



Nebraska Juvenile Correctional Facilities Master Plan Update

FINAL REPORT

prepared for:
**Nebraska Juvenile Project
Steering Committee**

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INTRODUCTION

In September, 2006 the Nebraska State Building Division contracted with Carlson West Povondra Architects and Chinn Planning, Inc. to update the 1999 Office of Juvenile Services Facilities Master Plan, which was completed by the same firms. Specific requirements of the updated master plan included a review of substance abuse treatment needs, with particular focus on methamphetamine treatment needs. A review and assessment of services provided to juveniles at the Hasting Regional Center was included in the master plan update, in addition to the two Youth Rehabilitation and Treatment Centers at Kearney and Geneva that were included in the 1999 Facilities Master Plan.

A series of meetings were held with the Project Review Committee, which included the following members:

PROJECT ADVISORY COMMITTEE MEMBERS

1. Ms. Kim Hawekotte, Administrator (Former) – *Nebraska Office of Juvenile Justice*
2. Mr. Mike Reddish, Program Specialist - *Nebraska Office of Juvenile Justice*
3. Mr. Fred Zarate, Architect - *Nebraska DAS State Building Division*
4. Mr. Dennis Summers, Planning & Construction Manager - *Nebraska DAS State Building Division*
5. Mr. Tim O’Dea, Facility Administrator - *Youth Rehabilitation & Treatment Center - Kearney*
6. Mr. Dan Scarborough, Facility Administrator - *Youth Rehabilitation & Treatment Center - Geneva*
7. Dr. Don Belau, PhD., Psychologist
Youth Rehabilitation & Treatment Center – Geneva
8. Ms. Marj Colburn, Facilities Operation Officer - *Hastings Regional Center*
9. Ms. Lori Harder, Administrator - *Nebraska Office of Protection and Safety*
10. Mr. Todd Reckling, Administrator - *Nebraska Office of Protection and Safety*

The first meeting was held to discuss the project focus and key issues. The second meeting was held to review an assessment of juvenile justice system trends, programs and services, and facilities as well as projected capacity requirements. A third meeting was held to discuss preliminary recommendations and facility options. The final meeting was held to review the DRAFT Report and make presentations to appropriate officials in the Nebraska Health and Human Services System and the Nebraska State Building Division.

This report contains the following sections:

- *Section I Introduction*
- *Section II Overview of the Office of Juvenile Services in Nebraska*
- *Section III Juvenile Justice System Growth Trends*
- *Section IV Office of Juvenile Services Operational Assessment*
- *Section V Youth Rehabilitative Treatment Center (YRTC)
and Hastings Regional Center Facilities Assessment*
- *Section VI Projected Capacity Requirements*
- *Section VII System, Operational, and Capacity Recommendations*
- *Section VIII Facility Options and Cost Estimates*

- Appendix A Juvenile Justice System Trends by County and Service Areas*

OVERVIEW OF THE OFFICE OF JUVENILE SERVICES IN NEBRASKA

Mission Statement

The Mission Statement of the Office of Juvenile Services is:

JUVENILE JUSTICE SYSTEM MISSION AND GOALS

It is the intent of the Legislature that the juvenile justice system provide individualized accountability and individualized treatment for juveniles in a manner consistent with public safety to those juveniles who violate the law. The juvenile justice system shall also promote prevention efforts through the support of programs and services designed to meet the needs of those juveniles who are identified as being at risk of violating the law and those whose behavior is such that they endanger themselves or others. The goal of the juvenile justice system shall be to provide a range of programs and services which:

1. Retain and support juveniles within their homes whenever possible and appropriate;
2. Provide the least restrictive and most appropriate setting for juveniles while adequately protecting them and the community;
3. Are community-based and are provided in as close proximity to the juvenile's community as possible and appropriate;
4. Provide humane, secure, and therapeutic confinement to those juveniles who present a danger to the community;
5. Provide follow-up and aftercare services to juveniles when returned to their families or communities to ensure that progress made and behaviors learned are integrated and continued;
6. Hold juveniles accountable for their unlawful behavior in a manner consistent with their long-term needs;
7. Base treatment planning and service provision upon an individual evaluation of the juvenile's needs;
8. Are family focused and include the juvenile's family in assessment, case planning, treatment, and service provision as appropriate;
9. Provide supervision and service coordination, as appropriate, to implement and monitor treatment plans and to prevent reoffending;
10. Provide integrated service delivery through appropriate linkages to other human service agencies, and,
11. Promote the development and implementation of community-based programs designed to prevent unlawful behavior and to effectively minimize the depth and duration of the juvenile's involvement in the juvenile justice system.

Responsibilities of the Office of Juvenile Services

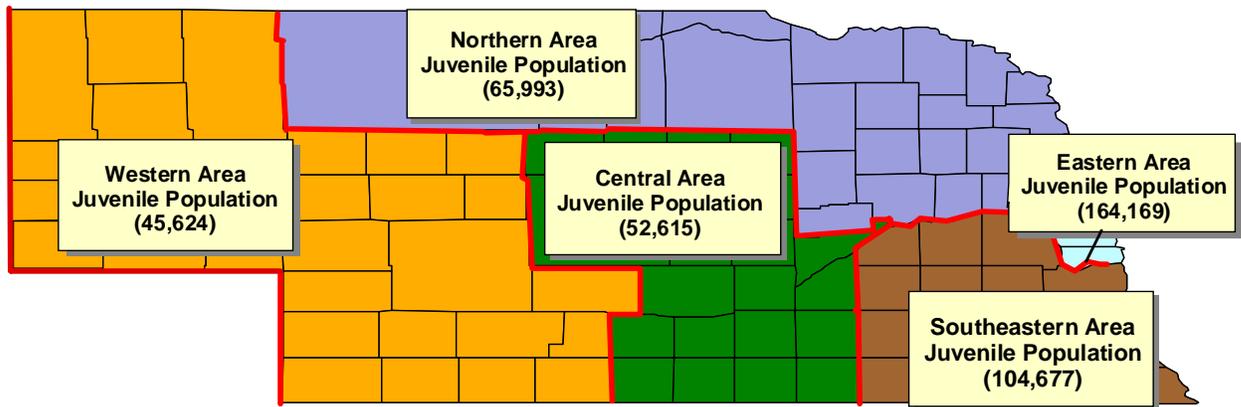
The responsibilities of the Office of Juvenile Services include oversight and management of daily operation at the state's two Youth Rehabilitation and Treatment Centers (YRTC's), supervision of youth committed to state custody placed in residential and non-residential community supervision programs, parole supervision, providing evaluation services for youth committed to state custody, and case management and coordination of programs and services in the juvenile justice system with other governmental agencies. The specific administrative duties of the Office of Juvenile Services, as provided in statute, include:

- 1) Manage, establish policies for, and administer the office, including all facilities and programs operated by the office or provided through the office by contract with a provider;
- 2) Supervise employees of the office, including employees of the facilities and programs operated by the office;
- 3) Have separate budgeting procedures and develop and report budget information separately from the Department of Health and Human Services;
- 4) Adopt and promulgate rules and regulations for the levels of treatment and for management, control, screening, evaluation, treatment, rehabilitation, parole, transfer, and discharge of juveniles placed with or committed to the Office of Juvenile Services;
- 5) Ensure that statistical information concerning juveniles placed with or committed to facilities or programs of the office is collected, developed, and maintained for purposes of research and the development of treatment programs;
- 6) Monitor commitments, placements, and evaluations at facilities and programs operated by the office or through contracts with providers and report its findings annually to the Legislature. The report shall include an assessment of the administrative costs of operating the facilities, the cost of programming, and the savings realized through reductions in commitments, placements, and evaluations;
- 7) Coordinate the programs and services of the juvenile justice system with other governmental agencies and political subdivisions;
- 8) Coordinate educational, vocational, and social counseling;
- 9) Coordinate community-based services for juveniles and their families;
- 10) Supervise and coordinate juvenile parole and aftercare services; and,
- 11) Exercise all powers and perform all duties necessary to carry out its responsibilities under the Health and Human Services, Office of Juvenile Services Act.

Service Areas

The Office of Juvenile Services delivers services within the five Service Areas shown in Figure 2-1.

**Figure 2-1
Office of Juvenile Justice Services
Five Service Areas**



Counties in Each Service Area				
Western	Central	Northern	Southeastern	Eastern
■ Arthur	■ Adams	■ Antelope	■ Butler	■ Douglas
■ Banner	■ Blaine	■ Boyd	■ Cass	■ Sarpy
■ Box Butte	■ Buffalo	■ Boone	■ Fillmore	
■ Chase	■ Clay	■ Brown	■ Gage	
■ Cheyenne	■ Custer	■ Burt	■ Jefferson	
■ Dawes	■ Franklin	■ Cedar	■ Johnson	
■ Dawson	■ Garfield	■ Cherry	■ Lancaster	
■ Deuel	■ Greeley	■ Colfax	■ Nemaha	
■ Dundy	■ Hall	■ Cuming	■ Otoe	
■ Frontier	■ Hamilton	■ Dakota	■ Pawnee	
■ Fumas	■ Harlan	■ Dixon	■ Polk	
■ Garden	■ Howard	■ Dodge	■ Richardson	
■ Gosper	■ Kearney	■ Holt	■ Saline	
■ Grant	■ Loup	■ Keya Paha	■ Saunders	
■ Hayes	■ Merrick	■ Knox	■ Seward	
■ Hitchcock	■ Nuckolls	■ Madison	■ Thayer	
■ Hooker	■ Phelps	■ Nance	■ York	
■ Keith	■ Sherman	■ Pierce		
■ Kimball	■ Webster	■ Platte		
■ Lincoln	■ Wheeler	■ Rock		
■ Logan	■ Valley	■ Stanton		
■ McPherson		■ Thurston		
■ Morrill		■ Washington		
■ Perkins		■ Wayne		
■ Red Willow				
■ Sioux				
■ Scotts Bluff				
■ Sheridan				
■ Thomas				

Organizational Structure

Figure 2-2 shows the current organizational structure of the Office of Juvenile Services, which is a division with the Department of Health and Human Services.

**Figure 2-2
Current Health & Human Services
Management Structure**

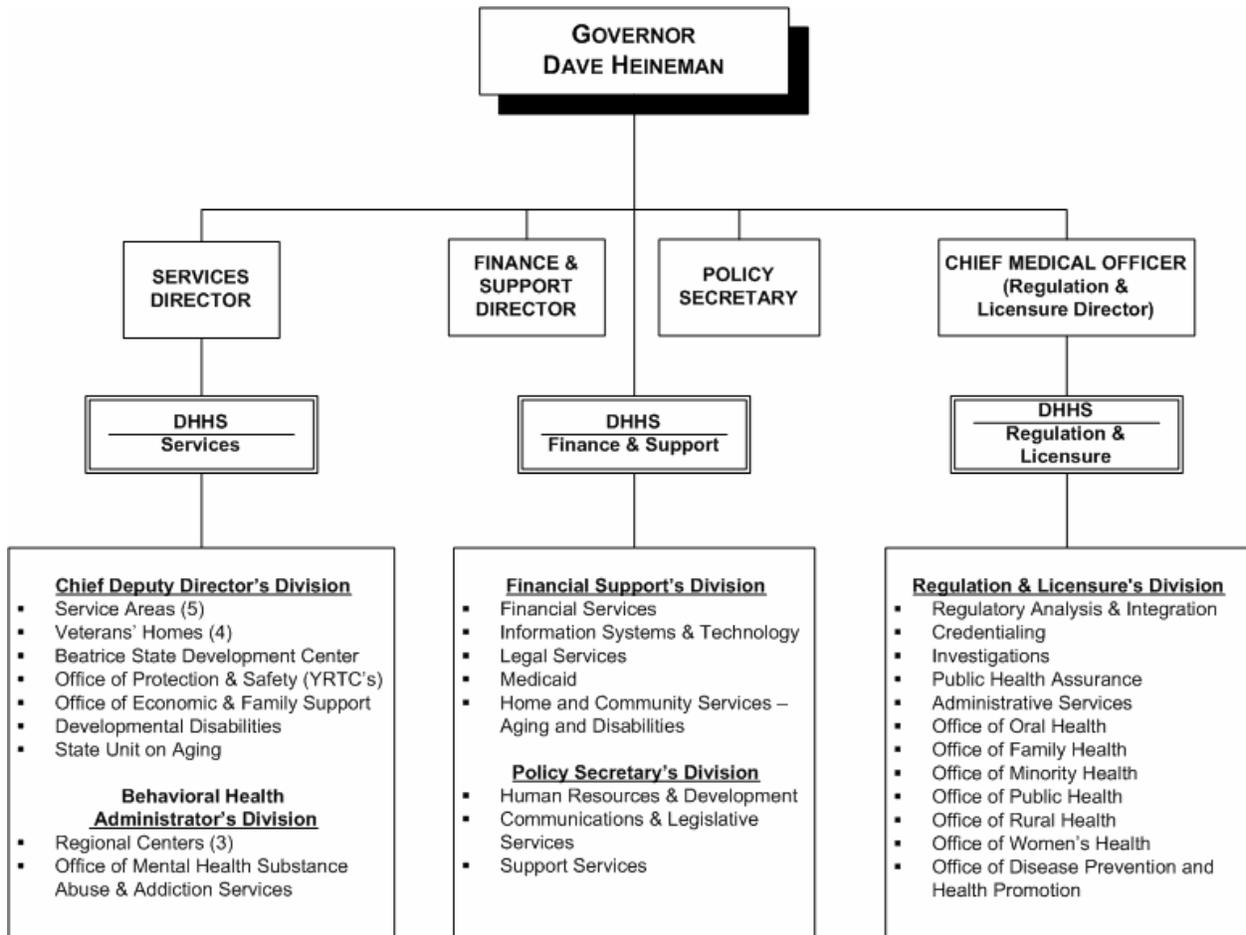
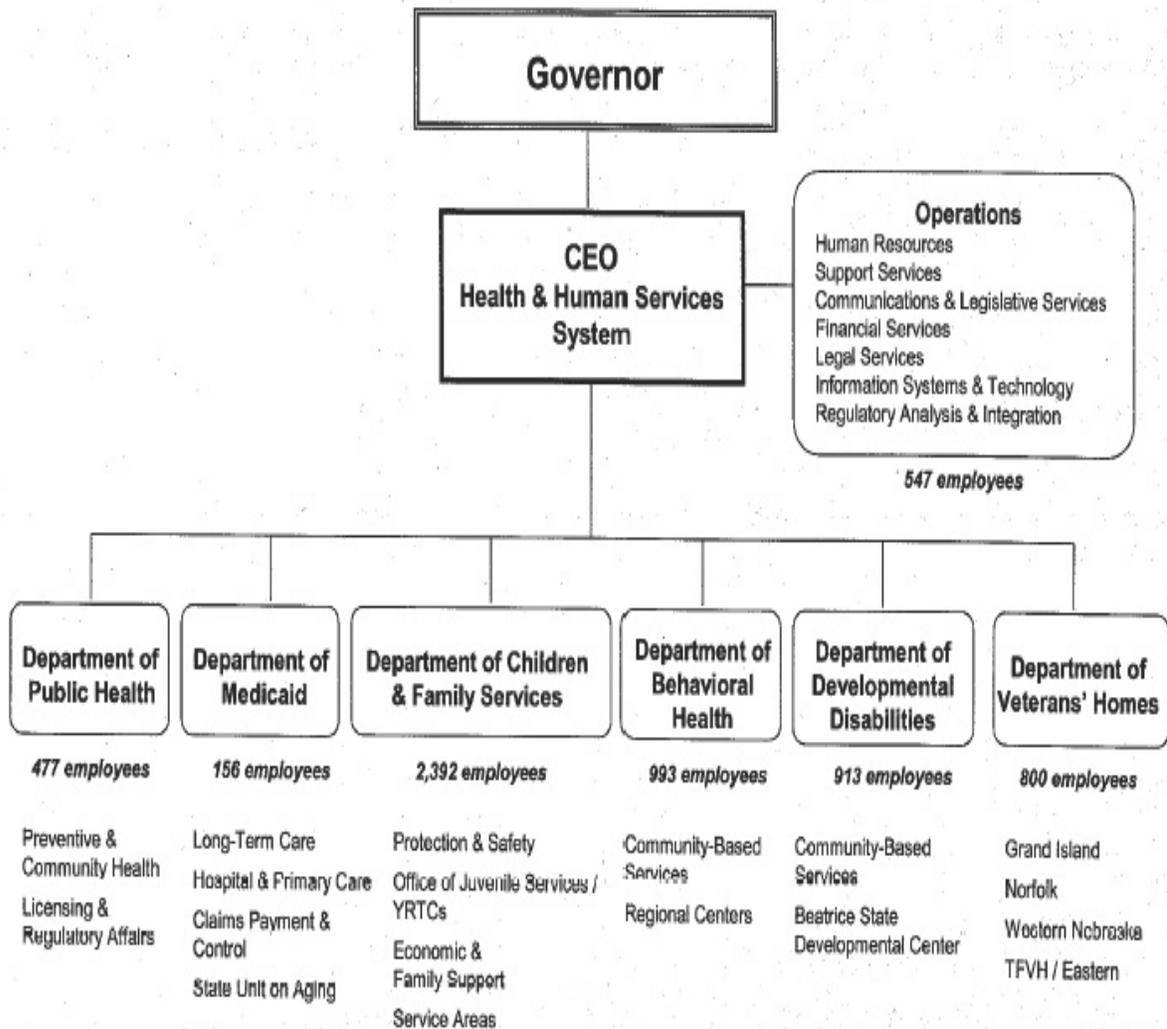


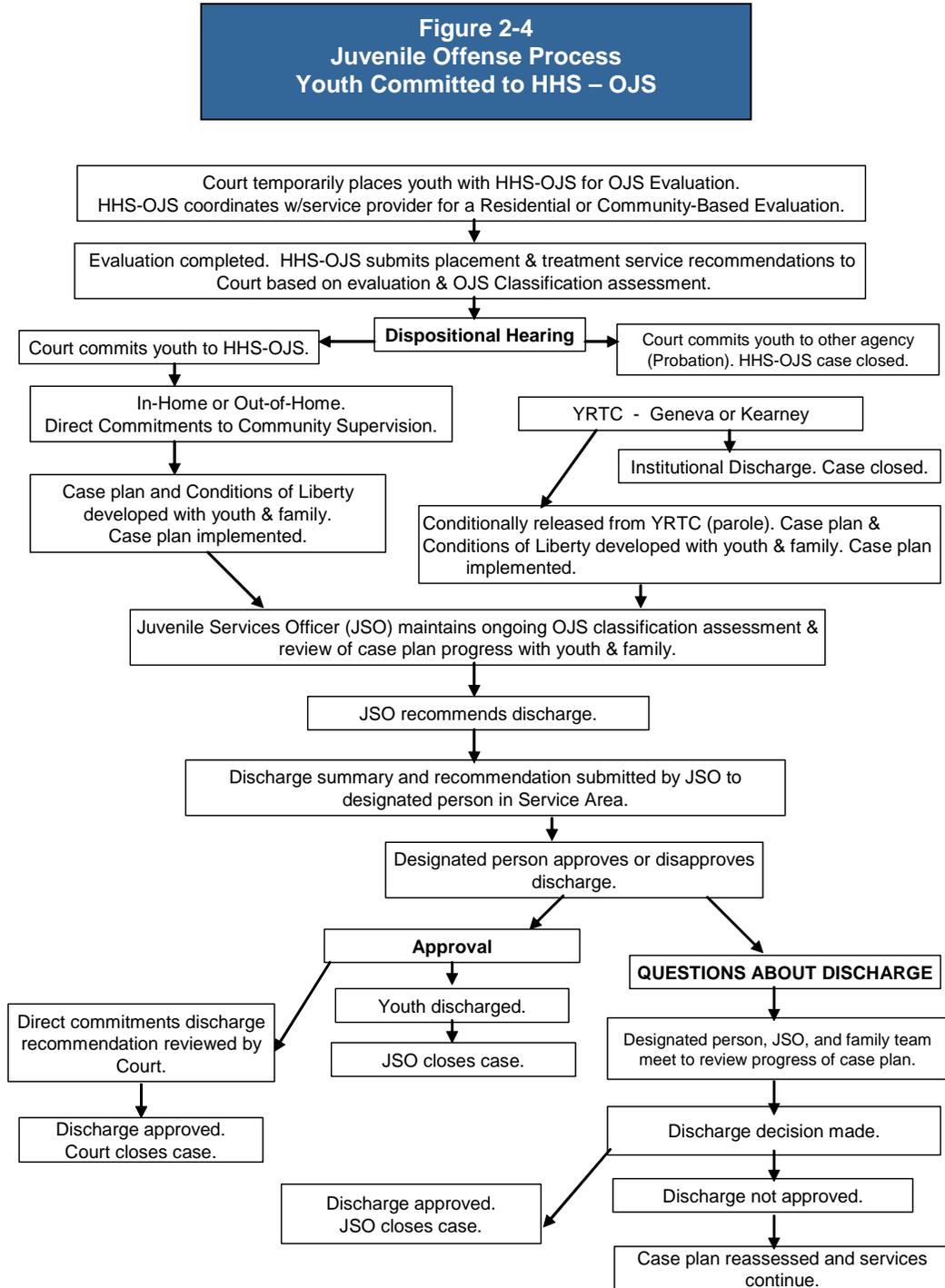
Figure 2-3 shows the proposed change to the current organizational structure. Under this structure, the Office of Juvenile Services is a division within the Department of Children and Family Services.

**Figure 2-3
Proposed Health & Human Services
Management Structure**



Case Processing

Figure 2-4 illustrates the processing of offenders within the Office of Juvenile Services.



