

EMW-2016-CA-APP-00291

Application Information

Application Number: EMW-2016-CA-APP-00291

Funding Opportunity Name: FY 2016 Countering Violent Extremism Grants

Funding Opportunity Number: DHS-16-OCP-132-00-01

Application Status: Pending Review

Applicant Information

Legal Name: Nebraska Emergency Management Agency

Organization ID: 478

Type: State governments

Division:

Department:

EIN: (b) (6)

EIN Shared With Organizations: Nebraska Military Department

DUNS: 089677905

DUNS 4: 0000

Congressional District: Congressional District 02, NE

Physical Address

Address Line 1: 1300 Military Road

Address Line 2: [Grantee Organization > Physical Address > Address 2]

City: Lincoln

State: Nebraska

Province:

Zip: 68508-1090

Country: UNITED STATES

Mailing Address

Address Line 1: 1300 Military Road

Address Line 2: [Grantee Organization > Mailing Address > Address 2]

City: Lincoln

State: Nebraska

Province:

Zip: 68508-1090

Country: UNITED STATES

SF-424 Information

Project Information

Project Title: Addressing barriers to reporting signs of radicalization using a public health approach. Focus Area 2: Training and Engagement with Community Members

Program/Project Congressional Districts: Congressional District 01, NE

Congressional District 02, NE

Congressional District 03, NE

Proposed Start Date: Thu Dec 01 00:00:00 EST 2016

Proposed End Date: Fri Nov 30 00:00:00 EST 2018

Areas Affected by Project (Cities, Counties, States, etc.): The state of Nebraska

Estimated Funding

Funding Source	Estimated Funding (\$)
Federal Funding	\$300000
Applicant Funding	\$0
State Funding	\$0
Local Funding	\$0
Other Funding	\$0
Program Income Funding	\$0
Total Funding	\$300000

Is application subject to review by state under the Executive Order 12373 process? Program is not covered by E.O. 12372.

Is applicant delinquent on any federal debt? false

Contacts

Contact Name	Email	Primary Phone Number	Contact Types
Bryan Tuma	(b) (6)	(b) (6)	Signatory Authority Secondary Contact
Nicole Weber	(b) (6)	(b) (6)	Authorized Official Primary Contact

SF-424A

Budget Information for Non-Construction Programs

Grant Program: Countering Violent Extremism Grant Program

CFDA Number: 97.132

Budget Object Class	Amount
Personnel	\$0
Fringe Benefits	\$0
Travel	\$0
Equipment	\$0
Supplies	\$0
Contractual	\$300000
Construction	\$0
Other	\$0
Indirect Charges	\$0
Non-Federal Resources	Amount
Applicant	\$0
State	\$0
Other	\$0
Income	Amount
Program Income	\$0

How are you requesting to use this Program Income? [\$budget.programIncomeType]

Direct Charges Explanation:

Indirect Charges explanation:

Forecasted Cash Needs (Optional)

	First Quarter	Second Quarter	Third Quarter	Fourth Quarter
Federal	\$	\$	\$	\$
Non-Federal	\$	\$	\$	\$

Future Funding Periods (Years) (Optional)

First	Second	Third	Fourth
\$	\$	\$	\$

Remarks:

SF-424C

Budget Information for Construction Programs

Assurances for Non-Construction Programs

Form not applicable? false

Signatory Authority Name: Nicole Weber

Signed Date: Tue Sep 06 00:00:00 EDT 2016

Signatory Authority Title: Mrs. Nicole Weber

Certification Regarding Lobbying

Form not applicable? false

Signatory Authority Name: Nicole Weber

Signed Date: Tue Sep 06 00:00:00 EDT 2016

Signatory Authority Title: Mrs. Nicole Weber

Disclosure of Lobbying Activities

Form not applicable? false

Signatory Authority Name: Nicole Weber

Signed Date: Tue Sep 06 00:00:00 EDT 2016

Signatory Authority Title: Nicole Weber

ATTACHMENTS FORM

Instructions: On this form, you will attach the various files that make up your grant application. Please consult with the appropriate Agency Guidelines for more information about each needed file. Please remember that any files you attach must be in the document format and named as specified in the Guidelines.

Important: Please attach your files in the proper sequence. See the appropriate Agency Guidelines for details.

1) Please attach Attachment 1	<input type="text" value="Proposal.pdf"/>	Add Attachment	Delete Attachment	View Attachment
2) Please attach Attachment 2	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
3) Please attach Attachment 3	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
4) Please attach Attachment 4	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
5) Please attach Attachment 5	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
6) Please attach Attachment 6	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
7) Please attach Attachment 7	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
8) Please attach Attachment 8	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
9) Please attach Attachment 9	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
10) Please attach Attachment 10	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
11) Please attach Attachment 11	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
12) Please attach Attachment 12	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
13) Please attach Attachment 13	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
14) Please attach Attachment 14	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment
15) Please attach Attachment 15	<input type="text"/>	Add Attachment	Delete Attachment	View Attachment

CERTIFICATION REGARDING LOBBYING

Certification for Contracts, Grants, Loans, and Cooperative Agreements

The undersigned certifies, to the best of his or her knowledge and belief, that:

(1) No Federal appropriated funds have been paid or will be paid, by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of an agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.

(2) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form-LLL, "Disclosure of Lobbying Activities," in accordance with its instructions.

(3) The undersigned shall require that the language of this certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly. This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

Statement for Loan Guarantees and Loan Insurance

The undersigned states, to the best of his or her knowledge and belief, that:

If any funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this commitment providing for the United States to insure or guarantee a loan, the undersigned shall complete and submit Standard Form-LLL, "Disclosure of Lobbying Activities," in accordance with its instructions. Submission of this statement is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required statement shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

* APPLICANT'S ORGANIZATION

Nebraska Emergency Management Agency

* PRINTED NAME AND TITLE OF AUTHORIZED REPRESENTATIVE

Prefix: Mr. * First Name: Bryan Middle Name:
* Last Name: Tuma Suffix:
* Title: Assistant Director

* SIGNATURE: Nicole Weber

* DATE: 09/02/2016

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

09/02/2016

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name:

Nebraska Emergency Management Agency

* b. Employer/Taxpayer Identification Number (EIN/TIN):

(b) (6)

* c. Organizational DUNS:

0896779050000

d. Address:

* Street1:

2433 NW 24th Street

Street2:

* City:

Lincoln

County/Parish:

* State:

NE: Nebraska

Province:

* Country:

USA: UNITED STATES

* Zip / Postal Code:

68524-1801

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Ms.

