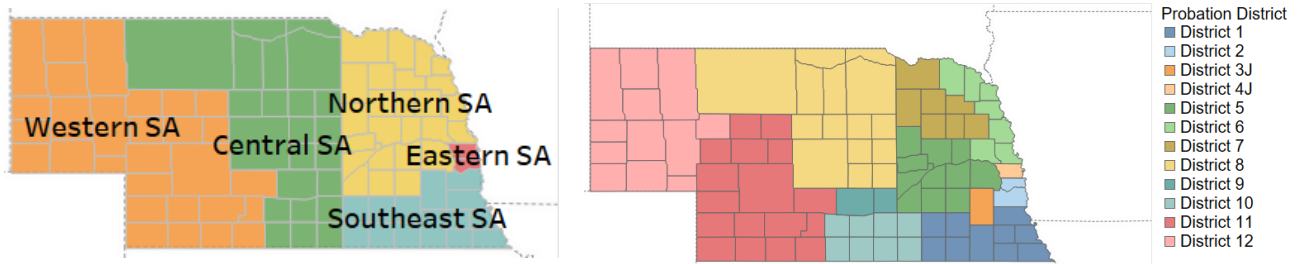
Times in Care Over Lifetime. The average number of times in care over their lifetime for youth at a YRTC on 6/30/2025 was 2.7.

Median Number of Days in Care. For those in care on 6/30/2025, the median number of days in care for youth at a YRTC was 360.5 days.

Number of Placements. The average number of placements over their lifetime for youth at a YRTC on 6/30/2025 was 9.5.

Appendix A

County to DHHS Service Area and Judicial (Probation) District⁶⁹



County	DHHS Service Area	Probation District
Adams	Central SA	District 10
Antelope	Northern SA	District 7
Arthur	Western SA	District 11
Banner	Western SA	District 12
Blaine	Central SA	District 8
Boone	Northern SA	District 5
Box Butte	Western SA	District 12
Boyd	Central SA	District 8
Brown	Central SA	District 8
Buffalo	Central SA	District 9
Burt	Northern SA	District 6
Butler	Northern SA	District 5
Cass	Southeast SA	District 2
Cedar	Northern SA	District 6
Chase	Western SA	District 11
Cherry	Central SA	District 8
Cheyenne	Western SA	District 12
Clay	Central SA	District 10
Colfax	Northern SA	District 5
Cuming	Northern SA	District 7
Custer	Central SA	District 8

County	DHHS Service Area	Probation District
Dakota	Northern SA	District 6
Dawes	Western SA	District 12
Dawson	Western SA	District 11
Deuel	Western SA	District 12
Dixon	Northern SA	District 6
Dodge	Northern SA	District 6
Douglas	Eastern SA	District 4J
Dundy	Western SA	District 11
Fillmore	Southeast SA	District 1
Franklin	Central SA	District 10
Frontier	Western SA	District 11
Furnas	Western SA	District 11
Gage	Southeast SA	District 1
Garden	Western SA	District 12
Garfield	Central SA	District 8
Gosper	Western SA	District 11
Grant	Western SA	District 12
Greeley	Central SA	District 8
Hall	Central SA	District 9
Hamilton	Northern SA	District 5
Harlan	Central SA	District 10

⁶⁹ District boundaries in statute effective July 20, 2018, Neb. Rev. Stat. §24-301.02. DHHS service areas per Neb. Rev. Stat. §81-3116.

County	DHHS Service Area	Probation District
Hayes	Western SA	District 11
Hitchcock	Western SA	District 11
Holt	Central SA	District 8
Hooker	Western SA	District 11
Howard	Central SA	District 8
Jefferson	Southeast SA	District 1
Johnson	Southeast SA	District 1
Kearney	Central SA	District 10
Keith	Western SA	District 11
Keya Paha	Central SA	District 8
Kimball	Western SA	District 12
Knox	Northern SA	District 7
Lancaster	Southeast SA	District 3J
Lincoln	Western SA	District 11
Logan	Western SA	District 11
Loup	Central SA	District 8
Madison	Northern SA	District 7
McPherson	Western SA	District 11
Merrick	Northern SA	District 5
Morrill	Western SA	District 12
Nance	Northern SA	District 5
Nemaha	Southeast SA	District 1
Nuckolls	Central SA	District 10
Otoe	Southeast SA	District 1
Pawnee	Southeast SA	District 1
Perkins	Western SA	District 11
Phelps	Central SA	District 10
Pierce	Northern SA	District 7
Platte	Northern SA	District 5
Polk	Northern SA	District 5
Red Willow	Western SA	District 11
Richardson	Southeast SA	District 1