JUVENILE JUSTICE GROWTH TRENDS AND SYSTEM ASSESSMENT

Introduction

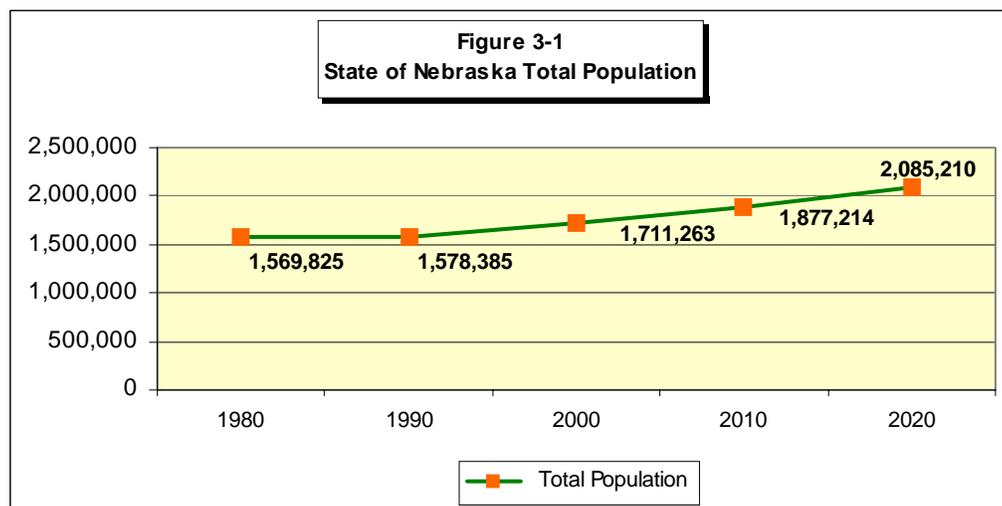
This Section provides an assessment of the growth trends and factors that impact on the juvenile correctional system in Nebraska. Data were collected and analyzed on trends and characteristics of all components of the juvenile justice system. Where appropriate, comparisons are made to national trends as well as trends that were present when the 1999 Office of Juvenile Services Facilities Master Plan was completed. An Appendix A presents Juvenile Justice System trends by County and Service Areas.

Demographic Trends

Table 3-1 and Figure 3-1 present historic and projected total population in the state of Nebraska. Total population grew by 9% between 1980 and 2000. The projected population growth between 2000 and 2020 is 22%, which is substantially higher than the historic growth trend.

Table 3-1 State of Nebraska Total Population							
	1980	1990	2000	2010	2020	Avg. Annual % Increase	
						1980-2000	2000-2020
Nebraska							
Total Population	1,569,825	1,578,385	1,711,263	1,877,214	2,085,210	0.45%	1.09%

Source: US Census & Nebraska Bureau of Business Research.

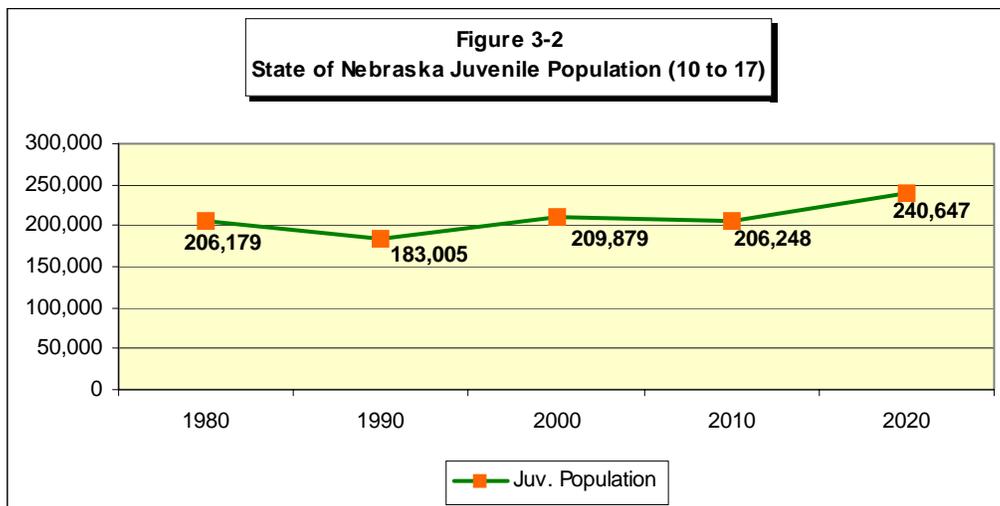


Source: US Census & Nebraska Bureau of Business Research.

Table 3-2 and Figure 3-2 present historic and projected trends in Nebraska’s juvenile population. Juvenile population (10 to 17) grew by 1.8% between 1980 and 2000. The projected juvenile population growth between 2000 and 2020 is 14.7%, which is substantially higher than the historic growth trend.

Table 3-2 State of Nebraska Juvenile Population (10 to 17)							
	1980	1990	2000	2010	2020	Avg. Annual % Increase	
						1980-2000	2000-2020
Nebraska							
Juv. Population	206,179	183,005	209,879	206,248	240,647	0.09%	0.73%

Source: US Census & Nebraska Bureau of Business Research.



Source: US Census & Nebraska Bureau of Business Research.

Table 3-3 presents a comparison of Nebraska with the nation on indicators of child well being. Many indicators of child well being shown in Table 3-3 put juveniles at risk for involvement in the juvenile justice system. Nebraska fares better than the U.S. average on all indicators with the exception of the percentage of children living in poverty, which is 23% for Nebraska and 18% nation wide. Nebraska also increased their overall ranking between 2003 and 2004, going from 12 to 8 in the overall ranking of indicators of child well being among 50 states. The level of mental health funding for youth in Nebraska is low, which impacts on the number of juveniles accessing services within the Office of Juvenile Services.

Table 3-3 Kids Count National Indicators of Child Well Being Nebraska vs. United States - 2005				
Data Book Indicator	Nebraska 2003	US 2003	Nebraska 2004	US 2004
Teen Deaths From All Causes (Rate per 1,000)	61	66		
Teen Births, By Age Group (Rate per 1,000)				
> 15 to 17	18	22		
> 18 to 19	61	71		
> 15 to 19	36	42		
Teens Who Are High School Dropouts			6%	8%
Teens Not Attending School and Not Working			6%	9%
Children Living in Families Where No Parent has Full-Time, Year-Round Employment			24%	33%
Children in Poverty (100%)			23%	18%
Children in Single-Parent Households			23%	31%
KIDS COUNT Overall Rank	12		8	

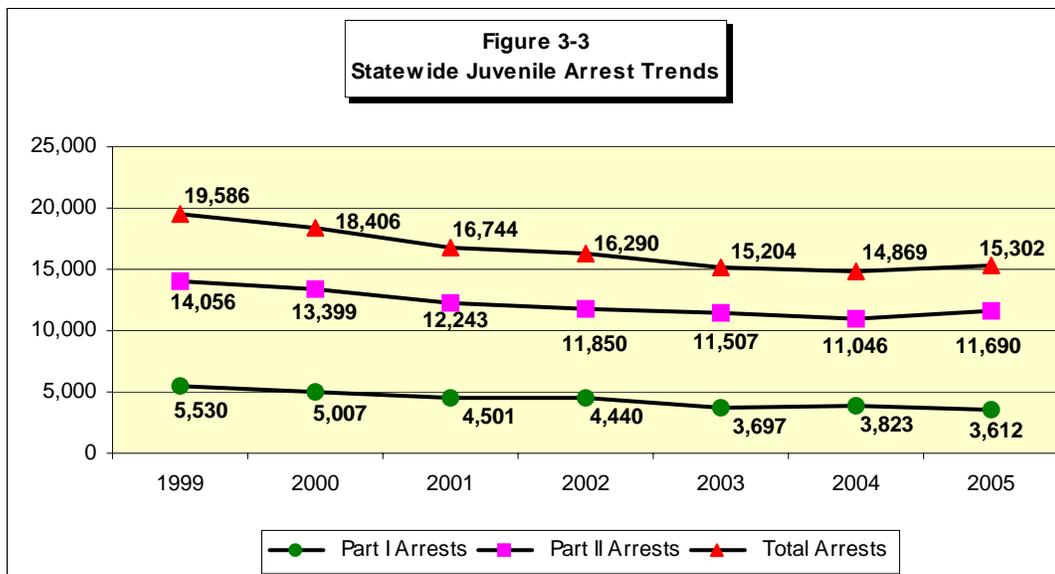
Source: Kids Count Report, Annie E. Casey Foundation, 2005.

Crime and Arrest Trends

Table 3-4 and Figure 3-3 show the trend in juvenile arrests in Nebraska. Between 1999 and 2005, total juvenile arrests in Nebraska decreased by 21.9%. Arrests for serious Part I offenses (murder, rape, robbery, aggravated assault, burglary, larceny/theft and motor vehicle theft) declined 34.7%, while arrest for Part II offenses decreased 16.8%.

Table 3-4 Statewide Juvenile Arrest Trends								
	1999	2000	2001	2002	2003	2004	2005	% Change
Part I Arrests	5,530	5,007	4,501	4,440	3,697	3,823	3,612	-34.7%
Part II Arrests	14,056	13,399	12,243	11,850	11,507	11,046	11,690	-16.8%
Total Arrests	19,586	18,406	16,744	16,290	15,204	14,869	15,302	-21.9%

Source: Crime in Nebraska.

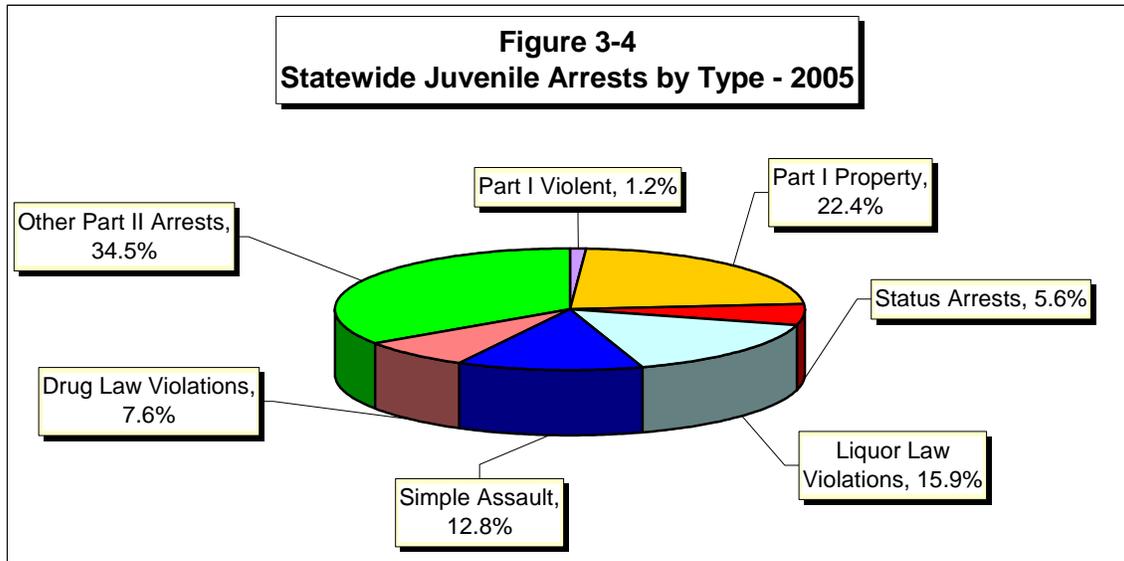


Source: Crime in Nebraska.

Table 3-5 and Figure 3-4 show statewide juvenile arrests, by type, in 2005. In 2005, only 1.2% of all juvenile arrests statewide were for serious Part I violent offenses. Arrests for property offenses accounted for 22.4% of all juvenile arrests. Status, liquor law, and drug law violations combined accounted for almost one-third (29.1%) of all juvenile arrests in 2005.

Table 3-5 Statewide Juvenile Arrests by Type - 2005		
Category	Number	%
Part I Violent	189	1.2%
Part I Property	3,423	22.4%
Status Arrests	855	5.6%
Liquor Law Violations	2,426	15.9%
Simple Assault	1,961	12.8%
Drug Law Violations	1,163	7.6%
Other Part II Arrests ¹	5,285	34.5%
Total Arrests	15,302	100.0%
Note:		
(1) Other Part II Arrests include: vandalism, disorderly conduct, DUI, stolen property offenses, and other offenses.		

Source: Nebraska Crime Commission.



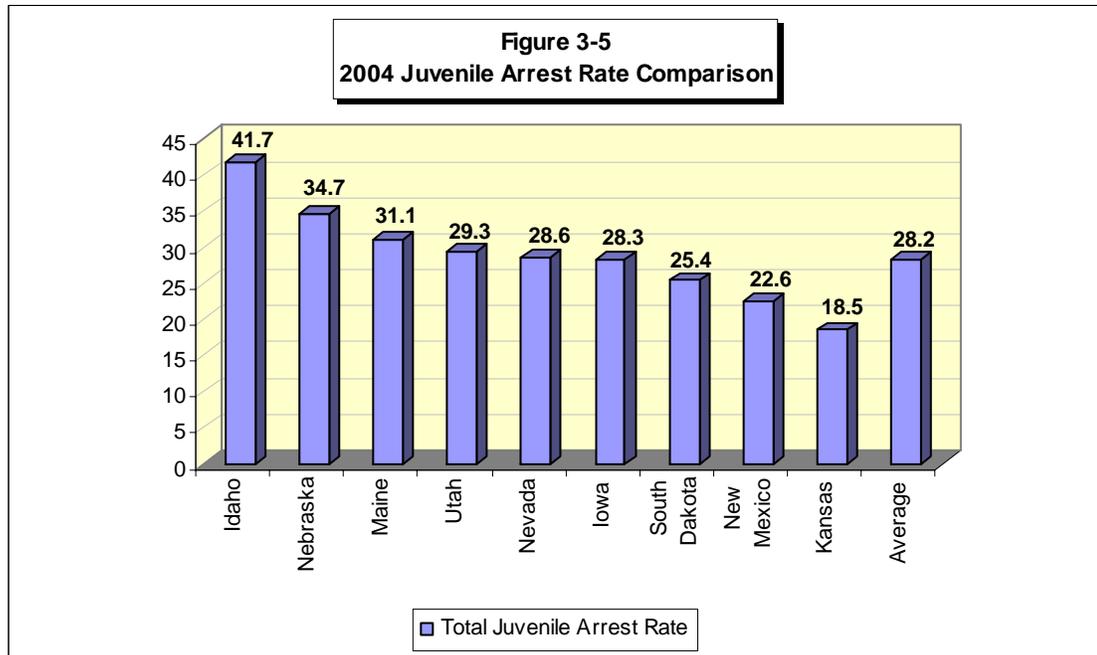
Source: Nebraska Crime Commission.

Table 3-6 and Figure 3-5 compare Nebraska's total crime rate (includes all reported crimes-adults and juveniles) and juvenile arrest rates with other states. Nebraska has a slightly higher crime and juvenile arrest rate than comparison states.

Table 3-6 Comparative Analysis - 2004 Crime and Juvenile Arrest Rates						
State	2005 Juvenile Pop.	2004 Crime Rate	2004 Part I Arrests	Part I Rate	2004 Total Juv. Arrests	Total Juv. Arrest Rate
Nebraska	428,932	38.3	3,823	8.9	14,869	34.7
Idaho	372,936	30.4	3,133	8.4	15,567	41.7
Iowa	667,926	31.8	5,653	8.5	18,872	28.3
Kansas	671,447	43.4	2,976	4.4	12,426	18.5
Maine	276,219	25.1	2,626	9.5	8,580	31.1
Nevada	618,805	48.2	5,033	8.1	17,722	28.6
New Mexico	486,361	48.9	2,615	5.4	10,994	22.6
South Dakota	186,245	21.1	812	4.4	4,734	25.4
Utah	738,937	43.2	5,461	7.4	21,687	29.3
Average	502,360	36.5	3,539	7.0	13,823	28.2

Notes:
 (1) Juvenile population includes youth under 18 years according to 2005 Census estimates.
 (2) Crime rate includes crimes committed by both adults and juveniles.
 (3) Arrest rates are expressed in terms of 1,000 juveniles.

Sources: US Census; 2004 Crime in the US; & Nebraska Crime Commission.



Sources: US Census; 2004 Crime in the US; & Nebraska Crime Commission.

Court and Probation Trends

Table 3-7 shows juvenile court petitions filed by reason for referral from 1999 to 2005. Juvenile court petitions filed for major offenses decreased by 4.4% between 1999 and 2005, although it remains the largest category of petitions that are filed. Petitions filed for minor/status offenses increased by 18.5% between 1999 and 2005. Juvenile court petitions filed for neglect/dependency increased by 168.1% between 1999 and 2005, which is a substantial increase. The percent increase in unknown petitions is large due to small numbers. Unknown petitions represented 8.2% of petitions in 2006.

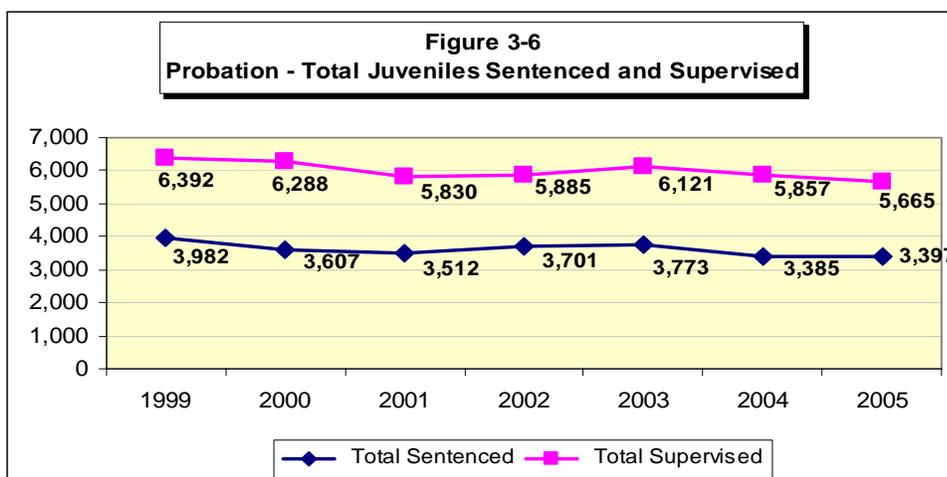
	1999	2000	2001	2002	2003	2004	2005	% Change
Major Offenses	5,388	4,807	4,345	5,077	5,221	4,880	5,152	-4.4%
Minor/Status	1,796	1,760	1,777	2,158	2,151	2,056	2,129	18.5%
Neglect/Dependency	1,011	1,223	1,465	1,360	1,419	1,856	2,710	168.1%
Unknown	3	2	7	5	7	223	897	29800.0%
TOTAL	8,198	7,792	7,594	8,600	8,798	9,015	10,888	32.8%

Source: Nebraska Crime Commission.

Table 3-8 and Figure 3-6 present trends in juveniles sentenced and supervised on probation. Total juveniles sentenced and supervised on probation decreased between 1999 and 2005. Nationally, juvenile probation is the outcome for 55% to 60% of youth processed through the juvenile court.

Table 3-8 Probation - Total Juveniles Sentenced and Supervised								
	1999	2000	2001	2002	2003	2004	2005	% Change
Total Sentenced	3,982	3,607	3,512	3,701	3,773	3,385	3,397	-14.7%
Total Supervised	6,392	6,288	5,830	5,885	6,121	5,857	5,665	-11.4%

Source: Nebraska Probation Office.



Source: Nebraska Probation Office.

Table 3-9 presents trends in completion and revocation of juvenile probation. Although the number of youth discharged from probation has decreased, the percent of youth that have a satisfactory completion has remained constant at around 68% to 70%. The rate of probation revocation also remained constant at around 9% to 12% between 1999 and 2005.

Table 3-9 Juvenile Probation Trends							
Years	Total Discharges	Satisfactory Completion		Total Probation Revocations		Other ¹	
		#	%	#	%	#	%
1999	3,700	2,531	68%	395	11%	774	21%
2000	3,865	2,665	69%	363	9%	837	22%
2001	3,561	2,340	66%	408	11%	813	23%
2002	3,535	2,464	70%	373	11%	698	20%
2003	3,695	2,486	67%	439	12%	770	21%
2004	3,625	2,548	70%	386	11%	691	19%
2005	3,346	2,286	68%	336	10%	724	22%

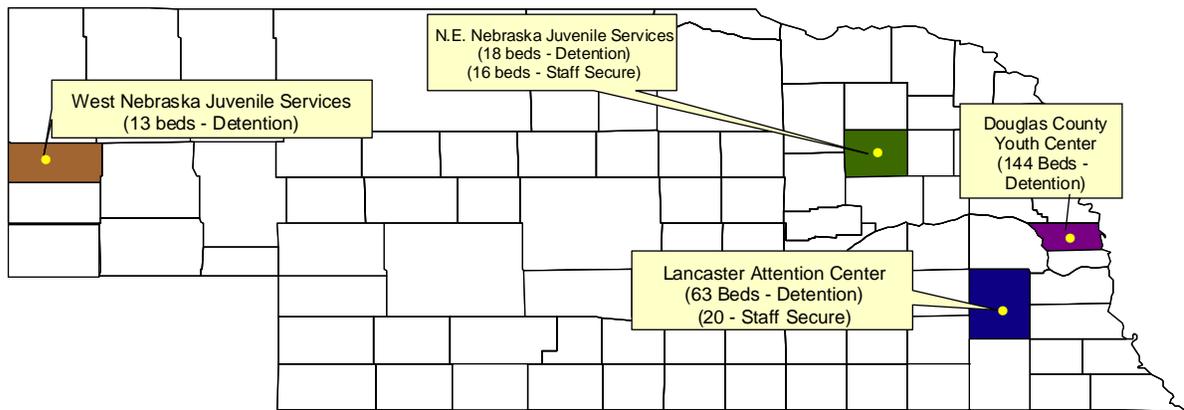
Note:
(1) Other includes death, unsatisfactory releases, warrants over 1 year, and absconded.