* First Name:

Nikki

Middle Name:

* Last Name:

Weber

Suffix:

Title:

Preparedness Section Manager

Organizational Affiliation:

Nebraska Emergency Management Agency

* Telephone Number:

(b) (6)

Fax Number:

(b) (6)

* Email:

(b) (6)

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

A: State Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Department of Homeland Security - FEMA

11. Catalog of Federal Domestic Assistance Number:

97.132

CFDA Title:

Financial Assistance for Countering Violent Extremism

* 12. Funding Opportunity Number:

DHS-16-OCP-132-00-01

* Title:

FY 2016 Countering Violent Extremism Grants

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

Addressing barriers to reporting signs of radicalization using a public health approach.
Focus Area 2: Training and Engagement with Community Members

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:**

* a. Applicant

001

* b. Program/Project

All

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

17. Proposed Project:

* a. Start Date:

12/01/2016

* b. End Date:

11/30/2018

18. Estimated Funding (\$):

* a. Federal	300,000.00
* b. Applicant	0.00
* c. State	0.00
* d. Local	0.00
* e. Other	0.00
* f. Program Income	0.00
* g. TOTAL	300,000.00

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**☐ a. This application was made available to the State under the Executive Order 12372 Process for review on ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.☒ c. Program is not covered by E.O. 12372.*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix:

Mr.

* First Name:

Bryan

Middle Name:

* Last Name:

Tuma

Suffix:

* Title:

Assistant Director

* Telephone Number:

(b) (6)

Fax Number:

* Email:

(b) (6)

* Signature of Authorized Representative:

Nicole Weber

* Date Signed:

09/02/2016

**Addressing barriers to reporting signs of radicalization
using a public health approach**

Focus Area 2: Training and Engagement with Community Members

Submitted by: **Nebraska Emergency Management Agency**

Date: *September 2, 2016*

Executive Summary

Nebraska's proposal focuses on testing public health led community engagement models appropriate for rural or small to mid-sized cities. Engagement centers on identifying barriers to reporting potential signs of radicalization and preferred community strategies for addressing these barriers. Of particular interest are barriers that keep peers or family members who receive an initial report, from passing that report on to a helping professional. One site will infuse dissemination of existing training materials on countering violent extremism within a chronic disease prevention program that uses community health workers to engage with rural community members. Another site will disseminate information and engage families and youth within a public health – school partnership prevention model. Both sites focus the engagement on the topic of barriers to reporting and preferred strategies to address these barriers.

Simultaneously state level agencies will be enhancing their ability to provide technical assistance in the area of threat assessment by connecting multi-disciplinary threat assessment expertise with the test communities and ensuring that CVE warning indicators are considered.

Nebraska Emergency Management Agency and University of Nebraska Public Policy Center will lead and manage the project. State participants include Nebraska State Patrol's Fusion Center, Nebraska Department of Health and Human Services, and Nebraska Department of Education. Local public health efforts are led by Two Rivers Public Health Department which serves seven counties in rural Nebraska. The focus of our project is rural so the number of people impacted directly will be relatively small (est. 50,000-75,000) but the number of people indirectly impacted will include all of Nebraska (1.8 million) and potentially other rural areas in the United States.

Our total proposed cost is \$300,000 for two years. Deliverables include: a "toolkit" for integrating CVE within rural or small/mid-sized city public health infrastructure; identification of barriers to reporting and strategies to address them; increased awareness of observable behaviors associated with the process of radicalization; and enhanced connection between state level threat assessment resources and local trusted resources receiving reports. Funding over the two year period is distributed to public health department(s) to carry out engagement activities (\$150,000) and the University of Nebraska Public Policy Center to support state level work, provide technical assistance, and manage and evaluate the project (\$150,000).

Technical Merit

The phrase “radicalization into violent extremism” refers to the process of adopting radical beliefs leading to violent extremism.¹ No single theory captures the context that may influence an individual as they progress from thinking to action. Violence may occur in the absence of extreme ideology, and radicalization may not always result in violence.² A number of models for viewing the process of radicalization have been proposed.^{3,4,5} There is no “profile” of someone who is likely to be a violent extremist, but research is beginning to point to observable behaviors that seem to be associated with the process of radicalization. These behaviors or observable signs are the basis for recent attempts to create checklists or structured professional judgement tools to aid in screening individuals who may be vulnerable to radicalization.^{6,7,8} These tools are relatively new so little empirical data is available to support their use. However, they are grounded in research and provide a way to organize behaviors and process elements associated with radicalization. Recently the FBI completed a review of observable behaviors associated with violent extremism and noted there are nuances in the behaviors that distinguish them from other types of violence. For example, violent extremists preparing to martyr themselves are careful to pay off debts prior to attack rather than racking up debt (a warning sign for other forms of intended violence). UC Shawn VanSlyke of the FBI’s Behavioral Analysis Unit (BAU1) notes in 84% of the violent extremist cases they recently

¹ Borum, R. (2011b). Radicalization into violent extremism I : A review of social science theories. *Journal of Strategic Security*, 4, 7-36.

² Borum, R. (2004)., *Psychology of Terrorism*. Tampa, FL: University of South Florida.

³ Cragin, R. K. (2014). Resisting violent extremism: A conceptual model for non-radicalization. *Terrorism and Political Violence*, 26(2), 337-353.

⁴ Moghaddam, F. M. (2005). The staircase to terrorism: A psychological exploration. *American Psychologist*, 60(2), 161-169.

⁵ McCauley, C. & Moskalenko, S. (2008). Mechanisms of political radicalization: Pathways toward terrorism, *Terrorism and Political Violence* 20(3), 416.

⁶ Egan, V., Cole, J., Cole, B., Alison, L., Alison, E., Waring, S., & Elntib, S. (2016). Can you identify violent extremists using a screening checklist and open-source intelligence alone? *Journal of Threat Assessment and Management*, 3(1), 21-36. DOI:10.1037/tam0000058

⁷ Meloy, J. R. G., P. (2016). The lone-actor terrorist and the TRAP-18. *Journal of Threat Assessment*, 3(1), 37-52.

⁸ Pressman, D. E. (2009). *Risk assessment decisions for violent political extremism* Retrieved from <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/2009-02-rdv/2009-02-rdv-eng.pdf>

reviewed, at least one bystander had information about the planned violence but less than 50% notified anyone.⁹ About 42% of the bystanders with information were peers and family members – both with high resistance to reporting. Only about 11% of the bystanders were authority figures (teachers, imams, supervisors, etc.) and 5% were strangers (e.g., gun store clerk). The extremist figures who carried out an attack were often seen as having external stability and attainment in life (well educated, married, sociable, etc.) which made their warning behaviors less concerning to those around them and thus the bystanders were less likely to intervene or report the behavior.