County	DHHS Service Area	Probation District
Rock	Central SA	District 8
Saline	Southeast SA	District 1
Sarpy	Eastern SA	District 2
Saunders	Northern SA	District 5
Scotts Bluff	Western SA	District 12
Seward	Northern SA	District 5
Sheridan	Western SA	District 12
Sherman	Central SA	District 8
Sioux	Western SA	District 12
Stanton	Northern SA	District 7
Thayer	Southeast SA	District 1
Thomas	Western SA	District 11
Thurston	Northern SA	District 6
Valley	Central SA	District 8
Washington	Northern SA	District 6
Wayne	Northern SA	District 7
Webster	Central SA	District 10
Wheeler	Central SA	District 8
York	Northern SA	District 5

Appendix B

Glossary of Terms and Acronyms

Adjudication is the process whereby a court establishes its jurisdiction for continued intervention in the family's situation. Issues found to be true during the court's adjudication hearing are to subsequently be addressed and form the basis for case planning throughout the remainder of the case. Factors adjudicated by the court also play a role in a termination of parental rights proceeding should that become necessary.

AILA is an Approved Informal Living Arrangement for children who are involved with DHHS/CFS and placed in out-of-home care voluntarily by their parents. AILA cases are not court-involved.

Alternative Response is an approach to working with families to safely care for children in their own homes and communities and it is a different way to respond to allegations of abuse or neglect so children can stay in their homes. It focuses on partnering with families to address safety concerns and build on their strengths, rather than on a traditional, adversarial investigation to prove abuse or neglect. This method is voluntary and often used for lower-risk cases where the primary goal is prevention and family preservation.

Child is defined by statute [Neb. Rev. Stat. §43-245(2)] as being age birth through eighteen; in Nebraska a child becomes a legal adult on their 19th birthday.

Congregate care includes non-treatment group facilities, facilities that specialize in psychiatric, medical, or juvenile justice related issues, and group emergency placements.

Court refers to the Separate Juvenile Court or County Court serving as a Juvenile Court. Those are the courts with jurisdiction for cases involving child abuse, child neglect, and juvenile delinquency.

Delinquency refers to offenses that constitute criminal behavior in adults – misdemeanors, felonies, or violations of a city ordinance.

DHHS/CFS is the Nebraska Department of Health and Human Services Division of Children and Family Services. DHHS/CFS serves children with state involvement due to abuse or neglect (child welfare).

DHHS/OJS is the Department of Health and Human Services (DHHS) Office of Juvenile Services. **OJS** oversees the **YRTCs**, which are the Youth Rehabilitation and Treatment Centers for delinquent youth.

Disproportionality/overrepresentation refers to instances where the rate of what is measured (such as race or gender) in the foster care population significantly differs from the rate in the overall population of Nebraska's children.

Dually involved youth are court-involved youth in care through the child welfare system (DHHS/CFS) simultaneously supervised by the Administrative Office of Courts and Probation - Juvenile Services Division.

Episode refers to the period between removal from the parental home and the end of court action. There may be THV placements during this time.

FCRO is the Foster Care Review Office, the author of this report.

Guardian Ad Litem (GAL) is to "stand in lieu of a parent of a protected juvenile who is the subject of a juvenile court petition..." and "shall make every reasonable effort to become familiar with the needs of the protected juvenile which shall include...consultation with the juvenile." according to Neb. Rev. Stat. §43-272.01.

ICWA refers to the Indian Child Welfare Act.

Kinship home. Per Neb. Rev. Stat. §71-1901(7) "kinship home" means a home where a child or children receive out-of-home care and at least one of the primary caretakers has previously lived with or is a trusted

adult that has a preexisting, significant relationship with the child or children or a sibling of such child or children as described in Neb. Rev. Stat. §43-1311.02(8).

Missing from care includes children and youth whose whereabouts are unknown. Those children are sometimes referred to as runaways and are at a much greater risk for human trafficking.

n refers to the number of individuals represented within the dataset.