Source: Nebraska Probation Office.

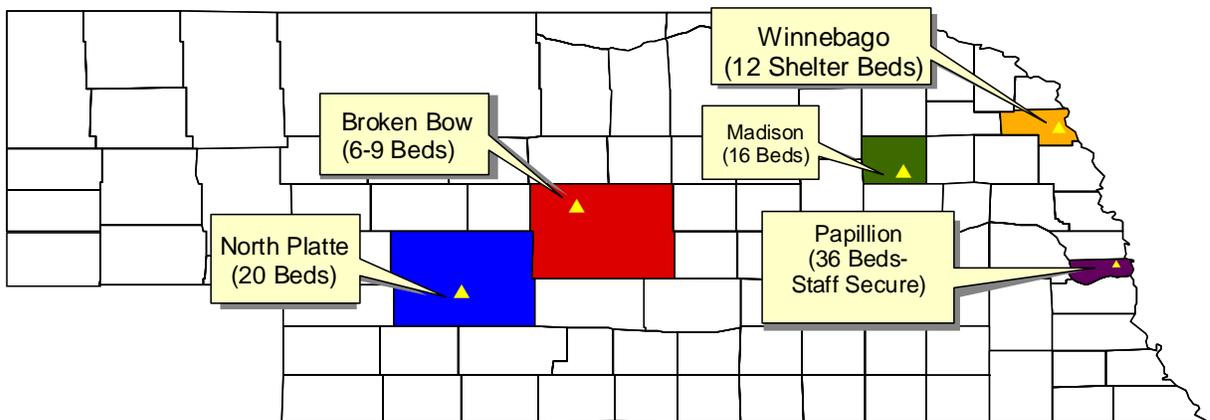
Detention Trends

Figure 3-7 shows the location of the four juvenile detention centers in Nebraska, and Figure 3-8 shows the location of staff secure detention facilities within the State.

**Figure 3-7
State of Nebraska Detention Centers**



**Figure 3-8
Staff Secure Programs**



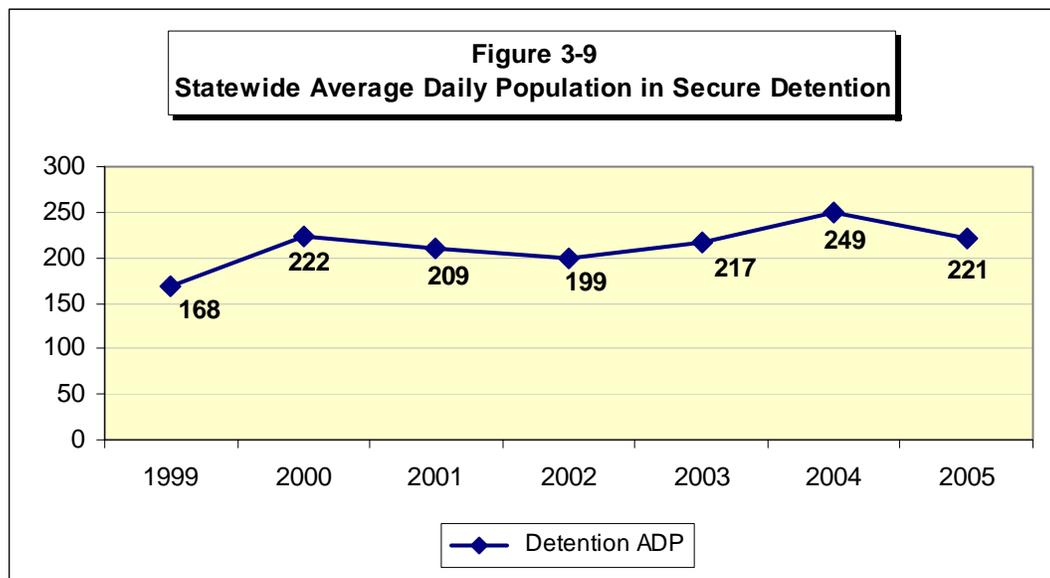
The number of statewide staff secure and shelter beds decreased substantially since 1999.

Staff Secure Facilities		
• North Platte: operated by Boys and Girls Home		20 beds
• Broken Bow: operated by Cedars Youth Services		6-8 beds
• Madison: Northeast Nebraska Juv. Services		16 beds
• Winnebago: HoChunk Neenk Chunk Ho Chee, Inc.		12 beds
• Papillion: Sarpy Co. Sheriffs Office Care Program		36 beds

Table 3-10 and Figure 3-9 show the historic growth in total secure detention population in the state. Average daily population in secure detention centers statewide increased by 31.8% between 1999 and 2005. The increased use of detention for youth in evaluation status has impacted on the growing secure detention population.

Table 3-10 Statewide Average Daily Population in Secure Detention								
	1999	2000	2001	2002	2003	2004	2005	% Change
Detention ADP	168	222	209	199	217	249	221	31.8%

Source: Nebraska Crime Commission.



Source: Nebraska Crime Commission.

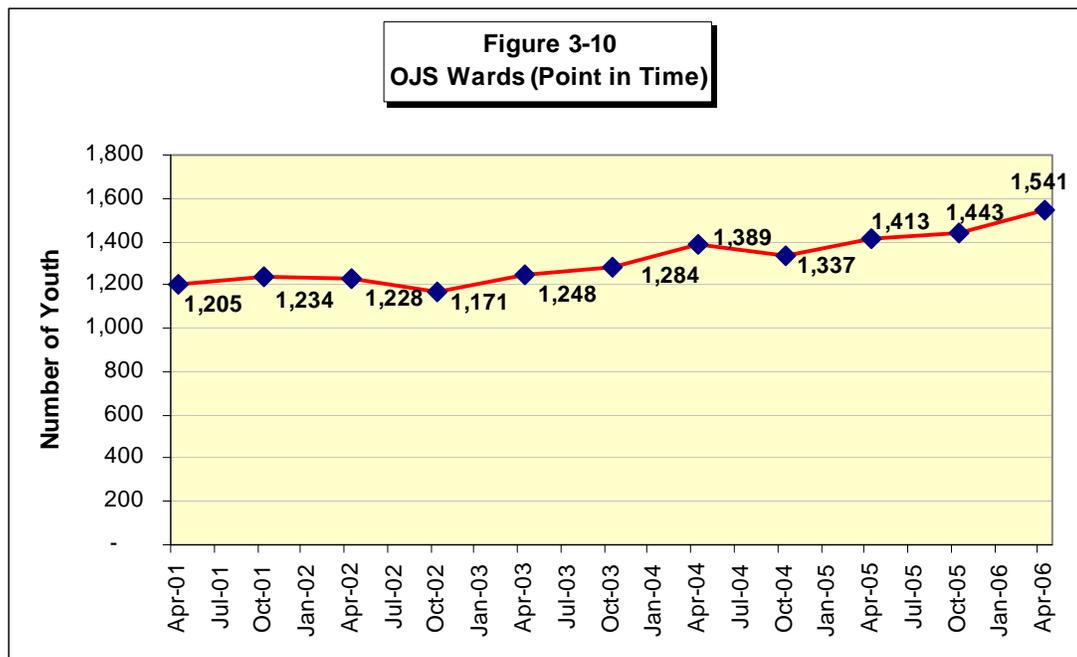
Office of Juvenile Services Trends

Table 3-11 presents a profile of youth committed to the Office of Juvenile Services in FY2006. Based on FY06 commitments, a typical youth placed in OJS custody was male (68.9%), white (60.6%), 15 to 17 years old (49.5%), had a delinquency petition filed (69.4%), and was adjudicated for a misdemeanor offense (51.9%).

Table 3-11 FY 2006 STATEWIDE OFFICE OF JUVENILE SERVICES COMMITMENT PROFILE State of Nebraska		
	FY 2006	
	Number	% of Total
<u>Gender:</u>		
> Male	2,219	68.9%
> Female	1,003	31.1%
Total	3,222	100.0%
<u>Race:</u>		
> White	1,954	60.6%
> Black	561	17.4%
> Hispanic	392	12.2%
> Native American	198	6.1%
> Asian	15	0.5%
> Other	102	3.2%
Total	3,222	100.0%
<u>Age:</u>		
> 12 and under	39	1.2%
> 13	54	1.7%
> 14	157	4.9%
> 15	331	10.3%
> 16	521	16.2%
> 17	742	23.0%
> 18	1,305	40.5%
> 19 and over	73	2.3%
Total	3,222	100.0%
<u>Petition Type:</u>		
> Delinquency	2,236	69.4%
> Delinq, Abuse/Neglect, Dependency	409	12.7%
> Delinquency, Status Offender	300	9.3%
> Missing/Unknown	277	8.6%
Total	3,222	100.0%
<u>Adjudication:</u>		
> Misdemeanor	1,673	51.9%
> Felony	205	6.4%
> Misdemeanor, Abuse/Neglect	192	6.0%
> Misdemeanor, Status Offense	178	5.5%
> Misdemeanor, Felony	112	3.5%
> Other combination	260	8.1%
> Missing	602	18.7%
TOTAL	3,222	100.0%

Source: Nebraska Health and Human Services.

Figure 3-10 illustrates the increase in the average monthly population of HHS/OJS Wards from April 2001 to April 2006. Monthly population increased by 27.8% between April 2001 and April 2006, which is 5.5% per year. This includes youth in residential and non-residential custody.



Source: HHS/OJS, October 2006.

Table 3-12 shows the summary of placement capacity. The number of placements that are Medicaid funded represents 43% of all placements. The number of Child Welfare funded placements is 41% of all placements. Youth placed at YRTC's represents 16% of total placements.

With the exception of Medicaid funded sex offender placements (0% female), the distribution of males versus female Medicaid funded placements is similar to the percent distribution of males (63%) and females (37%) at the YRTC's. Due to the status of most secure capacity in Nebraska, YRTC's are not Medicaid eligible placements.

	Capacity	% of Total Capacity	% of Placements	
			Male	Female
Medicaid Funded				
> Mental Health	403		62%	38%
> Substance Abuse	151		64%	36%
> Sex Offender	84		100%	0%
Subtotal	638	43%		
Child Welfare Funded				
> Group Home A	225		-	-
> Group Home B	174		-	-
> Emergency Shelter	215		-	-
Subtotal	614	41%		
YRTC's	240		63%	37%
Subtotal	240	16%		
TOTAL	1,492	100.0%		

Source: HHS/OJS August, 2006.

Table 3-13 shows the profile of OJS placements by type. Based on October, 2006 placement profiles the majority of youth in HHS/OJS custody statewide are in out-of-home placements.

Table 3-13 Office of Juvenile Services - HHS/OJS Statewide Placement by Type - October 2006		
Type of Placement	Number of Placements	% of Total
In Home	601	40.6%
Runaway	54	3.6%
Independent Living	32	2.2%
Out-of-Home Total	795	53.6%
Total Placements	1,482	100.0%
Out-of-Home by Category		
A. Adopt/Foster/Emergency	187	
B. Group Home/Treatment	236	
C. Detention/Jail	63	
D. Mental Health/Other	17	
E. Residential Treatment	112	
F. YRTC's	180	
Total Out-of-Home	795	

Source: Nebraska Office of Juvenile Services, 2006.

Tables 3-14 through 3-18 compare placements by type in each of the five service regions. Both the Northern and Eastern Service Regions have similar placement patterns, although out-of-home placements in the Northern Region represent 55% of total placements compared to 53.68% statewide.

Table 3-14 Office of Juvenile Services Placement by Type HHS/OJS Ward - October 2006 - Northern Region		
Type of Placement	Number of Placements	% of Total
In Home	88	40.4%
Runaway	7	3.2%
Independent Living	3	1.4%
Out-of-Home Total	120	55.0%
Total Placements	218	100.0%
Out-of-Home by Category		
A. Adopt/Foster/Emergency	32	
B. Group Home/Treatment	29	
C. Detention/Jail	3	
D. Mental Health/Other	5	
E. Residential Treatment	14	
F. YRTC's	37	
Total	120	

Source: Nebraska Office of Juvenile Services, 2006.

Table 3-15 Office of Juvenile Services Placement by Type HHS/OJS Ward - October 2006 - Eastern Region		
Type of Placement	Number of Placements	% of Total
In Home	203	40.6%
Runaway	32	6.4%
Independent Living	1	0.2%
Out-of-Home Total	264	52.8%
Total Placements	500	100.0%
Out-of-Home by Category		
A. Adopt/Foster/Emergency	52	
B. Group Home/Treatment	95	
C. Detention/Jail	39	
D. Mental Health/Other	6	
E. Residential Treatment	29	
F. YRTC's	43	
Total	264	

Source: Nebraska Office of Juvenile Services, 2006.

The Southeast Region has the highest percentage of youth in out-of home placements at 55.8% of total placements.

Table 3-16 Office of Juvenile Services Placement by Type HHS/OJS Ward - October 2006 - Southeast Region		
Type of Placement	Number of Placements	% of Total
In Home	172	39.0%
Runaway	10	2.3%
Independent Living	13	2.9%
Out-of-Home Total	246	55.8%
Total Placements	441	100.0%
Out-of-Home by Category		
A. Adopt/Foster/Emergency	60	
B. Group Home/Treatment	72	
C. Detention/Jail	14	
D. Mental Health/Other	2	
E. Residential Treatment	40	
F. YRTC's	58	
Total	246	

Source: Nebraska Office of Juvenile Services, 2006.

The Central Region has the lowest percentage of youth in out-of-home placements (50.6%).

Table 3-17 Office of Juvenile Services Placement by Type HHS/OJS Ward - October 2006 - Central Region		
Type of Placement	Number of Placements	% of Total
In Home	78	43.3%
Runaway	2	1.1%
Independent Living	9	5.0%
Out-of-Home Total	91	50.6%
Total Placements	180	100.0%
Out-of-Home by Category		
A. Adopt/Foster/Emergency	31	
B. Group Home/Treatment	20	
C. Detention/Jail	1	
D. Mental Health/Other	3	
E. Residential Treatment	15	
F. YRTC's	21	
Total	91	

Source: Nebraska Office of Juvenile Services, 2006.

The Western Region had 51.7% of youth in out-of- placement in October, 2006.

Table 3-18 Office of Juvenile Services Placement by Type HHS/OJS Ward - October 2006 - Western Region		
Type of Placement	Number of Placements	% of Total
In Home	60	42.0%
Runaway	3	2.1%
Independent Living	6	4.2%
Out-of-Home Total	74	51.7%
Total Placements	143	100.0%
Out-of-Home by Category		
A. Adopt/Foster/Emergency	13	
B. Group Home/Treatment	20	
C. Detention/Jail	6	
D. Mental Health/Other	0	
E. Residential Treatment	14	
F. YRTC's	21	
Total	74	

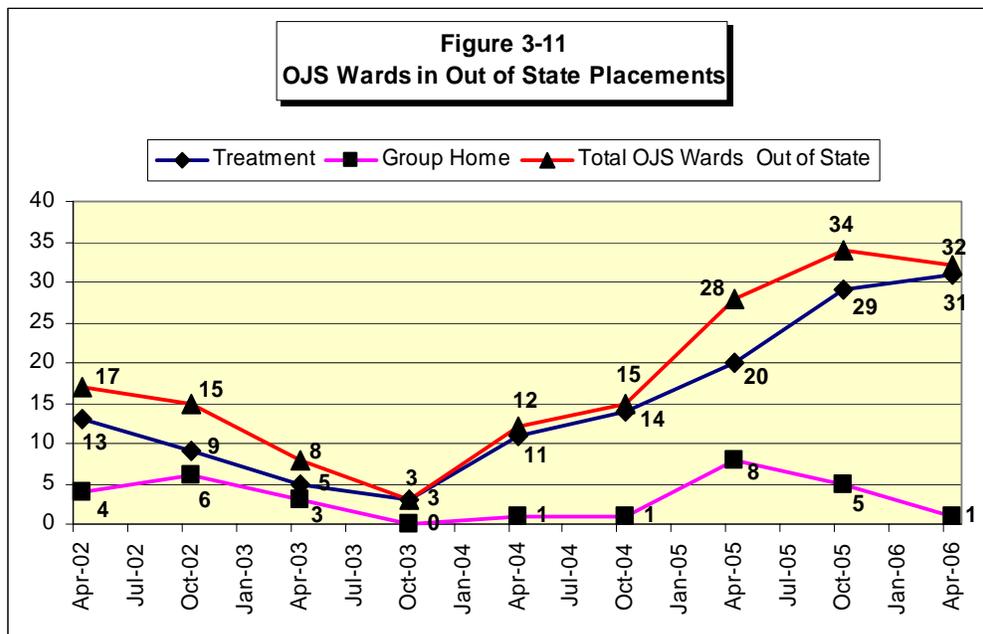
Source: Nebraska Office of Juvenile Services, 2006.

Table 3-19 shows the allocation of OJS placements between 2001 and 2006. Although out-of-home placements represent the majority of HHS/OJS placements in 2006, the biggest growth in the allocation of placements has occurred in In-Home placements, while the percentage of out-of-home placements has declined as a percent of total placements.

Table 3-19 Office of Juvenile Services Placement by Type State of Nebraska						
Type of Placement	2001 % of Total	2002 % of Total	2003 % of Total	2004 % of Total	2005 % of Total	2006 % of Total
In Home	30.1%	28.8%	28.3%	26.8%	30.6%	40.6%
Runaway	1.6%	1.8%	0.7%	1.9%	1.9%	3.6%
Independent Living	0.7%	0.9%	1.2%	1.0%	1.0%	2.2%
Out-of-Home	67.6%	68.4%	69.9%	70.4%	66.5%	53.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: HHS Office of Juvenile Services.

Figure 3-11 shows the distribution of placement capacity that is out-of-state. Out-of-state placements almost doubled between April 2002 and April 2006, going from 17 to 32.



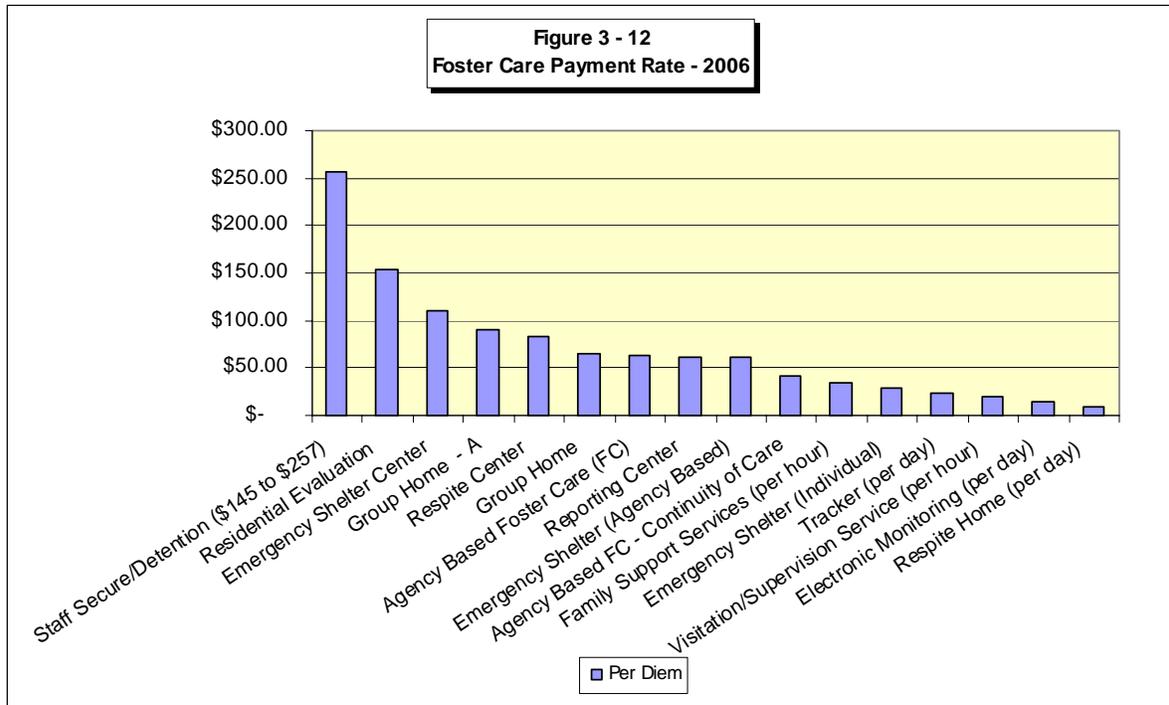
Source: HHS Office of Juvenile Services.

Table 3-20 and Figure 3-12 shows the per diem rates for various services that area provided or contracted by OJS. The per diem rates paid by OJS for residential services vary from \$257 for secure detention placements to \$28.51 for Emergency Shelter-Individual.

The FY 05 per diem rate at YRTC Kearney was \$142.57 and \$151.32 at YRTC Geneva. The per diem rate at the Hastings Regional Center is \$458, based on the current average daily population of 32 youth.

Table 3-20 Foster Care Payment Rate - 2006	
	Per Diem Rate
Staff Secure/Detention (\$145 to \$257)	\$ 257.00
Residential Evaluation	\$ 153.00
Emergency Shelter Center	\$ 109.65
Group Home - A	\$ 90.79
Respite Center	\$ 82.73
Group Home	\$ 65.79
Agency Based Foster Care (FC)	\$ 63.75
Reporting Center	\$ 61.20
Emergency Shelter (Agency Based)	\$ 60.69
Agency Based FC - Continuity of Care	\$ 40.80
Family Support Services (per hour)	\$ 35.19
Emergency Shelter (Individual)	\$ 28.51
Tracker (per day)	\$ 23.61
Visitation/Supervision Service (per hour)	\$ 19.38
Electronic Monitoring (per day)	\$ 15.30
Respite Home (per day)	\$ 9.19

Source: Office of Juvenile Services, 2006.



Source: Office of Juvenile Services, 2006.