Overall engagement models will be successful at reducing radicalization only if warning signs or behaviors are reported to someone who can intervene successfully. **Our proposal addresses focus area 2 – training and engagement with community members – centering engagement on identifying/addressing barriers to reporting in rural and small/mid-sized communities.** We will use a **public health approach to engagement** and **disseminate existing training materials** available through the START center and FBI (e.g., FBI training for presenters). This engagement will facilitate reporting of concerns, enhance resilience of local communities in areas of priority to them, and document process elements for ease of replication in other locales. **Our work will support CVE Grant Program goal 1: Build and foster community resilience to violent extremist recruitment and radicalization.**

Simultaneously we will **build state level expertise in threat assessment** to enhance provision of technical assistance to local areas when needed to assess reports of potential signs of violence extremism or radicalization. It is not reasonable to expect all trusted entities in all locales to distinguish among the overlapping signs of suicide, potential violence toward others and behaviors associated with radicalization. It is however, reasonable to build networks linking threat assessment professionals with community groups to ensure expertise is available when needed. In essence, we will connect community leaders with professionals who can help think through reports as they receive and react to them. This will be accomplished by linking the Nebraska Fusion Center with other state assets via threat assessment workshops.

We will test two ways to drive or lead engagement using a public health approach. A community in rural Nebraska will test a public health department led model which relies upon

⁹ VanSlyke, S. (2016, August). BAU-1's role in prevention and countering of violent extremism. Presented at the Threat Management Conference, Association of Threat Assessment Professionals, Anaheim, CA.

engagement through community health workers and integration with chronic disease prevention efforts. A mid-sized community in Nebraska will test a public health department – school partnership aimed at engaging youth and families. **Each of the models will be centered on obtaining information about the barriers to reporting signs of violence as well as suggested strategies to address these barriers by that community.** We are particularly interested in documenting how communities address the gap between a bystander (peer or family member) receiving an informal report of potential signs of radicalization from someone close to them, and reporting it to a helping professional.

The Nebraska Emergency Management Agency (NEMA – state lead for homeland security issues) will oversee contracts for the project. Nebraska’s State Homeland Security Director (Lt. Governor), Nebraska Fusion Center, Emergency Management Agency, Department of Education and Department of Health and Human Services will work with the University of Nebraska Public Policy Center (UNPPC) to enhance availability of state level CVE threat assessment technical assistance for the test communities. We will incorporate lessons learned from this project into reporting structures in community level all-hazards plans within the test communities which will serve as a template for other communities of like size. The University of Nebraska Public Policy Center will document the processes of engagement implemented in this project, prepare materials to assist communities as they assess barriers to reporting (ensuring collection methods comply with human subjects research standards), provide technical assistance in areas of bystander reporting and threat assessment and prepare a “toolkit” for rural and small to mid-sized communities for integration of CVE engagement and planning with public health initiatives. The UNPPC will also facilitate the state level working group and ensure evaluation measures are incorporated in the project design. The UNPPC is uniquely qualified to participate in this project because of the previous work its personnel has done in the area of bystander reporting¹⁰, threat assessment¹¹ and cross discipline planning.¹² A detailed project management plan will be constructed within two weeks of award based on the timeline presented in Table 1.

¹⁰ Scalora, M., Bulling, D., DeKraai, M., Hoffman, S. & Avila A. (2014). Barriers to reporting threatening behaviors in a military context, University of Nebraska Public Policy Center, Lincoln, NE.

¹¹ Hollister, B., & Scalora, M. (2015). Broadening campus threat assessment beyond mass shootings, *Aggression and Violent Behavior*, 25(A), 43-53.

¹² Nieuwsma, J.A., Jackson, G.L., DeKraai, M.B., Bulling, D.J., Cantrell, W.C., Rhodes, J.E., Bates, M.J., Ethridge, K., Lane, M.E., Tenhula, W.N., Batten, S.J., & Meador, K.G. (2014). Collaborating across the

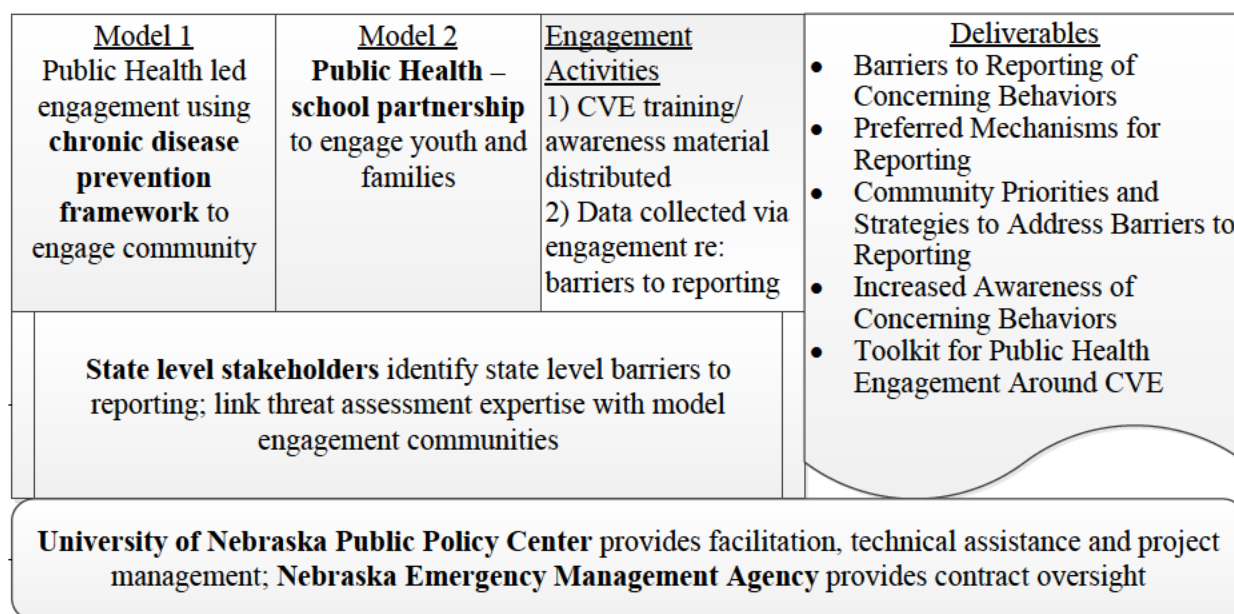
Table 1. Preliminary Project Management Timeline