Neglect is a broad category of serious parental acts of omission or commission resulting in the failure to provide for a child's basic physical, medical, educational, and/or emotional needs. This could include a failure to provide minimally adequate supervision.

Normalcy includes extracurricular, or other enrichment and fun activities designed to give any child the skills that will be useful as adults, such as strengthening the ability to get along with peers, leadership skills, and skills common for hobbies such as those in 4-H, choir, band, scouts, athletics, etc.

Out-of-home (OOH) care is 24-hour substitute care for children placed away from their parents or guardians and for whom a state agency has placement and care responsibility. This includes, but is not limited to, foster family homes, foster homes of relatives or kin, group homes, emergency shelters, residential treatment facilities, child-care institutions, pre-adoptive homes, detention facilities, youth rehabilitation facilities, and children missing from care. It includes court-ordered placements only unless noted.

The FCRO uses the term "out-of-home care" to avoid confusion because some researchers and groups define "**foster care**" narrowly as only care in foster family homes, while the term "**out-of-home care**" is broader.

Probation is a shortened reference to the Administrative Office of the Courts and Probation – Juvenile Services Division. Geographic areas under Probation are called districts.

Psychotropic medications are drugs prescribed with the primary intent to stabilize or improve mood, behavior, or mental illness. There are several categories of these medications, including antipsychotics, antidepressants, anti-anxiety, mood stabilizers, and cerebral/psychomotor stimulants.^{70,71}

Relative placement. Neb. Rev. Stat. §71-1901(9) defines "relative placement" as one in which the foster caregiver has a blood, marriage, or adoption relationship to the child or a sibling of the child; and for American Indian children they may also be an extended family member per the child's Tribe's definition of extended family.

Structured Decision Making (SDM) is a proprietary set of evidence-based assessments that DHHS/CFS used to guide decision-making. Per the CFS Field Guidance on Assessments of Family, made effective December 1, 2023; previously used SDM assessments are no longer required.

Service Area (SA) is the geographic region within the state of Nebraska responsible for DHHS wards. The service areas are broken out as Central, Eastern, Northern, Southeast, and Western. Counties in each are listed in Appendix A.

SFA is the federal Strengthening Families Act. Among other requirements for the child welfare system, the Act requires courts to make certain findings during court reviews.

Siblings are children's brothers and sisters, whether full, half, or legal.

⁷⁰ American Academy of Child and Adolescent Psychiatry. February 2012. "A Guide for Community Child Serving Agencies on Psychotropic Medications for Children and Adolescents. Available at: https://www.aacap.org/App_Themes/AACAP/docs/press/guide_for_community_child_serving_agencies_on_psychotropic_medications_for_children_and_adolescents_2012.pdf

⁷¹ State of Florida Department of Children and Families Operating Procedure. October 2018. "Guidelines for the Use of Psychotherapeutic Medications in State Mental Health Treatment Facilities." Available at: https://www.myflfamilies.com/sites/default/files/2022-12/cfop_155-01_guidelines_for_the_use_of_psychotherapeutic_medications_in_state_mental_health_treatment_facilities.pdf

System Oversight Specialists (SOS) are FCRO staff members that perform reviews, facilitate board meetings, and work directly with volunteers who provide recommendations to the court for each individual child reviewed in out-of-home care.

Status offense is a term that applies to conduct that would not be considered criminal if committed by an adult, such as truancy or leaving home without permission.

Termination of Parental Rights (TPR) is the most extreme remedy for parental deficiencies. With a TPR, parents lose all rights, privileges, and duties regarding their children and children's legal ties to the parent are permanently severed. Severing parental ties can be extremely hard on children, who in effect become legal orphans; therefore, in addition to proving one or more of the grounds enumerated in Neb. Rev. Stat. §43-292, it requires proof that the action is in the children's best interests.

Trial home visits (THV) by statute are temporary placements with the parent(s) from which the child was removed and during which the Court and DHHS/CFS remain involved. This applies only to DHHS wards, not to youth who are only under Probation supervision.

Youth is a term used by the FCRO in deference to the developmental stage of children involved with the juvenile justice system and older children involved in the child welfare system.

Appendix C

The Foster Care Review Office

The Foster Care Review Office (FCRO) celebrated 43 years of service on July 1, 2025. The FCRO is the independent state agency responsible for overseeing the safety, permanency, and well-being of children in out-of-home care in Nebraska. Through a process that includes case reviews, data collection and analysis, and accountability, we are the authoritative voice for all children and youth in out-of-home care.