Table 3-21 shows the HHS/OJS budget for FY 2006. The YRTC's at Kearney and Geneva represent the largest portion of the OJS budget at 57.4%.

Table 3-21 HHS/OJS Budget Analysis by Program FY 2006 Adjusted Budget		
	Adjusted Budget	%
OJS Administration	\$ 359,969	1.2%
Parole	\$ 668,176	2.3%
Geneva	\$ 6,462,582	22.4%
Kearney	\$ 10,035,691	34.8%
Community/JABIG/VOI/TIS	\$ 9,563,005	33.2%
Reserve	\$ 1,716,711	6.0%
TOTAL	\$ 28,806,134	100.0%

Source: HHS/OJS October, 2006.

Table 3-22 presents the Detention service costs paid by OJS from FY 2004 to FY 2006. Detention costs represented 26% of Child Welfare Fund Code "OJS" in FY 2006. As Table 3-22 indicates, detention costs paid by OJS increased 72% per year between FY2004 and FY 2006. This is due, in large part, to the increased placement of youth in detention in evaluation status. According to statute, OJS should make the decision to place youth in detention pending evaluation, but Judges are making placement decisions and detention populations have grown. Evaluation data in 2006 indicated that only 15% of youth evaluated required a sub-acute level of care.

Table 3-22 OJS Detention Service Cost FY 2004 to FY 2006	
	Cost
FY 2004	\$ 1,843,862
FY 2005	\$ 3,508,821
FY 2006	\$ 4,481,118

Source: HHS/OJS October, 2006.

Youth Rehabilitative and Treatment Centers and Hastings Regional Center Trends

Figure 3-13 shows the location and capacity of the YRTC's at Geneva (girls) and Kearney (boys), and the capacity for the substance abuse treatment program for boys at the Hastings Regional Center. All males are admitted to Kearney, and transferred to the substance treatment program at Hastings based on assessment of treatment needs.

**Figure 3-13
Youth Rehabilitative and Treatment Centers (YRTC)
and Hastings Regional Center**

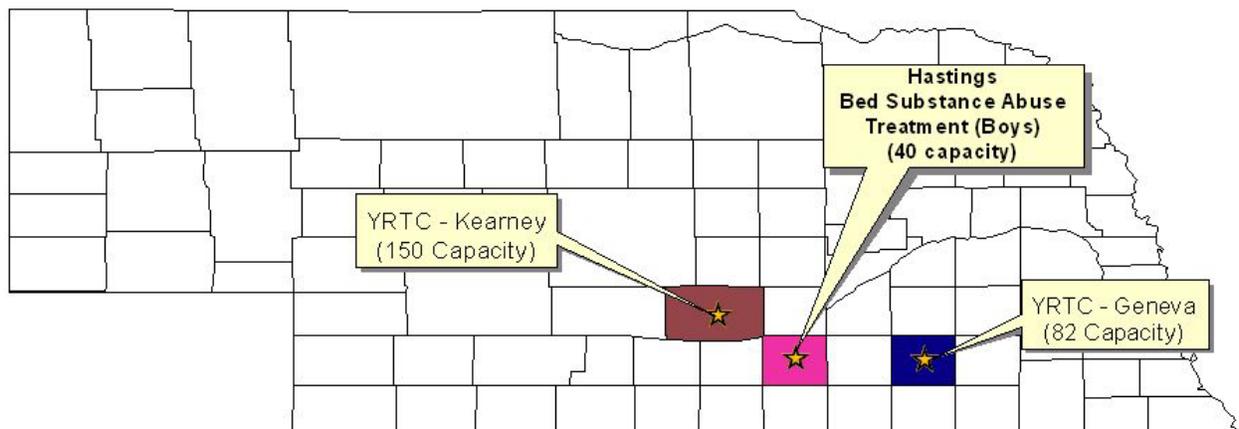
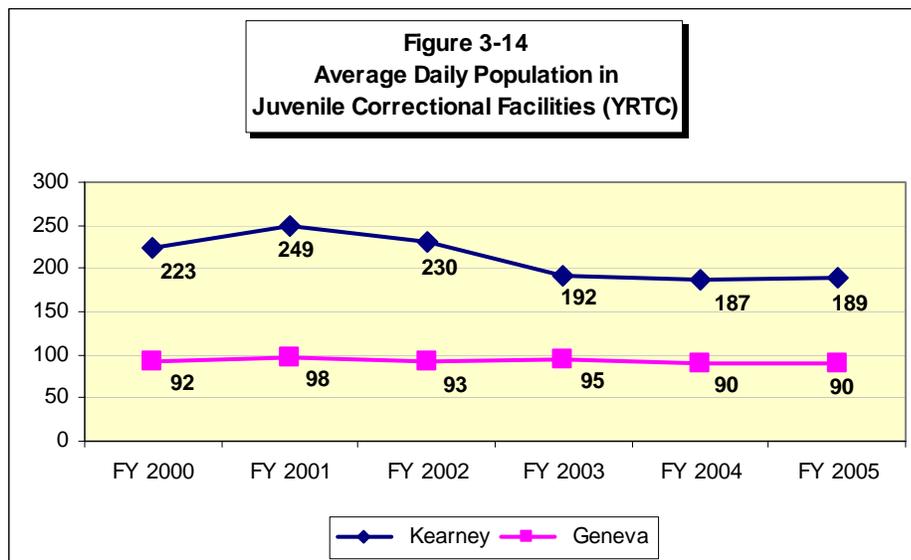


Table 3-23 and Figure 3-14 show the average daily population of youth at YRTC Kearney and Geneva. The average daily population at Kearney includes roughly 30 to 35 youth that are placed in the Substance Abuse Treatment Program at Hastings. Average daily population at YRTC's decreased by 11.4% between FY2000 and FY2005. The biggest decrease occurred at YRTC Kearney, where average daily population decreased by 15.2% between FY2000 and FY2005.

Table 3-23 Average Daily Population in Juvenile Correctional Facilities (YRTC)							
Facility	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	% Change
Kearney	223	249	230	192	187	189	-15.2%
Geneva	92	98	93	95	90	90	-2.2%
Total	315	347	323	287	277	279	-11.4%

Note: YRTC Kearney ADP includes Hastings.

Source: YRTC Kearney and Geneva Annual Reports.



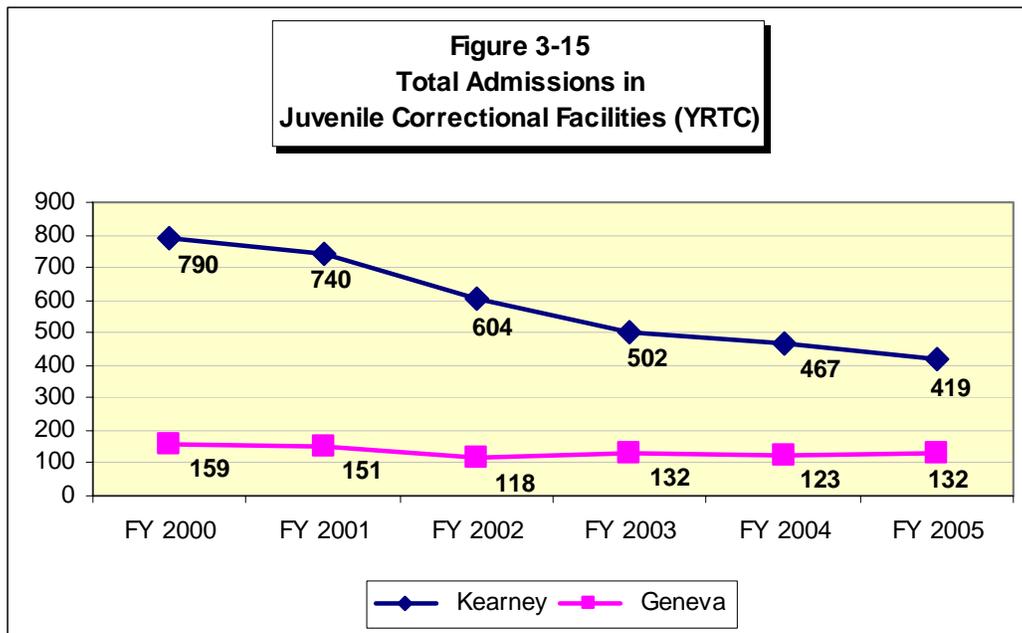
Source: YRTC Kearney and Geneva Annual Reports.

Table 3-24 and Figure 3-15 show the trend in admissions to YRTC Kearney and Geneva. Admissions to YRTC's decreased substantially (41.9%) between FY2000 and FY2006. The largest drop in admissions has occurred at YRTC Kearney, which decreased by 47% during the time period. Admissions to YRTC Geneva decreased by 17% between FY 2000 and FY 2005.

Table 3-24 Total Admissions in Juvenile Correctional Facilities							
Facility	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	% Change
Kearney	790	740	604	502	467	419	-47.0%
Geneva	159	151	118	132	123	132	-17.0%
Total	949	891	722	634	590	551	-41.9%
Hastings	41	68	59	73	115	124	

Note: Hastings admissions are actually transfers from Kearney.

Source: YRTC Kearney and Geneva Annual Reports.



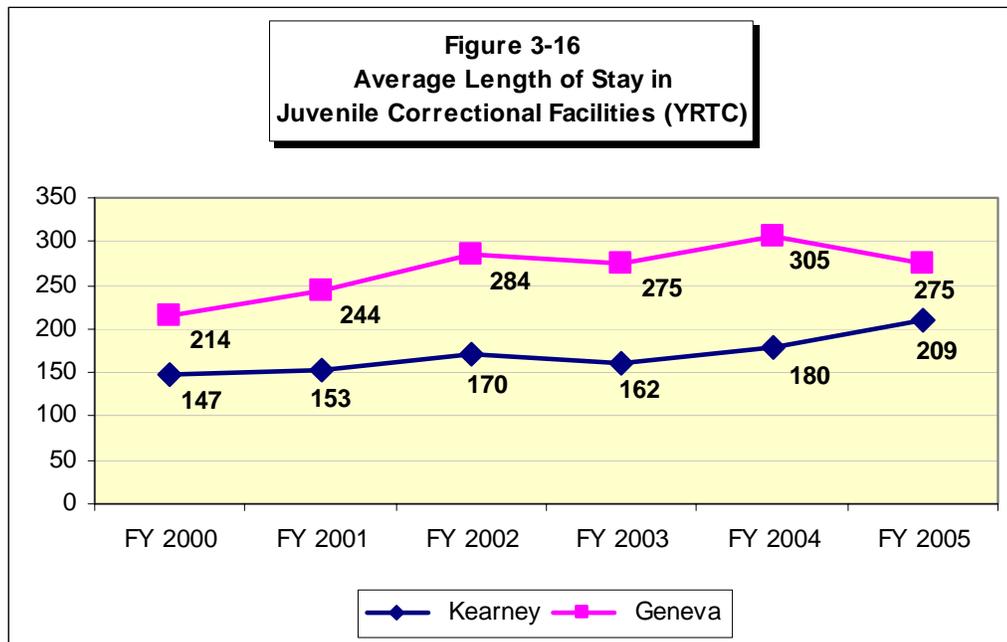
Source: YRTC Kearney and Geneva Annual Reports.

Table 3-25 and Figure 3-16 show the average length of stay at YRTC Kearney and Geneva. Average length of stay increased 42.2% at Kearney, going from roughly 4.9 months in FY2000 to 6.9 months in FY2005. Average length of stay at Geneva increased 28.5% during the same time frame, going from roughly 7.1 months in FY2000 to 9.2 months in FY2006. Current daily capacities at both facilities would be substantially lower if average length of stay had not almost doubled over the past five years.

Table 3-25 Average Length of Stay in Juvenile Correctional Facilities							
Facility	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	% Change
Kearney	147	153	170	162	180	209	42.2%
Geneva	214	244	284	275	305	275	28.5%

Note: YRTC Kearney ALOS includes Hastings.

Source: YRTC Kearney and Geneva Annual Reports.



Source: YRTC Kearney and Geneva Annual Reports.

Hastings Regional Center Trends

Table 3-26 shows the trends at the Hastings Regional Center substance abuse treatment program for boys. Average daily population at Hastings grew 17.5% per year between 2003 and 2006. Average length of stay grew 10.5% per year during the same time period.

The FY 05/06 Hastings Adolescent Substance Abuse Program Operational budget was \$5,353,490. This translates to a per diem rate of \$366 when the facility is at capacity (40). Average daily population in FY 05/06 was 32 youth, which translates to a \$458 per diem cost. Preliminary data for the most recent fiscal year show declining admissions and increased length of stay. The Office of Juvenile Services receives Medicaid reimbursement for placements at the Hastings Substance Abuse Treatment Program.

Table 3-26 HASTINGS REGIONAL CENTER								
	1999 ¹	2000	2001	2002	2003	2004	2005 ²	2006
Capacity	30	30	30	30	30	30	40	40
Clients Served (Admissions)	12	78	85	92	111	138	148	112
Average Daily Population ³	5	17	27	23	21	27	33	32
Average Length of Stay (in days)	51	95	155	130	87	88	93	114
Discharge Living Arrangement								
Private Home		28	47	51	51	87	95	65
Foster Home		2		1		3	6	4
Group Home		4	7	13	10	5	10	4
Homeless Shelter			1					
Detention/Jail					2	1	3	
Halfway House/TX Facility				1	5		1	2
YRTC	4	12	8	8	20	13	10	2
Other								1
Unknown (Discharged from AWOA)		7	1		2		1	2

Note:
 1. The HJCDP Program opened on 10-18-1999.
 2. Number of beds increased from 30 to 40 in August of 2005.
 3. Census at midnight on Dec. 31st divided by Admissions during the year.

Source: Hastings Regional Center.

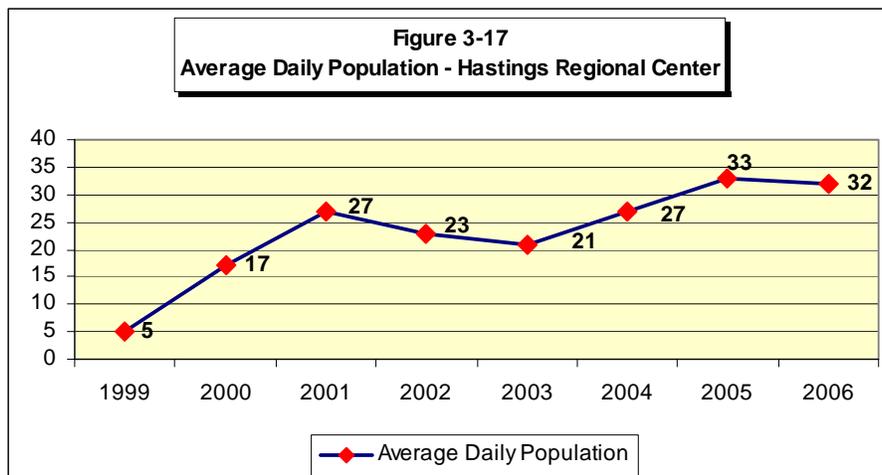


Table 3-27 presents a profile of youth committed to YRTC's. The typical juvenile placed at YRTC's is male (76%), White (51.9%), commitment (84.2%), with the largest offense category of theft (26.1%). In FY2005, 8% of youth were placed in YRTC's for parole violation. Almost 50% of the population at Kearney and Geneva are 17 to 18 years old. The percentage of minority youth committed to YRTC's increased since the 1999 Master Plan Report, going from 37% of total commitments in 1999 to 48% in 2006.

Table 3-27 FY 2005 YRTC COMMITMENT PROFILE State of Nebraska		
	FY 2005	
	Number	% of Total
Gender:		
Male	419	76.0%
Female	132	24.0%
Total	551	100.0%
Race:		
White	286	51.9%
Black	113	20.5%
Hispanic	105	19.1%
Native American	44	8.0%
Asian	3	0.5%
Other	0	0.0%
Total	551	100%
Admission Type:		
Commitment	464	84.2%
Parole Violator	44	8.0%
Recommitment	43	7.8%
Total	551	100.0%
Offense:		
Theft	144	26.1%
Assault	108	19.6%
Criminal Mischief	60	10.9%
Possession of Drugs	55	10.0%
Burglary	45	8.2%
Auto Theft	39	7.1%
Concealed Weapon	17	3.1%
MIP	13	2.4%
Disorderly Conduct	9	1.6%
Robbery	8	1.5%
Trespass	6	1.1%
Probation Violation	2	0.4%
Other	45	8.2%
TOTAL	551	100.0%
YRTC Commitment Profile by Age		
	Kearney	Geneva
Age:		
13 to 14 yrs	10.0%	12.0%
15 to 16 yrs	44.0%	38.0%
17yrs	34.0%	33.0%
18yrs	12.0%	17.0%
Total	100.0%	100.0%

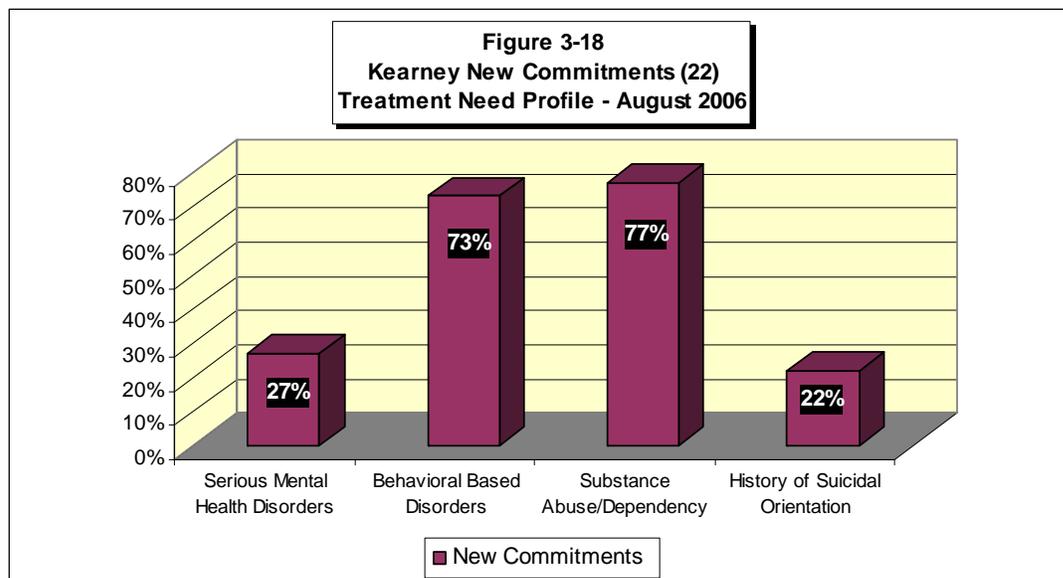
Source: YRTC's 2005/2006 Annual Reports.

Table 3-28 presents the offense breakdown of youth admitted to Kearney and Geneva. Theft, burglary, and assault are the largest categories of commitments by offense at both Kearney and Geneva. The percentage of girls committed to Geneva for assault in FY 2006 (30.5%) nearly doubled compared to FY 2005 (18.2%).

Table 3-28 Breakdown of Commitments by Offense FY 2005/2006		
Offense	Kearney	Geneva
Theft, Burglary	29.7%	17.2%
Assault	19.2%	30.5%
Concealed Weapon	4.1%	0.0%
Drug Possession	13.5%	7.9%
Criminal Mischief	9.2%	9.9%
Auto Theft	5.7%	4.0%
Other Offenses	18.6%	30.5%

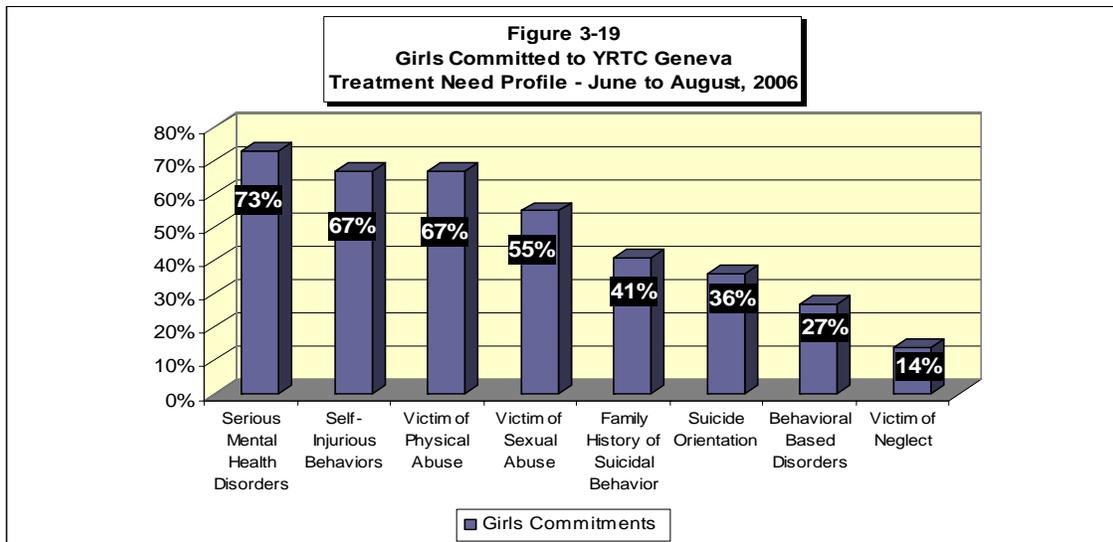
Source: YRTC's 2005/2006 Annual Reports.

Figure 3-18 presents a profile of treatment needs of the Kearney population. Based on 22 new commitments to Kearney in August 2006, there is a high percentage of population at Kearney with mental health, substance abuse, and behavioral treatment needs.