Activity	Responsible Party	Timeline
NEMA contracts with University of Nebraska Public Policy Center, and two local health departments serving rural/small to mid-sized communities	NEMA	Month 1
Convene public health partners and key state stakeholders <ul style="list-style-type: none"> • Deliverables include: Detailed project management plan; identification of most relevant materials for dissemination related to detectable signs of radicalization; technical assistance plan; and evaluation plan • Provide briefing on bystander issues & reporting 	UNPPC	Month 1
Convene state stakeholders <ul style="list-style-type: none"> • Deliverables include: process for linking threat assessment professionals with local reporting structures; identification of state barriers to reporting 	UNPPC	Months 2-12
Public Health Departments carry out local engagement around identification of barriers to reporting (including dissemination of awareness materials)	Public Health Departments	Months 2-12
Provide technical assistance related to engagement <ul style="list-style-type: none"> • Document Public Health activities to form basis of toolkit • Collect data from model communities on barriers to reporting using actual and hypothetical scenarios 	UNPPC & State Agencies	Months 2-22
Convene public health partners and key state stakeholders to review engagement progress, emerging barriers to reporting and process to date	UNPPC	Months 12-13
Public health departments continue engagement around barriers to reporting and prioritization of implementation strategies for addressing barriers	Public Health Departments	Months 13-22
Aggregate data and prepare final report <ul style="list-style-type: none"> • Convene public health departments and key stakeholders to interpret results and review toolkit contents • Prepare follow up articles for publication in peer reviewed journals and presentations at professional conferences 	UNPPC	Months 22-24

Departments of Veterans Affairs and Defense to integrate mental health and chaplaincy services. *Journal of General Internal Medicine*, 29, S885-S894.

Figure 1 illustrates the engagement models we plan to test around identification of local and state barriers to reporting and subsequent strategies for addressing them by community members.

Figure 1. Nebraska Engagement Model



The Nebraska engagement project builds on the successful WORDE model piloted in Montgomery County by following the basic four part model of “engage, educate, connect and intervene.”¹³ We adapt this model for smaller rural environments with fewer resources by infusing engagement, education and connection efforts with public health led efforts already underway in communities. Documenting the processes and lessons learned through engagement around the critical issue of reporting will provide other rural locales with tools they can adapt for their culture. Lessons learned from the focus on barriers to reporting will be incorporated in the tool kit and can be built upon by others. Rural areas are not likely to receive a lot of money to combat radicalization so engagement around this issue must be cost effective and fit into existing prevention infrastructure for it to be sustainable. This project tests two such models that fit those requirements.

¹³ <http://www.worde.org/programs/the-montgomery-county-model/>

Needs analysis

Figure 2 (located at the end of this section) includes a logic model for the Nebraska project. Three needs are highlighted: 1) Public health departments in Nebraska don't include CVE in prevention activities or plans, 2) There are barriers to reporting warning signs of radicalization, and 3) Even if reports are made, expertise to assess threats is not widely available in rural areas. Our proposal focuses on these needs from a local and national perspective.

Good relationships are built over time after trust is established through transparency and good communication. This was confirmed in a recent article calling for movement away from policing strategies and toward a public health prevention framework to prevent radicalization.¹⁴ This allows for identification of priority needs by community members followed by community led interventions. High civic engagement leads to ownership of solutions and strategies for improving life for community members, which enhances community resilience in a sustainable manner. The Centers for Disease Control and Prevention advocates use of a social-ecological model when conceptualizing prevention.¹⁵ In this model, prevention activities may be focused on decreasing risk or increasing protective factors at different levels. This approach assumes that risk and protective factors can be viewed from and are influenced by interactions at the individual, relationship, community, and societal levels. Activities designed to increase factors that protect or decrease risk can be implemented at each of these levels. Public health prevention strategies are implemented simultaneously at multiple levels as part of a comprehensive prevention plan. To be successful, comprehensive prevention plans should be relevant to the population and address areas of highest priority to them, not to the planners. In rural and small to mid-sized cities there are often multiple ongoing prevention programs, community coalitions and community planning initiatives. **Nebraska's public health departments do not currently address violent extremism or radicalization in any of their prevention plans.** Introducing a separate program addressing violent extremism and radicalization apart from ongoing prevention efforts would stretch the time and ability of community members to meaningfully participate,

¹⁴ Weine, S., Eisenman, D. P., Kinsler, J., Glik, D. C., & Polutnik, C. (2016). Addressing violent extremism as public health policy and practice. *Behavioral Sciences of Terrorism and Political Aggression*, DOI: 10.1080/19434472.2016.1198413

¹⁵ <http://www.cdc.gov/violenceprevention/overview/social-ecologicalmodel.html>

especially in rural areas. **It is more likely that engagement around this issue would take hold if it were attached to existing prevention efforts already underway in a community.**

The US approach to countering radicalization locally is built around the experience of metro areas (Los Angeles, Minneapolis/St. Paul, Boston and Washington DC) and that of other large communities (e.g., Dearborn MI). The approach centers on having informal systems of service provider networks and key stakeholders with trusted relationships in potentially at-risk groups. A recent study discovered that despite these efforts, individuals in at-risk groups often went first to friends and family rather than to the trusted, more formal gatekeepers.¹⁶ Despite strong partnerships and trust building with at-risk groups in these cities, many were still reluctant to report their concerns to any of the service providers or their partners, predominately due to fear (e.g., embarrassment, looked down upon). **This study suggests that barriers to reporting are both systemic and locally driven, influenced by culture.** Williams et.al., (2016) note that one possible solution for this problem is to grant community members more control over the means of communicating concerns using familiar avenues ensuring confidentiality (e.g., help-lines, texting services, etc.). This solution alone does not address the gap between a peer/family member receiving an informal report from someone close to them and reporting it to a helping professional. **Engagement of community members around the topic of local barriers to reporting creates a non-threatening way to begin addressing this gap.**

We have learned from studies of domestic violence that cultural issues color how and when violence or signs of potential violence are reported outside the home, with few opting to report to any law enforcement entity or formal organization that is not deemed as safe.¹⁷ We know from research in other fields that help-seeking behavior is complicated by the degree of closeness between the person in need of help and the bystander noticing the problem or receiving

¹⁶ Williams, M. J., Horgan, J. G., & Evans, W. P. (2016). The critical role of friends in networks for countering violent extremism: toward a theory of vicarious help-seeking. *Behavioral Sciences of Terrorism and Political Aggression*, 8(1), 45-65.