Mission. Ultimately, our mission is for the recommendations we make to result in meaningful change, great outcomes, and hopeful futures for children and families.

Data. Tracking is facilitated by the FCRO's independent data system, through collaboration with our partners at DHHS and the Administrative Office of the Courts and Probation. Every episode in care, placement change, and caseworker/probation officer change is tracked; relevant court information for each child is gathered and monitored; and data relevant to the children reviewed is gathered, verified, and entered into the data system by FCRO staff. This allows us to analyze large scale system changes and select children for citizen review based on the child's time in care and certain upcoming court hearings.⁷²

Once a child is selected for review, FCRO System Oversight Specialists track children's outcomes and facilitate citizen reviews. Local board members, who are community volunteers who have successfully completed required initial and ongoing instruction, conduct case file reviews, and make required findings.⁷³

Oversight. The oversight role of the FCRO is two-fold. During each case file review, the needs of each specific child are reviewed, the results of those reviews are shared with the legal parties on the case, and if the system is not meeting those needs, the FCRO will advocate for the best interest of the individual child. Simultaneously, the data collected from every case file review is used to provide a system-wide view of changes, successes, and challenges of the complicated worlds of child welfare and juvenile justice.

Looking forward. The recommendations in this report are based on the careful analysis of the FCRO data. The FCRO will continue to tenaciously make recommendations and to repeat unaddressed recommendations as applicable, until Nebraska's child welfare and juvenile justice systems have a stable, well-supported workforce that utilizes best practices and a continuum of evidence-based services accessible across the state, regardless of geography.

⁷² Data quoted in this report are from the FCRO's independent data tracking system and FCRO completed case file reviews unless otherwise noted.

⁷³ Children and youth are typically reviewed at least once every six months for as long as they remain in care.

Appendix D

Understanding and Interpreting the Data

As previously mentioned, the FCRO collects, analyzes, and interprets a substantial amount of data on children in out-of-home care or a trial home visit from multiple sources over time. The following information is important to understand how and why data is presented in different formats and covers different populations throughout this report.

Tracking Data. Tracking data from the FCRO includes which state agencies (DHHS/CFS, Probation, DHHS/OJS, or any combination thereof) are involved in a child's case, their case managers and/or probation officers, their placements, their total time in out-of-home care, when they leave care, and the reason why.

This data may be presented as an aggregate for the fiscal year or snapshot data on the last day of the fiscal year (6/30/2025) as appropriate. Annual aggregated data (such as average daily population) will contain duplicated children across agencies if a child is involved with DHHS/CFS, Probation, or DHHS/OJS simultaneously. Snapshot data (or point-in-time) counts each child only one time, regardless of their agency involvement.

Review Data. Review data from the FCRO includes information on the status of the case and the child's overall well-being at the point of case review. The data collected for reviews is different for children who are involved with DHHS/CFS (child welfare system) than for youth who are involved with Probation and/or DHHS/OJS (juvenile justice).

Child welfare reviews focus on the safety of the child, progress towards permanency for the child, rehabilitation of the family (if applicable), and overall child well-being. Juvenile justice reviews focus on the safety of the youth and community, rehabilitation of the youth, and overall youth well-being. Youth who are involved in both the child welfare and juvenile justice systems at the time of their review receive a child welfare review. Some, but not all, data points are present in both review types.

Review data is extensive, and not all questions are applicable to all children. For example, questions about educational status are asked only for children enrolled in school. Questions about independent living are only asked of youth 14-18 years old, and questions about Early Development Network (EDN) are only asked for children 3 and under. The report describes the pertinent population for each data point as clearly as possible.

ADDITIONAL INFORMATION IS AVAILABLE

The Foster Care Review Office can provide additional information on many of the topics in this Report. For example, much of the data previously presented can be further divided by judicial district, DHHS/CFS service area, county of court involved in the case, and various demographic measures.

Some of the most requested data is publicly accessible with easy-to-use sort and limitation features at the FCRO's data dashboard:

https://fcro.nebraska.gov/data_dashboards.html

If you are interested in more data on a particular topic, or would like a speaker to present on the data, please contact us with the specifics of your request at:

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