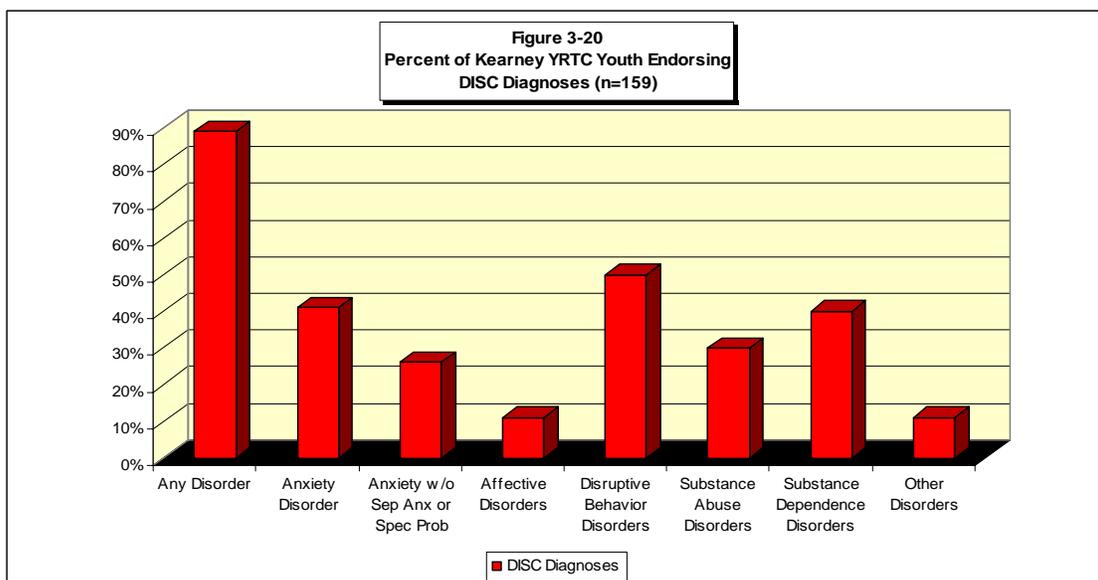
Source: YRTC Kearney, August 2006.

Figure 3-19 presents a treatment need profile for girls committed to Geneva between June-August 2006. A high percentage of girls (73%) have serious mental health disorders compared to the sample of boys at Kearney (27%). However, boys have a higher percentage of behavioral based disorders (73%) compared to girls (27%).

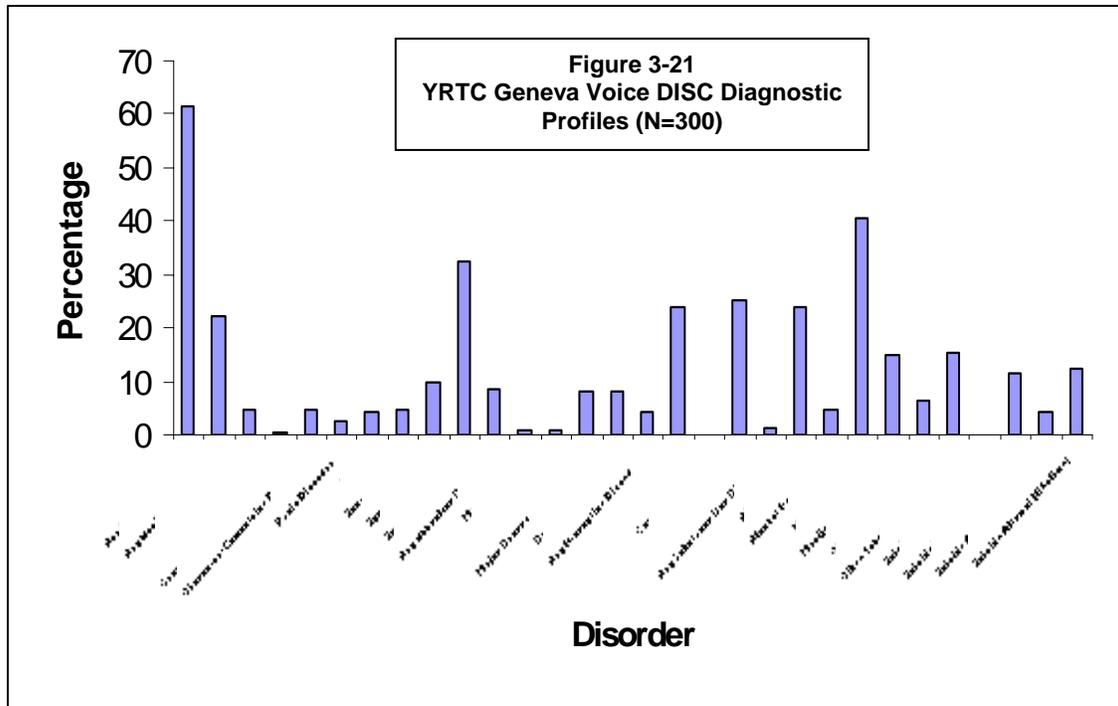


Source: YRTC Geneva, June to August 2006.

Figures 3-20 and 3-21 further illustrate the high level of treatment needs that are present in youth committed to YRTC's at Kearney and Geneva. The percentage of youth with any level of disorder at Kearney is 90%, and 65% at Geneva.



Source: YRTC Geneva, June to August 2006.



Source: YRTC Geneva, June to August 2006.

Parole Trends

Table 3-29 and Table 3-30 show parole and discharge trends for youth at Kearney and Geneva. In FY 2006, roughly 400 youth were placed on parole from YRTC's.

Table 3-29 PAROLE PROFILE - YRTC KEARNEY		
	FY 04/05	FY 05/06
PAROLE		
Paroled	165	201
Administrative Parole	66	71
Supervision Parole	19	13
Parole Reinstatement	4	6
Subtotal Parole	254	291
DISCHARGE		
Administrative	98	58
Institutional	58	57
Revoked	30	37
Subtotal Discharge	186	152
TOTAL PAROLE	440	443

Source: YRTC Kearney.

Table 3-30 PAROLE PROFILE - YRTC GENEVA		
	FY 04/05	FY 05/06
Paroled	117	118
Institutional Discharge	23	26
TOTAL	140	144

Source: YRTC Geneva.

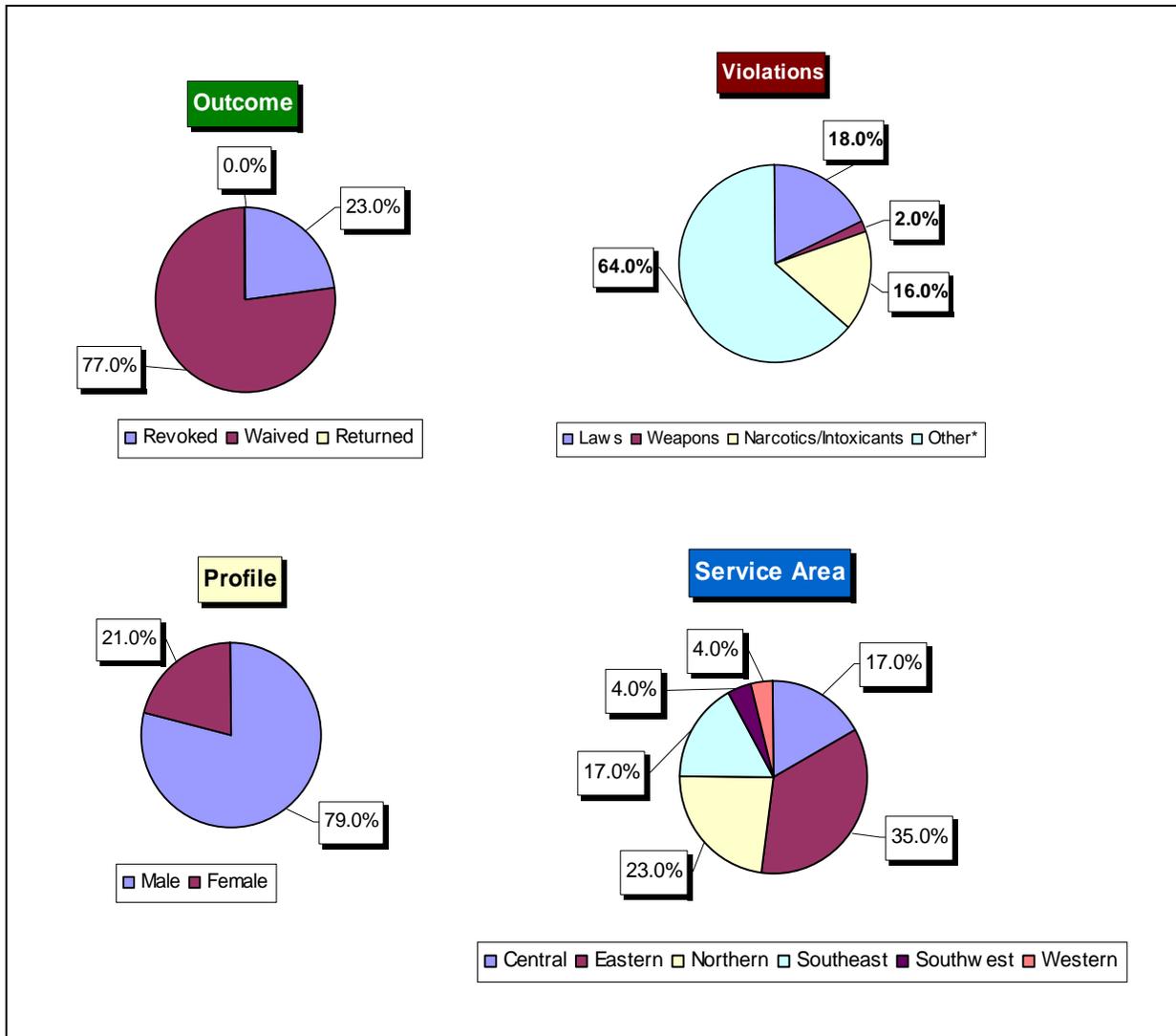
Table 3-31 shows the trends in parole revocation hearing statistics between FY 2000 and FY 2005. The number of revocation hearings conducted, juvenile revocations, juveniles waived, and juveniles returned to supervision all decreased substantially between FY 2000 and FY 2005.

Table 3-31 PAROLE REVOCATION HEARING STATISTICS							
	FY 00	FY 01	FY 02	FY 03	FY 04	FY 05	% Change
1. Number of Revocation Hearings Conducted	191	147	90	34	42	48	-74.9%
2. Number of Juveniles Revoked	125	78	54	12	23	11	-91.2%
3. Number of Juveniles Waived	65	65	28	22	19	37	-43.1%
4. Number of Juveniles Returned to Supervision	1	4	8	0	0	0	-100.0%
5. <u>Service Area Breakdown:</u> (ICCU included in annual total)							
> Northern	34	26	17	2	7	11	-67.6%
> Eastern	47	40	18	4	9	17	-63.8%
> Southeast	25	24	12	5	9	8	-68.0%
> Central	50	25	28	14	6	8	-84.0%
> Southwest	24	17	2	3	3	2	-91.7%
> Western	11	15	13	6	8	2	-81.8%

Source: Nebraska Health and Human Services Protection and Safety, 2006.

Figure 3-22 illustrates the parole revocation profile based on FY 2005 data. The largest category of offense violation is other (64%), which includes the following violations: residence, curfew, school, employment, associates, directives, motor vehicle, consent to search, travel, marriage, and special conditions. Only 18% of violations were law violations.

**Figure 3-22
Parole Revocation Profile – FY05**



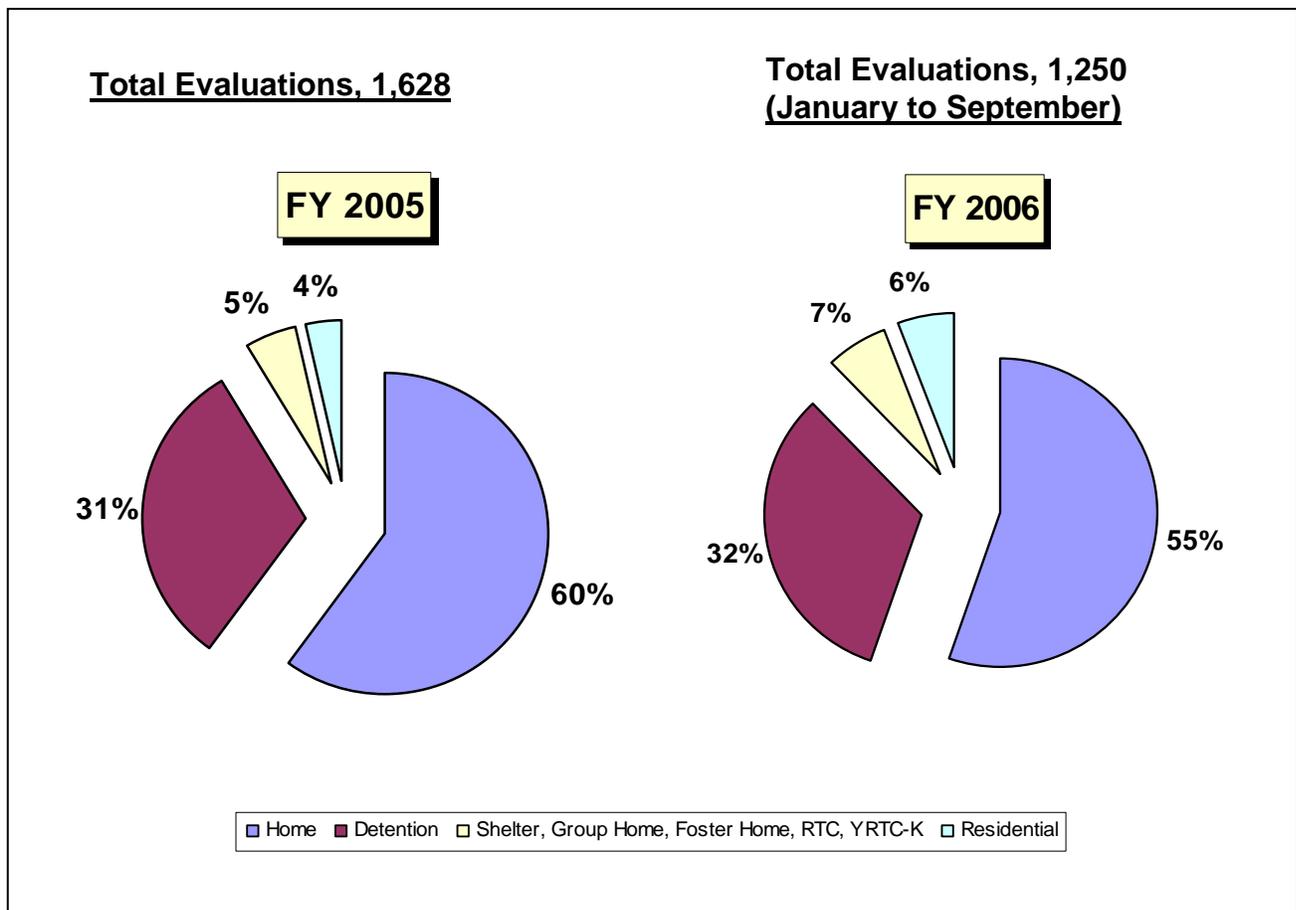
Source: Nebraska Health and Human Services Protection and Safety, 2006.

*Other includes: Violations that include Residence, Curfew School Employment, Associates, Directives, Motor Vehicle, Consent to Search, Travel, Marriage, and Special Conditions.

Evaluation Trends

Figure 3-23 presents a profile of OJS evaluations. In FY2005 and FY 2006 nearly one-third of youth evaluations were conducted in detention. Further data indicate that only 15% of youth evaluated in 2006 required a sub-acute level of care based on the evaluation.

**Figure 3-23
OJS Evaluation Trends**



Source: Nebraska Health and Human Services Protection and Safety, 2006.

Juvenile Correctional Comparative Analysis

The per diem rate for juvenile correctional facility operation in Nebraska is below the comparison group average. The percentage of girls at 32.3% is higher than the comparison group average

Table 3-32 JUVENILE CORRECTIONS COMPARATIVE ANALYSIS							
State	2005 State Juv. Population	State Operated Juv. Corr. Beds	Total ADP	Incarceration Rate	Percent Girls	Avg. Length of Stay (mos.)	Avg. Per Diem Cost
Nebraska	428,932	230	279	0.65	32.3%	7.6	\$145
Arkansas	683,672	0	469	0.69	9.0%	7.8	\$126 - \$182
Idaho	372,936	200	417	1.12	14.0%	14.5	\$240
Iowa	667,926	240	229	0.34	17.5%	9.0	\$185
Kansas	671,447	588	419	0.62		8.5	\$231
South Dakota	186,245		435	2.34		5.2	\$163
Utah	738,937	234	194	0.26	13.0%	13.5	\$205
Average	553,527	252	361	0.89	13.4%	9.8	\$205

Notes:
(1) Juvenile population includes youth under 18 years according to 2005 Census estimates.

Source: Chinn Planning, Inc.

Summary of Key Findings

Although Nebraska's total and juvenile population did not grow significantly between 1980 and 2000, the rate of growth for Nebraska's adult population will more than double between 2000 and 2020, and the rate of growth for juvenile population will be even higher.

Total juvenile arrests decreased by 21.9% between 1999 and 2005, with the largest decrease (34.7%) in arrests of juveniles for Part I serious offenses. In 2005, only 1.2% of Nebraska juveniles were arrested for serious Part I violent offenses. Almost one-third of juvenile arrests in 2005 were for status, liquor law, and drug violations combined.

Juvenile court petitions for major offenses decreased by 4.4% between 1999 and 2005. Juvenile court petitions for minor and status offenses increased by 18.5% for the same period. The largest increase in juvenile court petitions statewide is for neglect/dependency, which grew by 168.1%.

A typical youth committed to in HHS/OJS custody in FY2006 was male (68.9%), white (60.6%), 15 to 17 years old (49.5%), had a delinquency petition filed (69.4%), and was adjudicated for a misdemeanor offense (51.9%).

The number of youth sentenced to probation, supervised on probation, and discharged from probation all decreased between 1999 and 2005. However, the percent of youth that have satisfactory completion remained constant at around 68% to 70%. Probation revocations also remained constant at roughly 9% to 12% of total discharges between 1999 and 2005. The decrease in probation caseload statewide has occurred because judges are increasing commitments to OJS in order to access services.

The number of statewide staff secure and shelter care placements has decreased substantially

from 1999 levels. Many facilities that operated in 1999 have been closed.

Average daily population at the state’s four secure detention centers increased by 31.8% between 1999 and 2005. This is due, in large part, to the increase in the number of youth placed in detention centers awaiting evaluation. The HHS/OJS budget for detention center reimbursement increased 72% per year between FY2004 and FY2006. OJS does not make the determination to place youth in secure detention. Some youth are placed in secure detention awaiting an evaluation that may have been ordered before adjudication. Based on 2006 evaluation data, only 15% of youth evaluated required a sub-acute level of care.

The average monthly population of youth that are in HHS/OJS custody (roughly 1,500 youth in April 2006) increased 5.5% per year between 2001 and 2006. Out-of home placement as a percentage of total placements was 53.6% statewide in October 2006, with minor variations of that percentage among the five service areas in the state. Although out-of-home placements represent the majority of HHS/OJS placements, the biggest growth in the allocation of placements has occurred in In-Home placement, while the percentage of out-of-home placements has declined as a percent of total placements. The number of OJS youth placed out-of-state doubled between 2002 and 2006, going from 17 youth to 32 youth.

Per diem rates for services vary, however, the community based services have the lowest rates. YRTC’s at Kearney and Geneva represent the largest portion of the OJS budget at 57.4%. OJS costs for detention services increased 72% per year between FY2004 and FY2006. Per diem rates are as follows:

FY 05/06 Per Diem Rate		
	Avg. Daily Population	Per Diem Rate
Kearney	157	\$ 142.57
Hastings	32	\$ 458.00
Geneva	90	\$ 151.32
Total	279	

Average daily population at YRTC’s in Kearney and Geneva by the end of FY2005 was 279. This represents a decrease of 11.4% between FY2000 and FY2005, with the biggest decrease at Kearney (15.2%). The average daily population at Kearney includes the roughly 30 to 35 youth that are transferred to the Hasting Substance Abuse Treatment program. By the end of 2006, all facilities were operating below capacity.

Admissions to YRTC’s decreased by 41.9% between FY2000 and FY2005, with the biggest decrease occurring at Kearney (47%). However, average length of stay has increased substantially during the same time period—a 42.2% increase at Kearney, and a 28.5% increase at Geneva.

The typical juvenile placed at YRTC’s is male (76%), white (51.9%), with the commitment offense of theft (26.1%). In FY2005, 8% of youth were placed at YRTC’s for parole violations, which is substantial reduction since FY1999 when 22% of youth were committed to YRTC’s for parole violations. The percentage of minority youth committed to HHS/OJS custody increased between FY1999 and FY2006, going from 37% to 48% of total commitments.

Youth at both Kearney and Geneva have significant treatment needs, including mental health, substance abuse, and behavioral treatment needs.

The Western Region has the highest rates of juvenile arrests, petitions filed, commitment to YRTC's, and youth placed on probation. The Eastern Region has the highest rate of secure detention in the state.

The per diem rate for juvenile correctional facility operation in Nebraska is below the state comparison group average. In addition, the percentage of girls in state correctional facilities at 32.3% is substantially higher than the comparison group average at 13.4%.

OFFICE OF JUVENILE SERVICES OPERATIONAL ASSESSMENT

Overview

OJS does not control the front or back end of the placement process. A single point of entry with a consistent evaluation process in the least restrictive placement does not exist. A high percentage of youth are directly committed to programs from the court, and although OJS pays for these services they may not be appropriate. As probation caseloads and services decline across the state, and due to lack of local alternative programs, youth are placed in OJS custody in order to access services. On the back end of placement, youth do not have adequate service and supervision to ensure successful reentry to their communities. The judiciary is driving placement decisions.

The number of youth placed in detention centers for evaluations is increasing. Approximately one-third of evaluations were conducted while youth were housed in a detention center in 2005. OJS costs for detention center placements increased 72% per year in the last two years. Based on 2006 evaluation data, only 15% of youth evaluated required a sub-acute level of care.