¹⁷ Andersson, N., Cockcroft, A., Ansari, U., Omer, K., Ansari, N. M., Khan, A., & Chaudhry, U. U. (2010). Barriers to disclosing and reporting violence among women in pakistan: Findings from a national household survey and focus group discussions. *Journal of Interpersonal Violence*, 25(11), 1965-1985.

the initial report.^{18,19,20} We also know that despite the importance of warning signs in violence prevention efforts, rates of reporting these behaviors remain low.^{21,22,23}

Nebraska's communities have undergone significant changes over the last ten years resulting in a shift in local and state culture. Rural areas have seen a large increase in diversity that has been met with varying degrees of acceptance by existing residents. In 1990, immigrants made up 1.8 percent of the state's population; by 2010, it was 6 percent; between 2010 and 2014, the immigrant population grew at a 10 percent rate, far greater than the 2.3 percent native-born growth rate.²⁴ Today, one in nine Nebraskans are Latino or Asian.²⁵ Although the absolute numbers are low, the black homicide rate has the state ranked fourth (in 2013) only behind Indiana, Missouri and Michigan.²⁶ The risk of extremism in Nebraska is linked to hate groups like Neo-Nazis, white militia and similar groups active in the state.²⁷ **The culture of a community or group influences reporting of signs of violence.** Rural and Midwestern areas are characterized by a culture that strongly values independence and limited government, which acts to dampen reporting to formal sources like law enforcement or government social services. **This, compounded with family, ethnic or religious cultural elements, makes reporting potential signs of violence or radicalization unlikely in many areas of Nebraska and similar rural areas across the**

¹⁸ Brank, E. M., Woolard, J. L., Brown, V. E., Fondacaro, M., Luescher, J. L., Chinn, R. G., & Miller, S. A. (2007). Will they tell? Weapons reporting by middle-school youth. *Youth Violence and Juvenile Justice*, 5(2), 125–146.

¹⁹ Pershing, J. L. (2003). To snitch or not to snitch? Applying the concept of neutralization techniques to the enforcement of occupational misconduct. *Sociological Perspectives*, 46(2), 149–178.

²⁰ Tarling, R., & Morris, K. (2010). Reporting crime to the police. *British Journal of Criminology*, 50, 474–490.

²¹ Hollister, B., Scalora, M. J., Hoff, S., & Marquez, A. (2014). Exposure to preincident behavior and reporting in college students. *Journal of Threat Assessment and Management*, 1, 129–143.

²² Rand, M. R., & Robinson, J. E. (2011). *Criminal victimization in the United States, 2008 (NCJ Publication No. 231173)*. Washington, DC: Bureau of Justice Statistics. Retrieved from <http://www.bjs.gov/index.cfm?ty=pbdetail&iid=2218>.

²³ Sulkowski, M. L. (2011). An investigation of students' willingness to report threats of violence in campus communities. *Psychology of Violence*, 1(1), 53–65.

²⁴ http://journalstar.com/news/state-and-regional/federal-politics/immigrant-role-in-nebraska-growing/article_cb7bbdfa-4253-5ac6-91b8-5951d3875279.html

²⁵ <http://www.immigrationpolicy.org/just-facts/new-americans-nebraska>

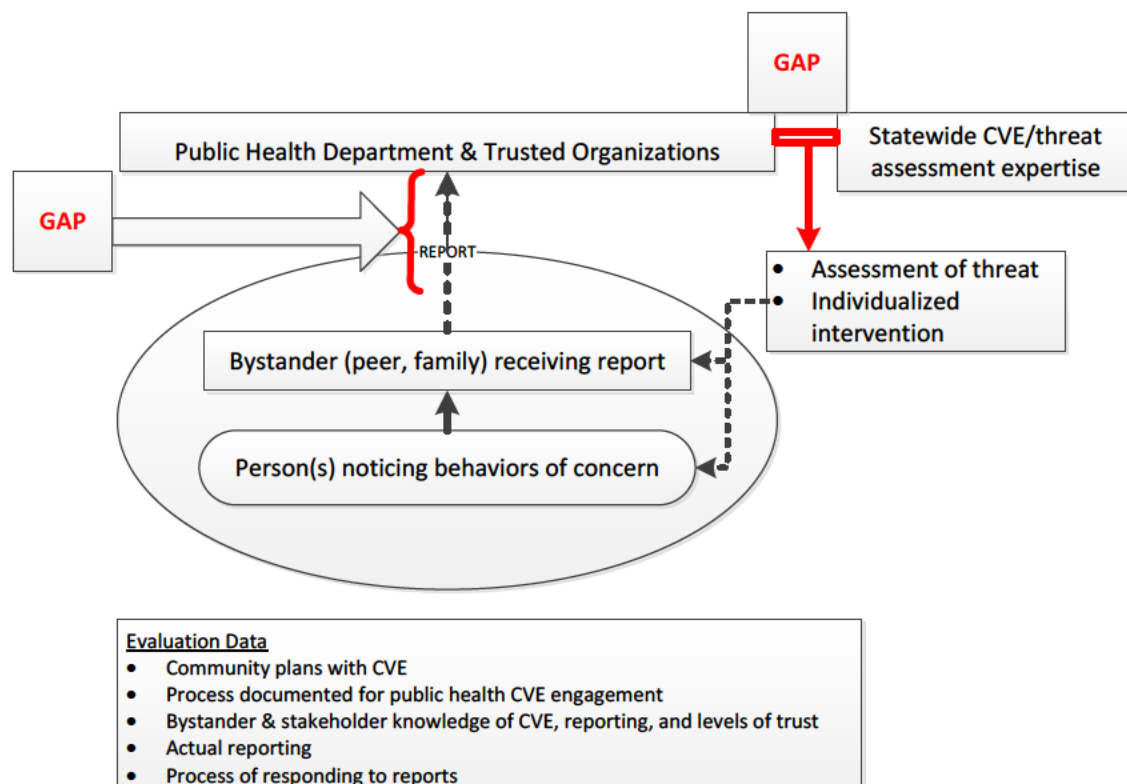
²⁶ <http://www.vpc.org/studies/blackhomicide16.pdf>

²⁷ <https://www.splcenter.org/hate-map>

United States. Reporting mechanisms for signs of potential radicalization, suicide, or violence are decentralized and in many cases localized in rural areas with few resources able to respond adequately even if a report is received. For example, all but two of Nebraska's 93 counties are designated as federal mental health professional shortage areas²⁸, so reports of behaviors indicative of a mental health problem must be acted upon by resources which are often far from the community and outside its culture. Threat assessment expertise is similarly lacking in most of Nebraska's rural areas.