A high percentage of youth committed to OJS custody have behavioral disorders, mental health, substance abuse, and sex offender treatment needs. Programs exist for many of these treatment needs, but they need to be expanded. The sex offender treatment program for boys closed in 2006. A dual diagnosis program for girls is needed, and there is currently a waitlist for the substance abuse treatment program at Geneva.

Length of stay at YRTC's has increased significantly over the past five years. Based on youth offense and profile data, some youth may not require 7 to 9 months of programming, and could benefit from short term behavioral programming. Tightening controls over the release decision making process can also impact on length of stay.

The peer culture program at Kearney has been in the process of conversion to evidence based cognitive behavioral programming. The group process can not replace individualized treatment. Implementation of a new treatment program at Kearney will require staff training and outcome monitoring.

Direct care staffing levels at both YRTC's (based on current capacities) reflect a 1:10 direct care staffing ratio at Geneva, and a 1:12 direct care staffing ratio at Kearney. Implementing a 1:8 direct care staffing ratio would require increased staff at both facilities. A 1:8 direct care staffing ratio reflects a staffing pattern that is appropriate for intensive therapeutic programming.

Vocational programming is not adequate at the YRTC's, especially in view of the fact that a high percentage of the commitment population are 17 and older.

Both YRTC's campuses have aging infrastructure, and facility components that do not reflect best practice in juvenile correctional facility design. This is particularly true for housing areas, where there is a heavy reliance on dormitory style housing. The number of housing units with access to toilet facilities in individual rooms is not adequate.

YRTC- Kearney

YRTC-Kearney provides treatment programming, education, social services, and other program services to male offenders, with an average length of stay of seven months. The Positive Peer Culture model of behavioral programming is currently in the process of transitioning to another model, based on evidence based research. Cognitive skills behavioral programs have more transferability to the community than the Positive Peer Culture behavioral treatment model with its reliance on the institutional group.

The current staffing level for YRTC-Kearney is shown in Table 4-1. Total direct care staff at Kearney is 69, which translates to a 1:12 staff to youth ratio on each shift. This staffing ratio should be lowered to 1:8 in view of the level of treatment need (mental health, substance abuse, behavioral disorders) that is present in the population at Kearney. In order to enhance treatment services, additional security positions as well as nurses and mental health professionals should be added to enhance the direct care staffing ratios.

Table 4-1 KEARNEY YRTC STAFFING		
	Current Staff	Total
Administration	11.5	11.5
Nursing	3.0	3.0
Social Services	7.0	7.0
Education Administration	3.0	3.0
Teachers	23.0	23.0
Recreation	6.0	6.0
Youth Counselors (includes 1 Supervisor)	20.0	20.0
YSSI and YSSII	49.0	49.0
YSSIII (Supervisors)	7.0	7.0
Kitchen/Support Services (includes Canteen)	11.0	11.0
Maintenance	10.0	10.0
Total	150.5	150.5

Source: YRTC Kearney, 2006.

Hastings Regional Center-Chemical Dependency Program

The Chemical Dependency Program at the Hastings Regional Center is a 40 Bed program located on a large residential campus. The program provides residential chemical dependency treatment to male offenders. Youth are transferred to this program from YRTC Kearney if they meet the following criteria:

- Must be committed to YRTC Kearney
- Must have a diagnosis of dependency as a primary diagnosis
- Must be above the age of 13
- Must have attempted previous treatment interventions

The program is operating with roughly 32 youth per day, and the average length of stay in the program is four months. The direct care staffing ratio is 1:4 during a-wake hours, and 1:6 at night. This staffing ratio is required for Medicaid reimbursement, which the state receives for youth placed at the campus. Other residential programs are operating on the campus, which conflicts with best practice recommendations that juveniles and adults be housed separately. There is no gymnasium or indoor recreation facility on the campus, which also conflicts with best practice recommendations that would include access to indoor and outdoor recreation.

YRTC- Geneva

The YRTC-Geneva campus provides female responsive programming to approximately 90 girls, who stay an average of nine months. Female responsive programming includes services that are designed to meet the unique needs of girls and young women. They value the female perspective, and celebrate and honor the female experience. Services provided to girls at Geneva include treatment counseling, education, visitation, religious, vocational, substance abuse, parenting, and other social services and programs.

Table 4-2 shows the current staffing at YRTC-Geneva. Total direct care staffing at Geneva is 47, which translates to a 1:10 staff to youth direct care ratio. A staffing ratio of 1:8 would be more appropriate based on the level of treatment need (mental health, substance abuse, behavioral disorders) of girls at Geneva. Additional Direct Care staff, as well as mental health and psychological support staff, would enhance the staffing ratio. In addition, 5.5 positions are needed in order to operate the control center in the new LaFlesche building.

Table 4-2 GENEVA YRTC STAFFING		
	Current Staff	Total
Administration	10.5	10.5
Nursing	2.5	2.5
Social Services	5.0	5.0
Education Administration ¹	2.5	2.5
Teachers	12.0	12.0
Recreation	2.5	2.5
Youth Counselors	6.0	6.0
YSSI and YSSII	41.0	41.0
YSSIII (Supervisors)	9.0	9.0
Kitchen/Support Services (includes clerk and clothing)	8.0	8.0
Maintenance	6.0	6.0
Total	105.0	105.0

Note: Includes One (1) Vocational Counselor.

Source: YRTC Geneva, 2006.

YOUTH REHABILITATIVE TREATMENT CENTERS (YRTC) AND HASTINGS REGIONAL CENTER FACILITIES ASSESSMENT

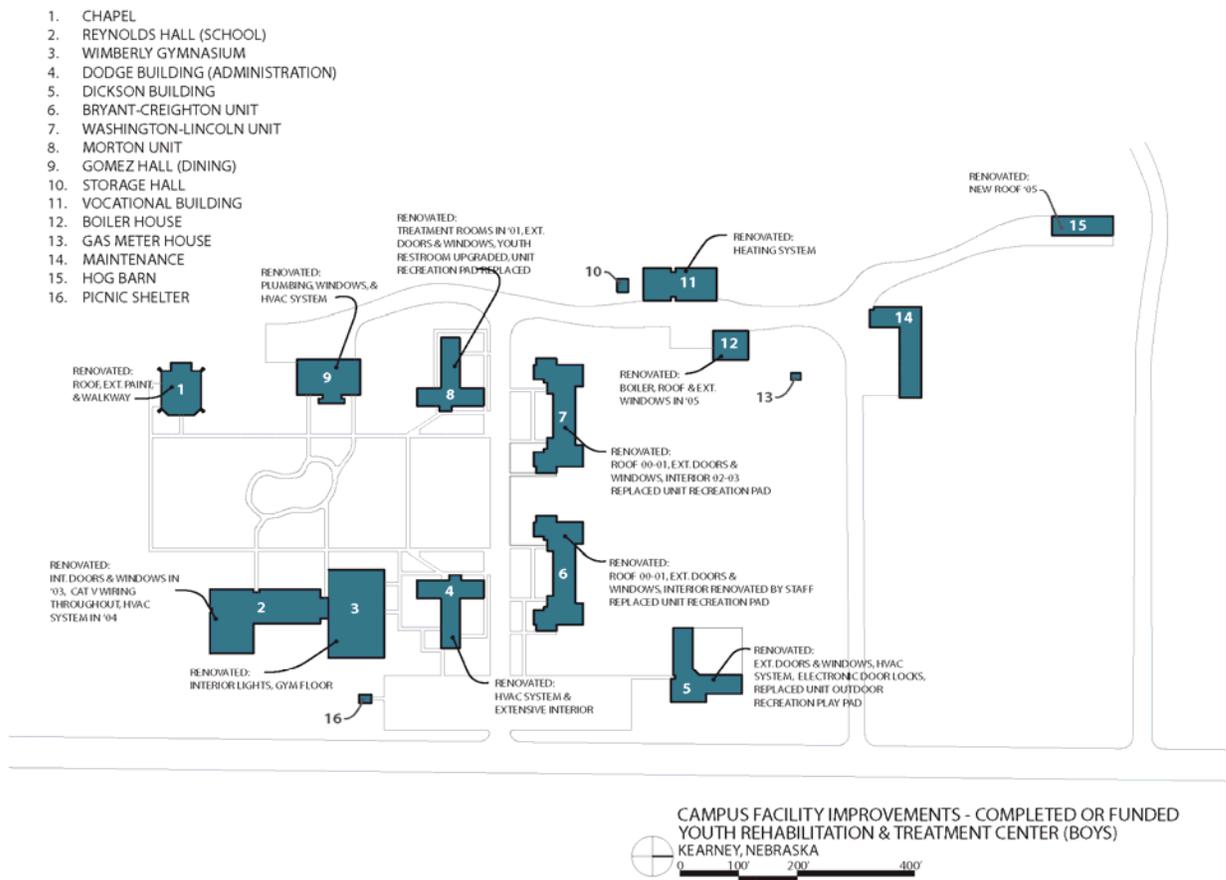
Note: Please refer to Campus Facility Improvements for recent upgrades to buildings since the 1999 Master Plan.

YRTC-Kearney (YRTC-K)

- This 128 year old campus has approximately a dozen operational buildings which generally range from 60 to 35 years in age. The open campus setting is secured by staff.
- Approximately eight years ago the maintenance, including upgrades of buildings and grounds on the campus, was placed under the authority of Nebraska Department of Administrative Services – State Building Division. In cooperation with YRTC-K staff, many improvements have been made to the campus, especially regarding repair and maintenance.
- Official rated housing capacity is 172 beds. Current capacity is kept below 150 beds by Administration preference. The establishment of a boy's 40-bed mental health/substance abuse unit in Hastings has kept the population pressure down at YRTC-K.
- The buildings which function as the Housing units do not contain floor plan layouts that are consistent with current practice regarding juveniles. Nearly seventy percent (70%) of rated housing capacity consists of open dormitory sleeping units. These 120 beds are subdivided into four 30-bed units, two in each building. Dayroom and support spaces are located at a different level from the sleeping space. Both of these buildings, Bryant-Creighton and Lincoln-Washington are over fifty years old.
- The least desirable building on campus is Morton Hall. This building is almost 60 years old and contains an outdated linear style housing design which is still in use today. Although it contains forty-two (42) individual sleeping rooms, its capacity is limited to thirty (30) beds due to dayroom and support space limitations.

Figure 5-1 shows the site plan of the campus at YRTC Kearney, followed by photo images of some of the buildings.

**Figure 5-1
Campus Facility Improvements
Kearney (YRTC Boys)**



Kearney - Youth Rehabilitative Treatment Center



Housing Toilet Room Upgrade



30-Bed Dormitory Unit



Site Recreation Upgrade

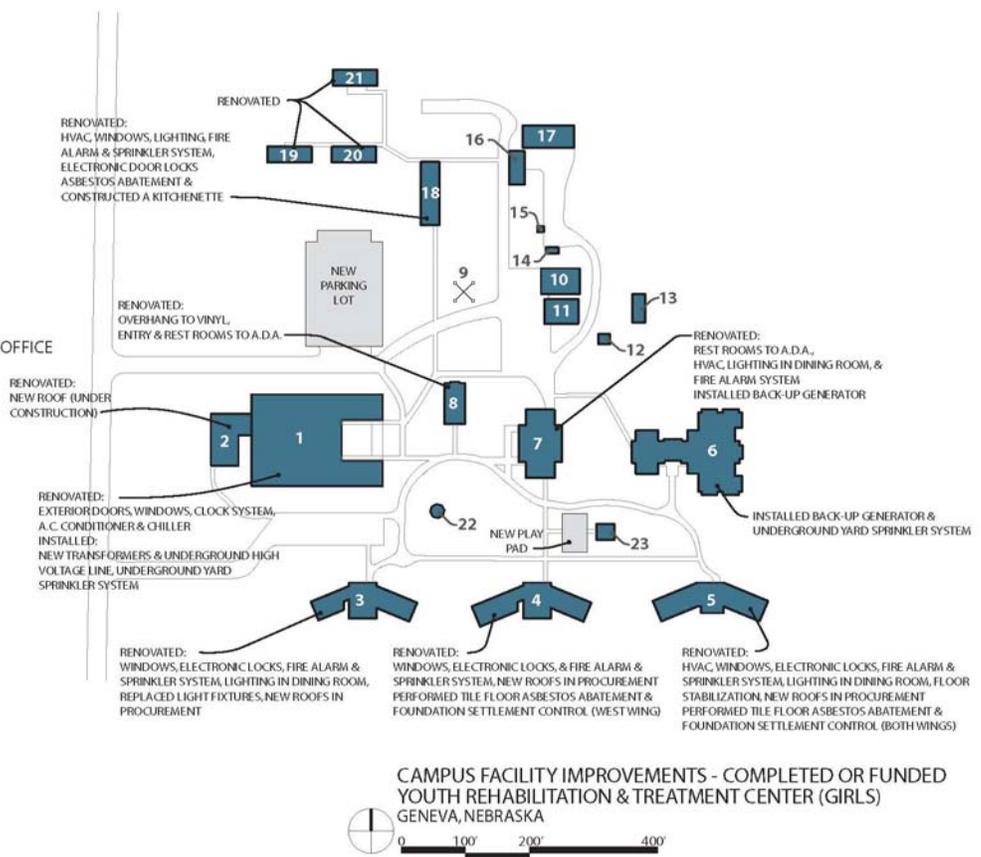
YRTC-Geneva (YRTC-G)

- This campus is now 115 years old, being in continuous operation since 1892. A recent addition is the LaFlesche Building which has provided two ten bed specialized housing units as well as medical, treatment and support components. Other buildings on campus are forty years or older with the newest of the lot being the Food Service building.
- The Nebraska Department of Administrative Services – State Building Division in cooperation with staff have updated many of the campus buildings and made significant site improvements.
- The official rated capacity of the girl's campus is eighty-two (82) beds. This will be accomplished when the Dunbar Building no longer functions as a housing unit, effective February 2007. The Dunbar Building will be reprogrammed to serve as an emergency facility and also be utilized for special programming.
- The three older remaining housing unit cottages are linear style housing wings which open up to a central dayroom/control area. The main issue is that nearly all of the sleeping rooms are “dry” cells. This is a burden on staff during the night shift when the girls are locked in their rooms. To allow a resident to leave their sleeping room to use the toilets in the wing, the night staff person needs to call in an outside staff person to assist in the operation. This system has been utilized for many years and it is accepted, although certainly not ideal.

Figure 5-2 shows the site plan of the campus at YRTC Geneva, followed by photo images of some of the buildings.

**Figure 5-2
Campus Facility Improvements
Geneva (YRTC Girls)**

1. SCHOOL / ADMINISTRATION
2. POOL
3. MARIE SANDOZ COTTAGE
4. JOHN BURROUGHS COTTAGE
5. SACAJAWEA COTTAGE
6. LAFLESCHÉ BUILDING
7. FOOD SERVICE
8. CHAPEL
9. WATER TOWER
10. MAINTENANCE SHOP
11. BOILER PLANT
12. GAS METER HOUSE
13. LUMBER STORAGE
14. GROUNDS STORAGE
15. PAINT STORAGE
16. SURPLUS FURNITURE STORAGE
17. VEHICULAR STORAGE
18. PAUL DUNBAR LIVING UNIT
19. RECREATION AREA AND OFFICE
20. TRAINING ROOM AND OFFICE
21. MOTHER / BABY PROGRAM AREA & OFFICE
22. GAZEBO
23. PICNIC SHELTER



- Campus Renovations:
1. New water main loop system replacing well and water tower system.
 2. Additional and improved landscaping.
 3. New parking lot.
 4. Concrete paving on portion of north driveway.
 5. Erected picnic shelter and gazebo.
 6. Poured a concrete play pad.
 7. Erected equipment storage building for recreation/ball field.
 8. New lawn sprinkler system west of swimming pool and on ball field.
 9. New fire hydrants on east end of campus.
 10. New public address/emergency alert system throughout the campus.
 11. New conduit and fiber optic throughout campus.
 12. Installed Emergency Notification System.
 13. Replaced sewer lines and water mains.

Geneva - Youth Rehabilitative Treatment Center



New Staff Parking Lot



Dunbar – Inaccessible/Linear



Nursery



Parking Converted to Green Space



LaFlesche – New Housing

Hastings Regional Center

- This Regional Center has been operated by the State for many years as a mental health facility and is significantly underutilized. A building on campus remodeled for use as a minimum security facility by the Nebraska Department of Correction Services has been vacant for some time.
- A highly specialized program exists at Hastings in Building #3 that houses up to 40 boys for treatment regarding Mental Health and Substance Abuse. Food service, education and programs occur in Building #7. Building #3 has been updated recently and due to vacation of another program has excess capacity. The housing buildings all are deficient due to their linear design. Living space available on each floor, however, is generous.
- This campus currently houses men for mental health treatment in Building #4 which is adjacent to the building in use for the juvenile boys. Men regularly utilize Building #7 for the cafeteria/dining function which, through scheduling, occurs at different times than used for juveniles.
- Mixing adult men and juveniles on the same open campus is very problematic. It is desired by staff to move the adult men to another campus, perhaps at Beatrice. Thus, Building #4 could be converted into additional specialized juvenile housing in the future.
- The campus also is lacking in both indoor and outdoor recreation. If this campus is to be a longer term solution for treatment of mental health and substance abuse for boys and girls, the development of recreation areas needs strong consideration.
- Photo images of some of the buildings at the Hastings Regional Center are shown on the following page.

Hastings Regional Center



Food Service



Men's Mental Health Housing



Boy's Sleeping Room



Housing Control Desk



Boy's Dayroom

PROPOSED IMPROVEMENTS – NOT FUNDED

YRTC-Kearney

Dickson Building:

- Scald protection on domestic hot water supply
- Replace air handler
- ADA modifications
- Install fire sprinkler system and upgrade fire alarm system

Gomez Dining Hall:

- Replace existing fire suppression system
- Replace water heater
- Install fire sprinkler system and upgrade fire alarm system

Dodge Building:

- Replace roof
- Install fire sprinkler system and upgrade fire alarm system
- Replace second floor windows

Morton Unit:

- Replace roof
- Install fire sprinkler system and upgrade fire alarm system

Boiler House:

- Replace roof
- Replace windows

Vocational Building:

- Replace heating for south half
- Install fire sprinkler system and upgrade fire alarm system
- ADA modifications

Bryant – Creighton Unit:

- HVAC Study
- Install fire sprinkler system and upgrade fire alarm system

Lincoln – Washington Unit:

- HVAC Study
- Replace water heater
- Install fire sprinkler system and upgrade fire alarm system

Wimberly Gymnasium:

- Tuck pointing and concrete fascia
- HVAC Study
- Replace water heater
- ADA modifications
- Install fire sprinkler system and upgrade fire alarm system

Heat Plant Systems:

- Steam and condensate piping study

Maintenance Warehouse/Shop:

- Replace windows
- Replace walk-in doors

Chapel:

- Replace lighting
- Replace floor tile
- Install fire sprinkler system and upgrade fire alarm system
- Structural Study

School (Reynolds Hall):

- ADA modifications
- Install fire sprinkler system and upgrade fire alarm system

Grounds:

- Re-pave streets and loading dock
- Computerized Energy Management System
- Asbestos abatement

YRTC-Geneva

Grounds:

- Replace steam lines
- Computerized Energy Management System
- Asbestos abatement

Marie Sandoz Cottage:

- Floor stabilization
- Replace mechanical system (design)
- Replace mechanical system (construction)
- Renovate mechanical controls
- Roof replacement
- Tuck pointing

Boiler House #1:

- Replace receiving tank
- Tuck pointing
- Replace boilers
- Replace windows/dampers

Sacajawea Cottage:

- Replace roof
- ADA upgrades
- Tuck pointing

School/Administration:

- Replace HVAC system (design)
- Replace HVAC system (construction)
- Replace roof
- Install fire sprinkler system and upgrade fire alarm system
- ADA modifications
- Tuck pointing

John Burroughs Cottage:

- Replace mechanical system (design)
- Replace mechanical system (construction)
- Renovate mechanical controls
- Replace roof
- Tuck pointing

Food Service:

- Replace roof
- Install fire sprinkler system and upgrade fire alarm system
- Tuck pointing

Pool:

- Recoat roof
- ADA addition

Chapel:

- Install fire sprinkler system and upgrade fire alarm system

Cottage A:

- Install fire sprinkler system and upgrade fire alarm system

Cottage B:

- Install fire sprinkler system and upgrade fire alarm system

Cottage C:

- Install fire sprinkler system and upgrade fire alarm system

Hastings Regional Center

Juvenile Specialized (MH/SA) Housing #3:

- Hot water circulation line
- Replace windows
- ADA entry and masonry repair
- Install drain line
- Tuck pointing
- Window repair/repaint
- Modify toilet rooms (ADA)
- Replace drinking fountains (ADA)
- Replace handrails (ADA)
- Improve air handling unit controls
- Door replacement

Adult Men Mental Health Housing #4:

- Emergency masonry wall replacement
- Replace stand-by generator
- Repair roof flashing
- Hot water circulation line
- Tuck pointing
- Replace windows
- Modify doors and hardware
- Modify toilet rooms
- Replace drinking fountains
- Install thermostatic radiator valves

Food Service, Education and Programs #7:

- Repair roof flashing
- Elevator equipment
- Hot water circulation line
- Fire sprinkler system

- Air Handling Unit upgrade
- Toilet/tub rooms modification
- Floor tile replacement
- Masonry repoint
- Window repair and repaint
- Stand-by generator

PROJECTED CAPACITY REQUIREMENTS

Introduction

In order to plan for future facility capacity requirements, projections were developed for both the total OJS Ward capacity (includes all in-home and out-of-home placements), and for the Youth Rehabilitation and Treatment Center populations. These baseline forecasts were developed using historic data and do not reflect capacity recommendations. The next Section of this Report will present recommendations to improve system intake and release, and expand non-residential programs and services. A capacity planning recommendation is included in Section VII – System, Operational, and Capacity Recommendations.

Office of Juvenile Services Total Ward Forecast

Table 6-1 presents the forecast of total OJS Ward population in five year increments through 2025. All of the forecast models use the base (April 2006) OJS Ward average daily population of 1,541 youth in order to project future capacities. All forecast models also assume a 50% split in in-home versus out-of-home placement.

Forecast 1 projects OJS Wards based on current rates (7.4 OJS Wards per 1,000 juvenile population). Forecast 2 assumes an increasing rate of OJS Wards (.20 over five years). Forecast 3 projects OJS Wards based on the historic growth trend that shows an increase of 67 youth under OJS supervision each year.

Table 6-1 OJS WARDS FORECAST MODELS State of Nebraska				
	2010	2015	2020	2025
Forecast 1 - Rate of OJS Wards remains @ 4/06 level - 7.4	1,526	1,654	1,781	1,908
In-Home - 50% of Wards	763	827	891	954
Out-of-Home - 50% of Wards	763	827	891	954
Forecast 2 - OJS Ward Rate increases @ .20 per 5 years	1,567	1,743	1,925	2,114
In-Home - 50% of Wards	784	872	963	1,057
Out-of-Home - 50% of Wards	784	872	963	1,057
Forecast 3 - Average Number Increase from 4/01 - 67/year	1,876	2,211	2,546	2,881
In-Home - 50% of Wards	938	1,106	1,273	1,441
Out-of-Home - 50% of Wards	938	1,106	1,273	1,441
Average of All Models	1,656	1,869	2,084	2,301

Source: Chinn Planning, Inc.

Youth Rehabilitative and Treatment Center Forecast

Table 6-2 shows the forecast for the YRTC population, which includes population housed at the Hastings Regional Center. These forecasts were developed using historic data on admissions, average daily population, and average length of stay at the YRTC's.

All of the forecast models use the FY2005 total average daily YRTC population of 279 as a base for projections. All forecast models include a 10% peaking and classification factor to account for peaks in population and the need for separation of some populations.

Forecast 1 and Forecast 2 use incarceration rates as the basis for projecting future bed space estimates. Forecast 3 assumes growth in average length of stay, but no growth in annual admissions.

These forecasts were developed using historic data, and present a baseline estimate of future capacity levels assuming no change in current practice or expansion of non-residential programs. Based on the system assessment, recommendations will be presented in the next Section which can impact future capacity requirements. Without program, system, or operational changes, daily populations at YRTC's could reach 400 youth by 2020.

Table 6-2 YRTC POPULATION FORECAST MODELS State of Nebraska				
	2010	2015	2020	2025
Forecast 1 - Incarceration Rate - 1.34	276	299	322	346
+ 10% Peaking/Classification	28	30	32	35
Bedspace Estimate	304	329	354	381
Forecast 2 - Incarceration Rate increases @ .10 per 5 years	297	344	395	449
+ 10% Peaking/Classification	30	34	40	45
Bedspace Estimate	327	378	435	494
Forecast 3 - ALOS increases 15 days/5 years - 230 base:	370	392	415	438
Admissions remain at FY 2005 level - 551				
+ 10% Peaking/Classification	37	39	42	44
Bedspace Estimate	407	431	457	482
Average of All Models	314	345	377	411
+ 10% Peaking/Classification	31	35	38	41
Bedspace Estimate	346	380	415	452

Source: Chinn Planning, Inc.

SYSTEM, OPERATIONAL, AND CAPACITY REQUIREMENTS

Introduction

System, operational and YRTC residential capacity recommendations will be presented in this Section. These recommendations are based on the mission statement, profile of youthful offenders, growth trends and system assessment, a tour of the YRTC's and Hastings Regional Center, and national "best practices" for juvenile correctional programs and facilities.

National Best Practice

National "best practice" for providing services to youthful offenders have been developed and presented in research in the field of juvenile justice. National "best practice" related to community-based services for juvenile offenders includes:

- Low Risk Offenders Remain in the Community
- Provide Research Proven Prevention and Intervention Programs for Delinquents
- Provide Services that Meet the Unique Needs and Resources of Local Juvenile Justice Systems
- Probation Supervision with Service Support in the Community
- Prioritize Services for High Risk/Need Offenders
- Quality Assurance and Performance Measures for Service Delivery

National "best practice" for operation and design of juvenile correctional facilities includes:

- Placement Based on Individualized Assessment
- Structured Decision Making for Placement and Classification
- Identify Behavior Characteristics, Service Needs, and Requirements for Separation
- Programming Responsive to Individual Risks and Needs
- Provide Programming Responsive to "Special Needs Population"
- Extensive Program Opportunities (Education, Recreation, and Visiting)
- Structured Daily Routine
- Normative Environmental Character
- Behavior Management is the Basis of Safety and Security
- Maximize Staff Supervision of Youthful Offenders
- Small Housing Units (8-12 Residents) Results in Improved Classification, Safety, and Management
- Single Occupancy Sleeping Room for High Risk Offenders
- Housing Units Arranged in Groups for Shared Services and Staffing Efficiency
- Access to Natural Light
- Open Dayroom with Contiguous Sleeping Rooms (Improved Supervision)
- Single User Showers/Toilet Rooms (1 per 8 Residents)
- On-Unit Housing Activities (Counseling, Homework, Passive Recreation for Program Flexibility)

- Access to Outdoor Space
- Central Dining (No Dining in Housing Units)
- Temporary Holding/Segregation Rooms (Limited Isolation)
- Direct Supervision Staffing Ratio of 1:8 to 1:10 (with Off-Unit Support Staff)
- Flexibility – Changing Program and Service Needs
- Incorporate ACA Standards
- Design to Accommodate Future Expansion

SYSTEM RECOMMENDATIONS

1. Create a Distinct Department of Juvenile Offender Services within the Health and Human Services Department.

Figure 7-1 presents a proposed organizational change for the Office of Juvenile Services. Under this restructuring, the Office of Juvenile Services would be transformed into a distinct Department of Juvenile Offender Services, with consolidation of services to include evaluation, YRTC’s, Contract Monitoring, and Aftercare Services.

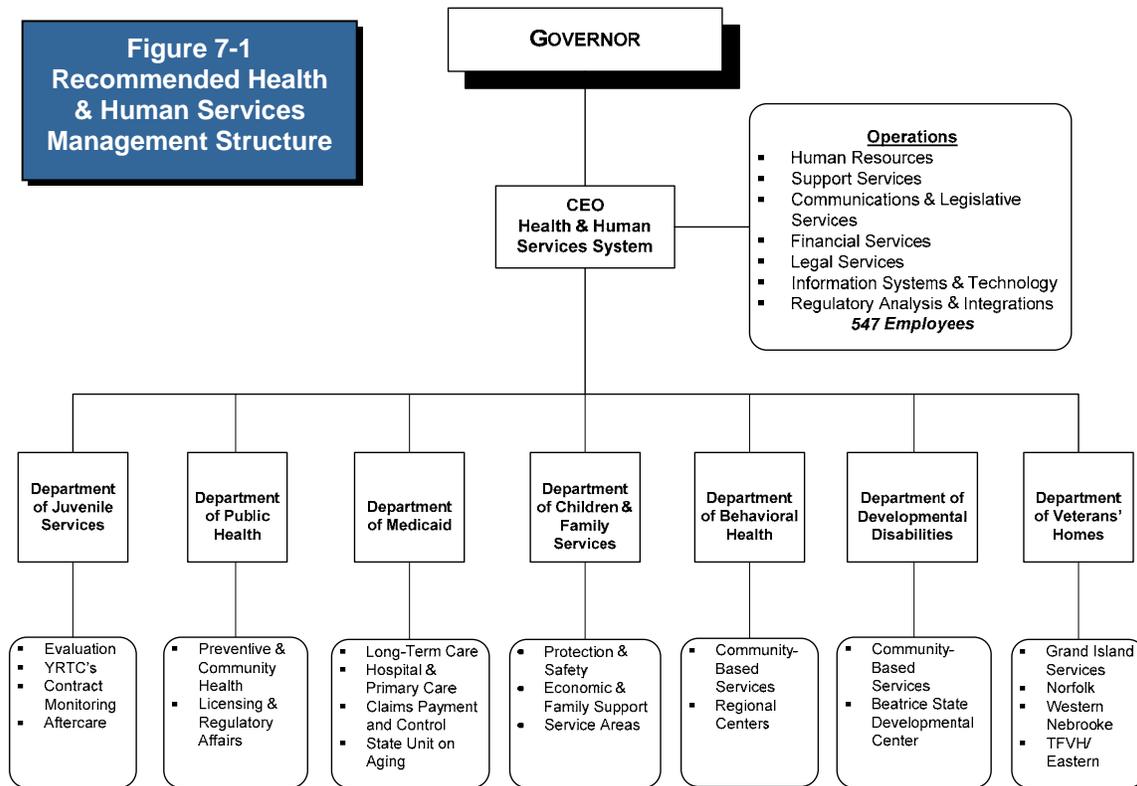


Table 7-1 compares the organizational structure among juvenile offender/correctional agencies within the United States in 2005. As indicated in Table 7-1, 35% of state juvenile justice agencies are operating as free standing youth agencies. Currently the Office of Juvenile Services is listed as a distinct agency under a health and human services agency. To enhance this status, the proposed organizational changes shown in Figure 7-1 are recommended.

Table 7-1 Agency Configuration 2005		
	#	%
Free Standing Youth Corrections Agencies	18	35%
Child Welfare/Social Services System	12	24%
Distinct Agency Under Human Services Umbrella	11	22%
Division of Adult Corrections	10	20%
TOTAL	51	100%

Source: CJCA Yearbook 2005, page 2.

2. Expand Office of Juvenile Services Administrative, Management and Oversight Capability

In order to carry out the mission and responsibilities of the Office of Juvenile Services, increased management and oversight of the following areas should be considered:

- Intake and Release Decision Making
- Evaluation and Placement Practices
- Contract Monitoring
- Information System Management
 - Profile Data
 - Trend Data
 - Outcome Measures
- Authority to Enforce Statutes
- Aftercare Services

3. Develop Single Point of Entry into State Custody

The system and operational assessment indicated that a single point of entry for youth committed to state custody does not exist. Having a single point of entry with uniform evaluation and placement decision making is important to control the population, and to ensure that youth are placed in the least restrictive placement, remaining in their home and community whenever feasible. A high percentage of youth are directly committed to programs from the court, and although OJS pays for these services they may not be appropriate. In order to enhance the intake and placement practice of youth committed to state custody, OJS should:

- Make all Placement Decisions
- Ensure That Objective Risk Assessment Drives Placement Decisions
- Perform a Youth Level of Service (YLS) on all Youth to Determine Appropriate Placement
- Provide Services that Are Appropriate and Least Restrictive
- Provide Appropriate Treatment Programming
- Review Release Decision Making

4. Expand Community Based/Non-Residential Supervision Programs

The system assessment and youth profile indicated that a high percentage of the juvenile offender population have a high level of treatment need, including substance abuse, mental health, sex offending, and other behavioral disorders. The target population for expanded community based programming should include:

- Girls
- Sex Offenders
- Mental Health
- Substance Abuse
- Low Risk Offenders

Two examples of intensive community based programming for juvenile offenders and their families are Functional Family Therapy and Multi-Systemic Therapy. These are summarized below, and should be considered for expansion of the juvenile services continuum in Nebraska.

Functional Family Therapy

- Blueprint Program: University of Colorado's Center for the Study and Prevention of Violence.
- Structured family-based intervention to enhance protective and reduce risk factors in the family.
- FFT is a three-phase program:
 - ✓ motivate family toward change
 - ✓ teach family how to change a specific critical problem
 - ✓ help family generalize their problem-solving skills
- Trained therapists have caseloads of 10 to 12 families
- Involves about 12 visits during a 90-day period.
- Average cost per youth is **\$2,100**.

Source: Washington State Institute for Public Policy, "Experience With Evidence Based Programs", May 2005.

Multi-Systemic Therapy
Developed by: Scott Henggeler, Clinical Psychologist

- Based on the Assumptions: *That families should remain together and that all of the causes of anti-social behavior should be attacked at once.*
- Target Population: *High-Risk of Out-of-Home Placement*
- MST Goals:
 - ✓ Change behavior of youth within context of family, community, school, and peer group;
 - ✓ Focus on parents and building competency;
 - ✓ Build Positive Family and Peer Relationships;
 - ✓ Four to Five Month Program Duration; and,
 - ✓ Small Caseloads-Four to Five Families
- Evidenced Based Program Shown to be Effective with Violent Youth
- Example: *Stark County, Ohio*
- Average cost per youth is **\$5,000 to \$7,500**.

Source: Washington State Institute for Public Policy, "Experience With Evidence Based Programs", May 2005.

Expansion and/or implementation of community based programs that have been proven to be effective in supervising youth in their home communities will reduce the need for more costly residential placement. These programs include:

- Electronic Monitoring
- Day Reporting
- Intensive Supervision/Tracking
- Drug Screening
- Drug Court
- Crisis Intervention
- Emergency Shelter

5. Reduce Reliance on Residential Evaluations and Placement in Secure Detention

According to current statute OJS has the authority to make placement and evaluation decisions, not the court. Section 43-281 states that "following all adjudication of jurisdiction and prior to final disposition, the court may place a youth with OJS or HHS for evaluation".

Section 43-281 further states that OJS shall make arrangements for appropriate evaluation. The statute does not state that the court direct what the appropriate evaluation is or where it should take place. In order to gain control of the intake and evaluation process, these statutes should be enforced. This will have a tremendous impact on reducing detention populations and costs associated with youth in secure detention for evaluations.

6. Expand Residential Services for “Special Needs” Offenders

The system assessment indicated a high level of treatment for youth requiring residential treatment. This is true for contracted placements as well as the YRTC’s. Residential programming should be expanded for the following populations:

- Girls
- Mental Health
- Substance Abuse
- Sex Offenders
- High Risk Offenders

7. Enhance Efforts to Keep Youth in Their Home Communities

The Office of Juvenile Services should work with related juvenile and social service agencies to enhance efforts to keep youth in their home communities whenever possible. This should include efforts to:

- Expand Probation Supervision
- Work With Communities to Expand Alternative Programs
- Partner With Agencies to Expand and Improve Treatment and Services in the Community
 - Mental Health
 - Substance Abuse
 - Family Interventions
 - Educational Programming

OPERATIONAL RECOMMENDATIONS

1. Enhance Risk Assessment and Evaluation Process

When assessment and classification procedures do not result in the “right” youth being consistently linked with the intervention designed for them, there are a number of potentially negative consequences, including the following:

- Increased risk of public safety, as a result of high risk and/or violent youth being placed in settings that are not sufficiently restrictive to control their behavior.
- Inefficient use of resources, resulting from the placement of non-violent or non-higher risk youth in overly restrictive settings.
- Inequities resulting from the placement of youth with similar offense/risk/need characteristics at different levels of intervention.

Source: NCCD, February, 2006.

With development of a single point of entry into state custody, and evaluations that are objective consistent, OJS can increase the likelihood that youth are placed into appropriate and least restrictive programs. This will also require expansion of programming options to ensure that services match the various risk and need level of youth.

2. Expand Programming for “Special Needs” Offenders at YRTC’s

Girls

Expansion of the substance abuse treatment program at the Geneva campus is recommended. Currently there is a waiting list to get into the specialized substance abuse treatment program. A program for dual diagnosed girls is also recommended. Finally, transitional programming, both residential and non-residential, should be expanded to ensure successful reentry into home communities.

Sex Offenders

Creation of a secure sex offender treatment program is recommended. The sex offender program for juvenile offenders at the Hasting Regional Center closed at the end of 2006. Based on profile data, some youth at Kearney require intensive sex offender treatment and supervision monitoring in the community after their release.

Mental Health

Mental health programming should be expanded at both YRTC’s, based on profile data that indicate a high level of treatment need. This will require expansion of treatment staff at both facilities.

Substance Abuse

A high percentage of youth at YRTC’s have substance abuse treatment needs. The system assessment did address the specific issue of methamphetamine treatment requirements, which are basically the same as the intensive substance abuse treatment programs that currently exist for the Kearney and Geneva populations. Intensive substance abuse treatment programming needs to be expanded at both YRTC’s, and that intensive treatment can serve youth with addiction to methamphetamine. In addition, community based programming for youth with substance abuse treatment needs should be coordinated with services provided at the YRTC’s and Hastings Regional Center.

Transitional Programming

Transitional programming and aftercare services should be enhanced for youth committed to YRTC's. This will increase the likelihood of successful reentry into home communities, and reduce the chance of a youth being recommitted.

3. Reduce Length of Stay at YRTC's

The system assessment indicated a substantial increase in length of stay at both YRTC's since 1999. While the average length of stay in 1999 (four months) was probably too short for many youth to make adjustments and benefit from treatment programming at the YRTC's, the current average length of stay (7 to 9 months) may be longer than is necessary for some youth. OJS should consider the following to reduce average length of stay:

- Provide Individualized Treatment Programming (Not a prescribed time frame)
- Review Length of Stay and Release Decision Making
- Develop/Expand Short Term Programming Options
- Strengthen Aftercare and Release Process
- Expand Community Based Aftercare and Transition Programming

Although some youth will require 9 to 12 months of residential programming, maximizing the number of youth that are referred to supervised programs in the community will reduce overall length of stay.

4. Develop New Treatment Program at YRTC Kearney

The Positive Peer Culture Program of behavioral intervention at YRTC-Kearney is not supported in evidence-based research in the field of juvenile justice, and Kearney is in the process of transitioning to a different behavioral intervention program. Evidence-based research in the field of juvenile corrections supports the following Cognitive Behavioral Programs, which should be considered for the Kearney campus:

A. Aggression Replacement Training

Aggression Replacement Training: Curriculum and Evaluations

Aggression Replacement Training (ART) is a multimodal intervention design to alter the behavior of chronically aggressive youth. It consists of skill streaming, training, a method for empowering youth to modify their own anger responsiveness, and moral reasoning training, to help motivate youth to employ the skills learned via the other components.

With considerable reliability, it appears to promote skills acquisition and performance, improve anger control, decrease the frequency of acting-out behaviors, and increase the frequency of constructive, pro-social behaviors. Beyond institutional walls, its effects persist. In general, its potency appears to be sufficiently adequate that its continued implementation and evaluation with chronically aggressive youngsters is clearly warranted.

Source: Dr. Arnold P. Goldstein, Syracuse University and Barry Glick, NY State Division for Youth.

B. The EQUIP Program

The EQUIP Program has a three-part intervention method for working with antisocial or behavior disordered adolescents. The approach includes training in moral judgment, anger management/correction of thinking errors, and pro-social skills. Youth involved in the **EQUIP** training program participate in two types of group sessions:

- Equipment Meetings – Leader teaches specific skills.
- Mutual Help Meetings – leader coaches students as they use the skills they’ve learned to help each other.
- The **EQUIP** program received the 1998 “Reclaiming Children and Youth Spotlight on Excellence Award”.

C. Thinking for Change

The TFAC (Thinking for a Change) curriculum uses problem solving as its core embellished by cognitive restructuring and social skill interventions. This curriculum is 22 lessons, offered 1-2 times per week for 1 ½ to 2 hour sessions. The curriculum is appropriate for adult and/or youthful offenders. The cognitive restructuring concepts are introduced and emphasized during the initial eleven lessons, interspersed with critical social skills, which support the cognitive restructuring process. Then, in lessons 16-21, problem-solving techniques are taught which are supported by cognitive self-change and social skill development.

5. Expand Direct Care and Treatment Staffing Levels at YRTC’s Kearney and Geneva

Table 7-2 shows the total direct care staffing level that would be required at Kearney and Geneva based on assumptions about Direct Care staffing ratios. The operational assessment indicated that Geneva operates at a 1:10 staff to youth direct care ratio, and Kearney operates at a 1:12 direct care staffing ratio. If a direct care staff to youth ratio of 1:8 were implemented, Kearney would need 25 additional direct care staff, and Geneva would need 7 additional direct care staff. Based on the high level of treatment need and behavioral disorders, the 1:8 direct care staffing ratio should be considered at both campuses.

Table 7-2 DIRECT CARE STAFFING ESTIMATE BASED ON VARIOUS STAFFING RATIOS					
	1st	2nd	3rd	Relief1	Total
1:8 Direct Care Staffing Ratio (1st and 2nd) 1:12 (3rd shift)					
Kearney (157 ADP)	19.6	19.6	13.1	41.8	94.1
Geneva (90 ADP)	11.3	11.3	7.5	24.0	54.0
1:10 Direct Care Staffing Ratio (1st and 2nd) 1:12 (3rd shift)					
Kearney (157 ADP)	15.7	15.7	13.1	35.6	80.1
Geneva (90 ADP)	9.0	9.0	7.5	20.4	45.9
1:12 Direct Care Staffing Ratio (1st, 2nd and 3rd shift)					
Kearney (157 ADP)	13.1	13.1	13.1	31.4	70.7
Geneva (90 ADP)	7.5	7.5	7.5	18.0	40.5
Note: (1) .8 Shift relief factor.					

Source: Chinn Planning, Inc.

6. Enhance Aftercare Programming

In order to ensure successful reentry into the community after placement at the YRTC's, aftercare services should be expanded and improved. Successful and Comprehensive Reintegration Programming:

- Prepares youth for progressively increased responsibility and freedom in the community.
- Facilitates youth-community interaction and involvement.
- Works with both the offender and targeted community support systems (e.g. families, schools, employers, peers) on qualities needed for constructive interaction and the youth's successful community adjustment.