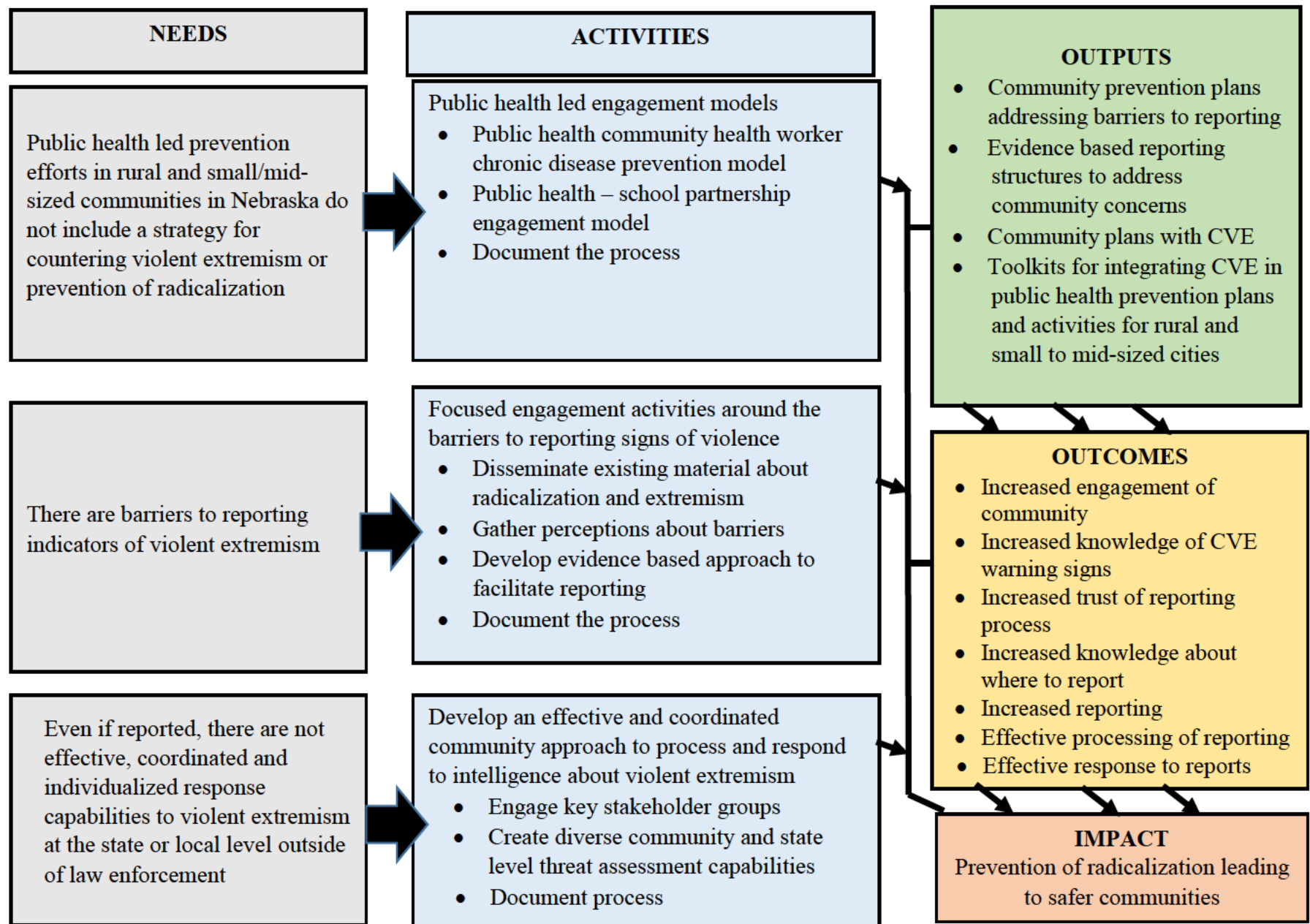
Evaluation of Nebraska's project will include process and outcome indicators for the process of engagement in each model community. Surveys will be conducted within model communities to gauge change in knowledge about CVE warning signs, reporting processes, and levels of trust using actual and hypothetical scenarios. The level of reporting and plans at the community level that include CVE information will also be tracked and reported. (See Figure 2.)

Figure 3. Nebraska Needs Analysis Graphic



²⁸ Health Resources and Services Administration Data Warehouse, data for Nebraska retrieved 8/4/2016 from: https://datawarehouse.hrsa.gov/DataDownload/FRN/F_BCD_HPSA_H7_FederalRegister.pdf

Figure 2. Logic Model - Countering Violent Extremism in Rural and Small to Mid-sized Communities



Expertise

The Nebraska Emergency Management Agency (NEMA) and University of Nebraska Public Policy Center (UNPPC) will be primarily responsible for carrying out the project. NEMA is the state point of contact for homeland security funding and will serve as the contracting and fiscal oversight agency. The UNPPC (Dr. Mario Scalora and Dr. Denise Bulling) has significant expertise in the substantive areas this application addresses, particularly in the field of threat assessment. They have worked closely with the Department of Defense on a number of projects that require discretion and consideration of CVE issues.^{29 30 31} Their work is also consistent with other literature on bystander studies (previously cited in this application).³² UNPPC works closely with NEMA and agencies across the state to create a culture of planning across disciplines related to homeland security and public health, including assessment of violence indicators (suicide, general violence and extremism). Their expertise in facilitating and managing projects of this size and scope will ensure all timelines and deliverables are met.

The Nebraska State Patrol's Fusion Center (Nebraska Intelligence Analysis Center) has considerable expertise in CVE and is the state's primary agency for analyzing threats. Their expertise in CVE will be drawn upon throughout the project. Although the state has no single CVE framework, the Nebraska Fusion Center is actively working in this area and will ensure all products selected for dissemination in communities are consistent with best practices in CVE. The Nebraska Department of Health and Human Services and Department of Education will also participate in the project at the state level.

Two public health department sites will be responsible for engaging community members. Two Rivers Public Health Department serves seven rural counties in Nebraska with multiple communities with increasing diversity and are experienced in engaging community members in prevention projects spanning a variety of areas.