Elements of an intensive aftercare program model include:

INTENSIVE AFTERCARE PROGRAM MODEL

The Intensive Aftercare Program (IAP) model should be thought of "as a correctional continuum consisting of three distinct, yet overlapping, segments:

1. Pre-release and preparatory planning during incarceration;
2. Structured transition that requires the participation of institutional and aftercare staff prior to and following community reentry; and
3. Long-term, re-integrative activities that ensure adequate service delivery and the necessary level of social control" (Altschuler and Armstrong, 1996:15).

7. Expand Vocational Programming for Older Youth

The system assessment indicated that roughly half of the population at Kearney and Geneva are 17 and older. This would indicate a high percentage of youth on both campuses that need programming options that focus on vocational skill development. Vocational education and career preparation should:

- Be fully integrated into the school schedule.
- Have access to a range of high-quality vocational courses that reflect students' interests and local employment opportunities.
- Provide students with certificates of mastery, allow them to serve as interns or participate in state-approved apprenticeship training.

CAPACITY RECOMMENDATION

Projected capacity requirements based on historic data are shown below in Table 7-3. Implementation of the System and Operational Recommendations presented in this Section (expansion of the service continuum, enhanced efforts to control admissions and reduce length of stay) can reduce reliance on YRTC placements in the future. Based on the assumption that the Office of Juvenile Services would begin implementing many of these recommendations, the Consultant team recommends that OJS and the State Building Division plan for the 2010 capacity level of 346 youth in YRTC placements (which includes the Hastings Regional Center).

Table 7-3 BASELINE CAPACITY PROJECTIONS				
	2010	2015	2020	2025
<u>Boys</u>				
> ADP Projection	236	258	282	307
<u>Girls¹</u>				
ADP Projection	110	122	133	145
<u>YRTC's</u>				
> ADP Projection ²	346	380	415	457
Notes:				
(1) Assumes 32% female population.				
(2) Base ADP is 279.				

Source: Chinn Planning, Inc.

The next Section of this report will present options to expand capacity and improve residential housing at YRTC's, along with an assessment of the continued use of the Hastings Regional Center. Cost estimates associated with construction and/or renovation to meet the 2010 projected capacity requirements will also be presented in the next Section.

FACILITY OPTIONS AND COST ESTIMATES

Facility Capacity Projections

Table 8-1 shows the projected daily capacity for the YRTC populations of boys and girls (including the boys currently housed at the Hastings Regional Center) based on historic trend data.

Table 8-1 BASELINE CAPACITY PROJECTIONS				
	2010	2015	2020	2025
Boys				
> ADP Projection	236	258	282	307
Girls¹				
ADP Projection	110	122	133	145
Total YRTC's				
> ADP Projection ²	346	380	415	457
Notes:				
(1) Assumes 32% female population.				
(2) Base ADP is 279.				
<i>Source: Chinn Planning, Inc.</i>				

Current Daily Populations and Capacities

Table 8-2 shows the current average daily population and capacity levels at YRTC Kearney, YRTC Geneva, and the Hastings Regional Center. Current daily populations match total capacity levels. However, based on the projected capacity levels, an expansion of roughly 80 beds over current capacities will be required to meet the 2010 capacity requirement. Planning for the 2010 capacity level (rather than 2015 or 2020) was recommended in the previous Section because capacity levels can be reduced in the future assuming implementation of system and operational recommendations, reducing reliance on YRTC placements, and targeting 20% of current and projected capacity levels for placement into community based non-residential programs.

Table 8-2 YRTC POPULATION COMPARISON OF CURRENT POPULATION BOTH CAPACITY LEVELS		
	Current Average Daily Population	Current Capacity
Kearney	156	150
Hastings	33	40
Geneva	90	82 ¹
TOTAL	279	272
Notes:		
(1) Assumes closure of Dunbar Cottage at Geneva (24 Beds).		

Source: Chinn Planning, Inc.

FACILITY OPTIONS

The Office of Juvenile Services can expand capacity at Kearney and Geneva, and discontinue the program at the Hastings Regional Center, or they can expand capacity at Hastings and not expand at Kearney and Geneva. These options are shown below.

Option 1: Close Hastings Facility

1. Figures 8-1 and 8-2 shows the campus site plan facility option to expand capacity at Kearney by 80 Beds with construction of two (2) 40-Bed Units.
2. Figure 8-3 shows the campus site plan facility option to expand capacity at Geneva by 20 Beds with construction of one (1) 20-Bed Unit.
3. Current 40 Bed Capacity at Hasting Regional Center for Substance Abuse Treatment is closed and transferred to Kearney.

Implementation of this Option will require construction of 120 beds, because 40 beds will be de-commissioned at the Hastings Regional Center. NOTE: De-commissioning of beds at the Hastings Regional Center includes only the 40 Bed Substance Abuse Treatment Program, and makes no reference to the other residential programs on the campus.

Cost estimates for this option are shown in Tables 8-3 and 8-4.

Figure 8-1
Facility Option 1 – New Housing Unit Option 1
Kearney (YRTC Boys)

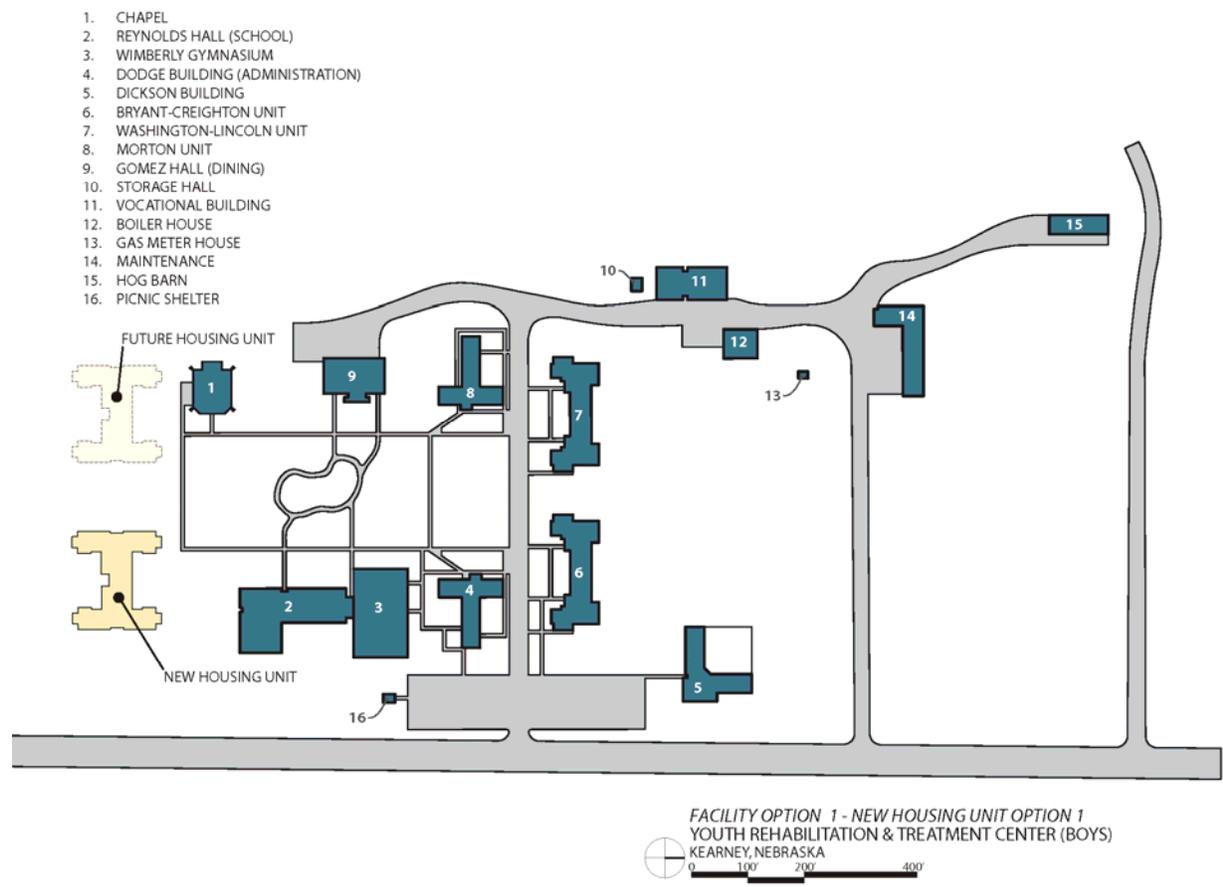


Figure 8-2
Facility Option 1 – New Housing Unit Option 2
Kearney (YRTC Boys)

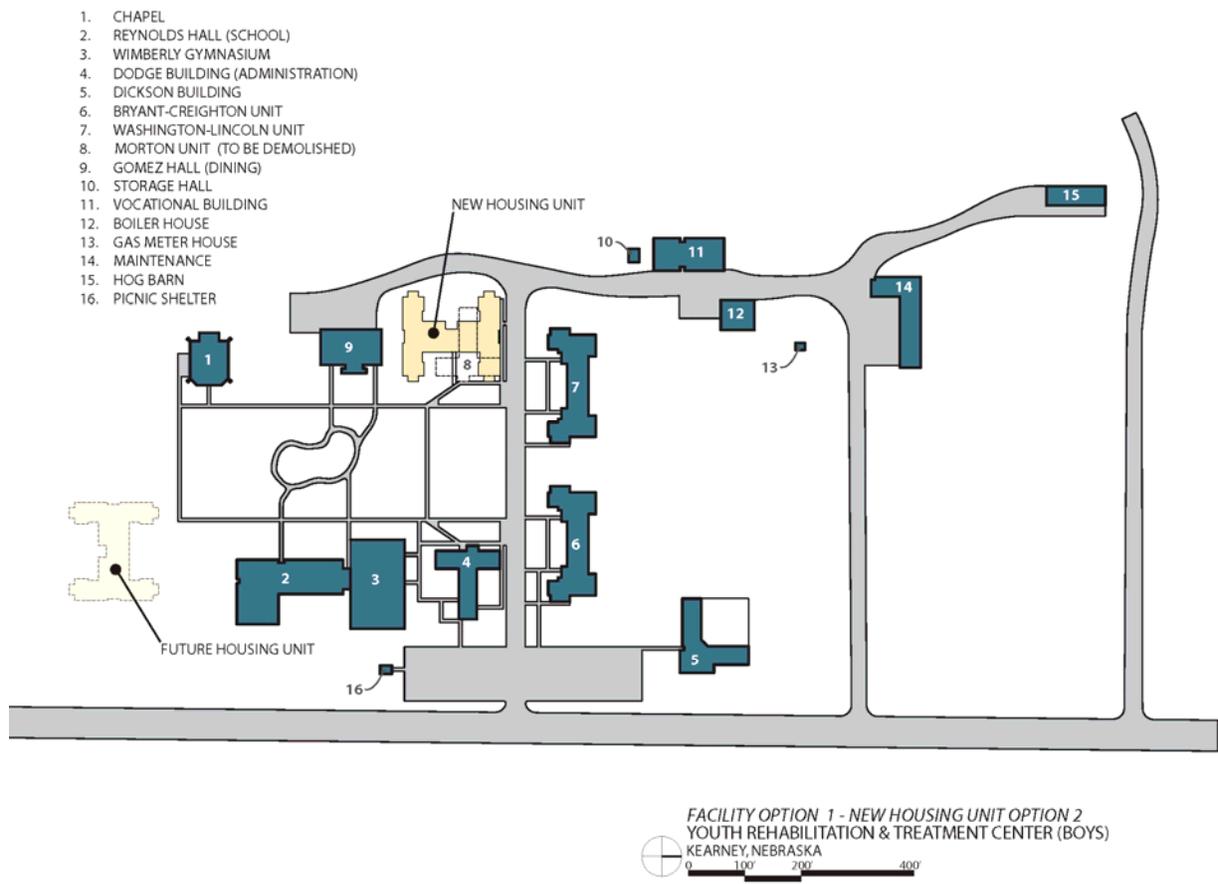
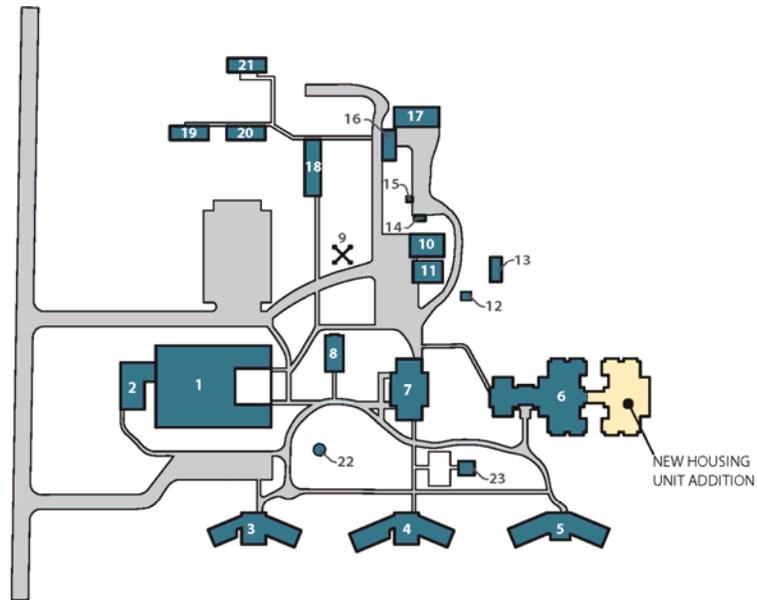


Figure 8-3
Facility Option 1 – New Housing Unit
Geneva (YRTC Girls)

1. SCHOOL / ADMINISTRATION
2. POOL
3. MARIE SANDOZ COTTAGE
4. JOHN BURROUGHS COTTAGE
5. SACAJAWEA COTTAGE
6. LAFLESCHÉ BUILDING
7. FOOD SERVICE
8. CHAPEL
9. WATER TOWER
10. MAINTENANCE SHOP
11. BOILER PLANT
12. GAS METER HOUSE
13. LUMBER STORAGE
14. GROUNDS STORAGE
15. PAINT STORAGE
16. SURPLUS FURNITURE STORAGE
17. VEHICULAR STORAGE
18. PAUL DUNBAR LIVING UNIT
19. RECREATION AREA AND OFFICE
20. TRAINING ROOM AND OFFICE
21. MOTHER / BABY PROGRAM AREA & OFFICE
22. GAZEBO
23. PICNIC SHELTER



FACILITY OPTION 1
YOUTH REHABILITATION & TREATMENT CENTER (GIRLS)
GENEVA, NEBRASKA

**TABLE 8-3: OPTION 1a - EXPAND CAPACITY AT KEARNEY (Two - 40 Bed Housing Units)
CONCEPTUAL COST ESTIMATE**

Total Project Cost			Estimated Cost
Nebraska Juvenile Correctional Facilities Master Plan Update			
Building Gross Square Feet			
1	Site Acquisition ¹	\$	-
2	Construction	\$	-
	a. Sitework	\$	822,500
	b. Building Construction (17,500 BGSF x 2)	\$	7,402,500
		\$	8,225,000
3	A/E Design Fees, A/E Expenses, Testing, C.A. (@ 9%)		740,250
4	Movable Furnishings, FFE (@ 5%)		411,250
5	Project Contingencies (@ 6.5%)		534,625
6	Total Costs		9,911,125

¹ State Owned Land.

² Cost are based upon 2007 dollars. Conceptual Cost Estimates require an additional construction inflation factor projected into the future.

**TABLE 8-4: OPTION 1b - EXPAND CAPACITY AT GENEVA (20 Bed Housing Unit)
CONCEPTUAL COST ESTIMATE**

Total Project Cost			Estimated Cost
Nebraska Juvenile Correctional Facilities Master Plan Update			
Building Gross Square Feet			
1	Site Acquisition ¹	\$	-
2	Construction	\$	-
	a. Sitework	\$	260,100
	b. Building Construction (10,200 BGSF)	\$	2,340,900
		\$	2,601,000
3	A/E Design Fees, A/E Expenses, Testing, C.A. (@ 9%)		234,090
4	Movable Furnishings, FFE (@ 5%)		130,050
5	Project Contingencies (@ 6.5%)		169,065
6	Total Costs		3,134,205

¹ State Owned Land.

² Cost are based upon 2007 dollars. Conceptual Cost Estimates require an additional construction inflation factor projected into the future.

Option 2: Expand Capacity at Hastings

1. Expand Boys Capacity at Hastings by 40 Beds - Housing Unit Renovation
2. Expand Girls Capacity at Hastings by 20 Beds - Housing Unit Renovation
3. Total Capacity at Hastings 100 Beds - Includes existing 40 Bed Capacity

Implementation of this Option will require renovation and related construction improvement of 60 Beds at Hastings, and no expansion at Kearney and Geneva because the existing 40 Beds at Hastings would continue to be used.

The buildings utilized for juvenile programs at Hastings have been improved to a limited degree compared to on-going upgrades at YRTC-Geneva and YRTC-Kearney. This campus is not fully utilized and uncertainty exists regarding future use. Consequently, funding has been a challenge for needed improvements. The staff has accomplished remodel projects with their own forces and limited budgets.

This proposed option consists of adding 40 additional beds for boys and 20 beds for girls. This can be accommodated in spaces within Building #3. Ten beds of girls could occupy each wing of the lower level. Twenty beds of the boys could occupy each wing of levels two and three. All of these spaces will have been upgraded by March of 2007 except one wing of ten beds for the girls. The cost estimate reflects a modest fund for this work.

A new recreational building consisting of a full court gymnasium and boys and girls locker rooms is proposed. A natatorium is not proposed due to high capital and operational costs. Upgrades to outdoor recreation play areas are also included in the cost estimate.

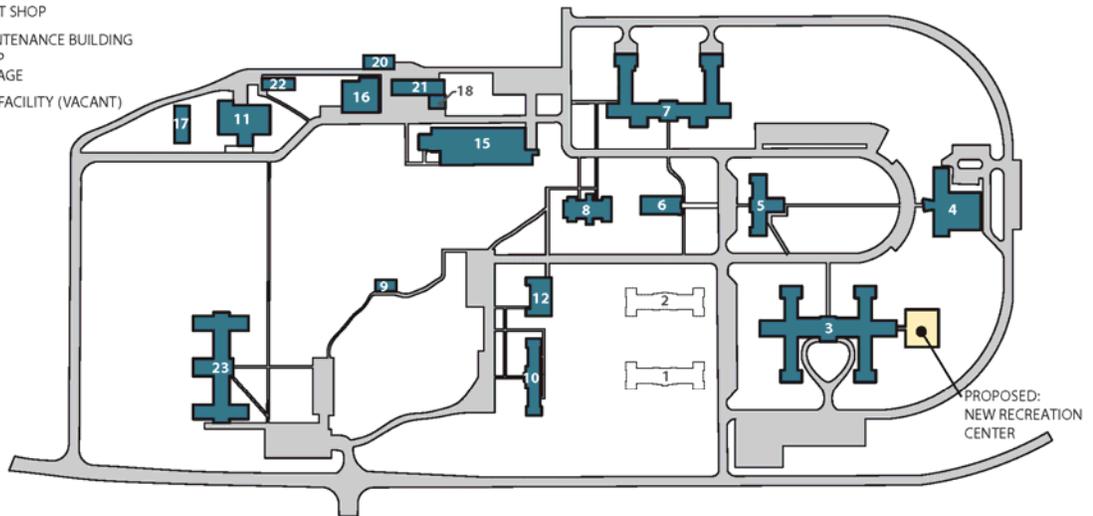
Improvements to Building # 7 for the proposed increased juvenile population for educational and program expansion is also required. This work includes fire protection sprinklers for the top level of Building #7. Also required are funds for computer equipment and Internet connections to expand the Novanet program. Modest interior remodel is planned to provide suitable environments for the expanded programs.

(Note: Displaced Mental Health patients could be moved to Building # 4 if the men patients are removed from campus as desired)

Figure 8-4 shows the campus site plan for housing unit renovation for expansion capacity at Hastings Regional Center. Table 8-5 shows the estimated cost for renovations.

Figure 8-4
Facility Option 2 – Hastings Regional Center

- 1. EMPLOYEES QUARTERS (DEMOLISHED)
- 2. EMPLOYEES QUARTERS (DEMOLISHED)
- 3. JUVENILE SPECIALIZED (MH/SA) HOUSING
- 4. ADULT MEN MENTAL HEALTH HOUSING
- 5. ADMINISTRATION
- 6. CHAPEL
- 7. FOOD SERVICE, EDUCATION & PROGRAMS
- 8. STAFF DINING & TRAINING
- 9.
- 10. REHABILITATION UNIT
- 11. LAUNDRY
- 12. CANTEEN (VACANT)
- 13.
- 14.
- 15. KITCHEN (INACTIVE)
- 16. HEATING & POWER PLANT
- 17. GREEN HOUSE
- 18. PAINT SHOP
- 19.
- 20. MAINTENANCE BUILDING
- 21. SHOP
- 22. GARAGE
- 23. DCS FACILITY (VACANT)



FACILITY OPTION 2
HASTINGS REGIONAL CENTER
HASTINGS, NEBRASKA
0 100' 200' 400'

**TABLE 8-5: OPTION 2 - EXPAND CAPACITY AT HASTINGS
CONCEPTUAL COST ESTIMATE**

Total Project Cost		
Nebraska Juvenile Correctional Facilities Master Plan Update		Estimated Cost
Building Gross Square Feet		
1	Site Acquisition ¹	\$ -
2	Construction	\$ -
		\$
a.	Sitework with Recreational Enhancements	197,000
		\$
b.	Building Construction with Recreational Equip. (9,000 BGSF)	1,005,000
		\$
c.	Interior Enhancements to Buildings # 3 and # 7	519,500
		\$
		1,721,500
3	A/E Design Fees, A/E Expenses, Testing, C.A. (@ 9%)	154,935
4	Project Contingencies (@ 6.5%)	111,898
5	Total Costs	1,988,333

¹ State Owned Land.

² Cost are based upon 2007 dollars. Conceptual Cost Estimates require an additional construction inflation factor projected into the future.