²⁹ Scalora, M., Bulling, D., DeKraai, M., Hoffman, S. & Avila A. (2014). Barriers to reporting threatening behaviors in a military context, University of Nebraska Public Policy Center, Lincoln, NE.

³⁰ Scalora, M., Bulling, D., DeKraai, M., Senholzi, K.B., & Shechter, O.G. (2016). Early warning signs of suicide in service members who engage in unauthorized acts of violence, *Technical Report 16-03, Defense Personnel and Security Research Center Defense Manpower Data Center*.

³¹ Bulling, D., & Scalora M. (2008). An examination of threat assessment decision making in source operations, *Technical Report, Counterintelligence Field Activity*.

³² See <http://ppc.unl.edu/about-us/the-ppc/> & <http://psychology.unl.edu/mario-scalora> & <http://ppcta.unl.edu/>

Budget Detail and Narrative

	YEAR 1	YEAR 2	TOTAL
Contractual Costs			
University of Nebraska Public Policy Center	\$ 74,035	\$ 75,965	\$ 150,000
Public Health Department(s)	\$ 74,976	\$ 75,024	\$150,000
K. TOTAL COSTS	\$149,011	150,989	\$300,000

Contractual costs include funds for the University of Nebraska Public Policy Center and Two Rivers Public Health Department. A detailed budget for the Public Policy Center is listed below. Estimates for Two Rivers Public Health Department are also included.

University of Nebraska Public Policy Center Subaward Budget

	YEAR 1	YEAR 2	TOTAL
A. Personnel			
PPC Services	51,103	52,635	103,738
Personnel Subtotal	51,103	52,635	103,738
B. Fringe Benefits	-	-	-
C. Travel	3,241	3,241	6,482
D. Equipment	-	-	-
E. Supplies	4,995	4,995	9,990
F. Contractual	-	-	-
G. Construction	-	-	-
H. Other	-	-	-
I. Total Direct Costs	59,339	60,871	120,210
Total Modified Direct Costs	56,522	58,053	114,575
J. Indirect Costs (F&A @ 26%)	14,696	15,094	29,790
K. TOTAL COSTS	\$ 74,035	\$ 75,965	\$ 150,000

PPC Services

The University of Nebraska Public Policy Center (PPC) will provide project management, evaluation services, and facilitate acquisition of training/awareness materials for \$150,000 (\$74,035 in Year 1, and \$75,965 in Year 2).

The PPC is an authorized University of Nebraska-Lincoln self-supporting service center. PPC Services rates are calculated and charged to the grant at established break-even hourly rates for the actual number of billable hours recorded by project personnel. The loaded hourly rate incorporates salary, benefits, and operating costs such as rent (PPC has an off-campus location),

computer/technical support services, communications, and other costs in support of the project that are not included in the university's facilities and administrative costs, as allowed by 2 CFR §200 Uniform Guidance. A 3% annual rate increase is included for Year 2. Clients are billed at the approved hourly rates for each individual, at the time services are rendered. Estimated hours for the life of the project are included below.

Estimated PPC Services hours

	Year 1	Year 2	TOTAL
Dr. Mario Scalora	75	75	150
Dr. Denise Bulling	120	120	240
Dr. Stacey Hoffman	40	40	80
Project Coordinator	312	312	624
Admin. Support Specialist	20	20	40
Subtotal	567	567	1,134

Dr. Mario Scalora, Senior Executive Consultant, will serve as a threat assessment expert and provide technical assistance to state and local partners; **Dr. Denise Bulling, Senior Research Director**, will provide project management, facilitate state level work groups, work with public health to design engagement efforts and oversee evaluation; **Dr. Stacey Hoffman, Research Specialist**, will serve as the evaluator; a **Project Coordinator**, will assist public health with engagement efforts; and an **Administrative Support Specialist**, will provide support as needed, including logistics, materials editing, and assisting with data collection and data entry.

Travel costs of \$6,482 are requested (\$3,241 each in Years 1 and 2) for two project team members to work with public health department sites. Costs include mileage from Lincoln, NE to two sites, with travel four times each year to each site (.54 per mile = \$1,641 each year), lodging (\$100 x 1 night each trip = \$800 each year) and meals/incidentals (\$50 per day per person x 2 days each trip = \$800 per year) for meals/incidentals. Estimates are based on GSA rates, and IRS mileage rates. Actual travel costs will be charged to the grant.

Supplies are budgeted at \$9,990 (\$4,995 each in Years 1 and 2). \$2,500 per year is included for copying and printing (meeting materials, surveys, presentations, and other documents). The PPC uses copier codes to track and bill costs to the project. \$2,495 per year is budgeted for four in person meetings including one FBI led train the presenter session. Budgeted costs include space, audio/visual rental costs and light refreshments.

Facilities & Administrative Costs (F&A) are charged against modified total direct costs (MTDC) at the rate of 26% (for “off-campus” sponsored projects) according to the University of Nebraska-Lincoln’s (UNL) negotiated federal Facilities and Administrative (F&A) rate agreement. Under UNL’s F&A agreement, modified total direct costs exclude equipment purchases, capital expenditures, charges for tuition remission and rent. MTDC for this proposal includes all direct costs except the project’s portion of off-campus office rent (\$2,818 each in Years 1 and 2). Therefore, MTDC over the life of the project is \$114,575 x 26% = \$29,790 F&A.

Public Health Department Site Budget

A. Personnel			
Public Health Dept.	64,000	65,920	129,920
B. Fringe Benefits	-	-	-
C. Travel	3,976	3,976	7,952
D. Equipment	-	-	-
E. Supplies	7,000	5,128	12,128
F. Contractual	-	-	-
G. Construction	-	-	-
H. Other	-	-	-
I. Total Direct Costs	74,976	75,024	150,000
J. Indirect Costs	-	-	-
K. Total Costs	74,976	75,024	150,000

Personnel costs for each of two sites are budgeted at \$129,920 (32,000 per site in year one and \$32,960 per site in year two reflecting 3% increase) to cover the addition of outreach personnel as appropriate to each model.

Travel includes two trips to Lincoln each year for two persons from each site for meetings and training. Mileage is charged at .54 per mile and lodging at GSA rates of \$100/night. Regional travel for engagement work is included (est. 1,000 miles/year/site).

Supplies include \$3,500 per site in year one and \$2,564 per site in year two. This includes hard copy handouts, facilities for engagement activities, media related materials and costs (e.g., newspaper ads, radio, etc.).

COLLEGES AND UNIVERSITIES RATE AGREEMENT

EIN: 1470049123A8

DATE:02/12/2016

ORGANIZATION:

University of Nebraska-Lincoln
401 Canfield Administration Bldg.
P.O. Box 880439
Lincoln, NE 68588-0425

FILING REF.: The preceding
agreement was dated
09/19/2012

The rates approved in this agreement are for use on grants, contracts and other agreements with the Federal Government, subject to the conditions in Section III.

SECTION I: Facilities And Administrative Cost Rates

RATE TYPES: FIXED FINAL PROV. (PROVISIONAL) PRED. (PREDETERMINED)

EFFECTIVE PERIOD

<u>TYPE</u>	<u>FROM</u>	<u>TO</u>	<u>RATE(%)</u>	<u>LOCATION</u>	<u>APPLICABLE TO</u>
PRED.	07/01/2015	06/30/2016	52.00	On Campus	Organized Research
PRED.	07/01/2016	06/30/2018	53.50	On Campus	Organized Research
PRED.	07/01/2015	06/30/2018	46.50	On Campus	Ag Research Div.
PRED.	07/01/2015	06/30/2018	51.00	On Campus	Instruction
PRED.	07/01/2015	06/30/2018	42.00	On Campus	Other Sponsored Activities
PRED.	07/01/2015	06/30/2018	32.50	On Campus	Coop Exten Services
PRED.	07/01/2015	06/30/2018	26.00	Off Campus	All Programs
PROV.	07/01/2018	06/30/2020			Use same rates and conditions as those cited for fiscal year ending June 30, 2018.

ORGANIZATION: University of Nebraska-Lincoln

AGREEMENT DATE: 2/12/2016

*BASE

Modified total direct costs, consisting of all direct salaries and wages, applicable fringe benefits, materials and supplies, services, travel and up to the first \$25,000 of each subaward (regardless of the period of performance of the subawards under the award). Modified total direct costs shall exclude equipment, capital expenditures, charges for patient care, rental costs, tuition remission, scholarships and fellowships, participant support costs and the portion of each subaward in excess of \$25,000. Other items may only be excluded when necessary to avoid a serious inequity in the distribution of indirect costs, and with the approval of the cognizant agency for indirect costs.

ORGANIZATION: University of Nebraska-Lincoln

AGREEMENT DATE: 2/12/2016

SECTION II: SPECIAL REMARKS

TREATMENT OF FRINGE BENEFITS:

The fringe benefits are specifically identified to each employee and are charged individually as direct costs. The directly claimed fringe benefits are listed below.

TREATMENT OF PAID ABSENCES

Vacation, holiday, sick leave pay and other paid absences are included in salaries and wages and are claimed on grants, contracts and other agreements as part of the normal cost for salaries and wages. Separate claims are not made for the cost of these paid absences.

OFF-CAMPUS DEFINITION: For all activities performed in facilities not owned by the institution and to which rent is directly allocated to the project(s) the off-campus rate will apply. Grants or contracts will not be subject to more than one F&A cost rate. If more than 50% of a project is performed off-campus, the off-campus rate will apply to the entire project.

FRINGE BENEFITS:

FICA
Retirement
Unemployment Insurance
Health Insurance
Life Insurance
Worker's Compensation

NEXT PROPOSAL DUE

Your next indirect cost proposal based on actual costs for the fiscal year ending 06/30/2017 is due in this office on 12/31/2017.

Equipment means article of nonexpendable, tangible personal property having a useful life of more than 1 year and an acquisition cost of \$5,000 or more per unit.

ORGANIZATION: University of Nebraska-Lincoln

AGREEMENT DATE: 2/12/2016

SECTION III: GENERAL

A. LIMITATIONS:

The rates in this Agreement are subject to any statutory or administrative limitations and apply to a given grant, contract or other agreement only to the extent that funds are available. Acceptance of the rates is subject to the following conditions: (1) Only costs incurred by the organization were included in its facilities and administrative cost pools as finally accepted; such costs are legal obligations of the organization and are allowable under the governing cost principles; (2) The same costs that have been treated as facilities and administrative costs are not claimed as direct costs; (3) Similar types of costs have been accorded consistent accounting treatment; and (4) The information provided by the organization which was used to establish the rates is not later found to be materially incomplete or inaccurate by the Federal Government. In such situations the rate(s) would be subject to renegotiation at the discretion of the Federal Government.

B. ACCOUNTING CHANGES:

This Agreement is based on the accounting system purported by the organization to be in effect during the Agreement period. Changes to the method of accounting for costs which affect the amount of reimbursement resulting from the use of this Agreement require prior approval of the authorized representative of the cognizant agency. Such changes include, but are not limited to, changes in the charging of a particular type of cost from facilities and administrative to direct. Failure to obtain approval may result in cost disallowances.

C. FIXED RATES:

If a fixed rate is in this Agreement, it is based on an estimate of the costs for the period covered by the rate. When the actual costs for this period are determined, an adjustment will be made to a rate of a future year(s) to compensate for the difference between the costs used to establish the fixed rate and actual costs.

D. USE BY OTHER FEDERAL AGENCIES:

The rates in this Agreement were approved in accordance with the authority in Title 2 of the Code of Federal Regulations, Part 200 (2 CFR 200), and should be applied to grants, contracts and other agreements covered by 2 CFR 200, subject to any limitations in A above. The organization may provide copies of the Agreement to other Federal Agencies to give them early notification of the Agreement.

E. OTHER:

If any Federal contract, grant or other agreement is reimbursing facilities and administrative costs by a means other than the approved rate(s) in this Agreement, the organization should (1) credit such costs to the affected programs, and (2) apply the approved rate(s) to the appropriate base to identify the proper amount of facilities and administrative costs allocable to these programs.

BY THE INSTITUTION:

University of Nebraska-Lincoln

(INSTITUTION)

(b) (6)

(SIGNATURE)

CHRISTINE A. JACKSON

(NAME)

VICE CHANCELLOR for BUSINESS & FINANCE

(TITLE)

2/22/2016

(DATE)

ON BEHALF OF THE FEDERAL GOVERNMENT:

DEPARTMENT OF HEALTH AND HUMAN SERVICES

(AGENCY)

(b) (6)

(b) (6)

(SIGNATURE)

Arif Karim

(NAME)

Director, Cost Allocation Services

(TITLE)

2/12/2016

(DATE) 7108

HHS REPRESENTATIVE:

Matthew Dito

Telephone:

(b) (6)