

APPENDICES

APPENDIX 1

An Overview of Adult Corrections in Nevada

Nevada's correctional system consists of over 10,300 offenders in eight prisons, 10 conservation camps, one restitution center and one "private" prison, the Southern Nevada Women's Correctional Facility, which is operated by Corrections Corporation of America. One of our prisons, Ely State Prison, is designated as a maximum-security facility and houses "Death Row" and other violent or dangerous offenders. The conservation camps are located all over the State of Nevada. (See chart that follows.)

NDOC is authorized to employ 2,475 full-time employees, of which 1,488 are correctional officers. At the time this study began, 93% of NDOC's positions were filled. Pay raises approved by the Legislature in 2001 have reduced the turnover rate considerably. NDOC employs 518 administrative staff. NDOC's Medical Division employs 287 staff.

The graphs that follow this Overview present a visual breakdown of NDOC's inmate population in comparison to the state population, and by ethnicity, by age, by custody level, by prior convictions, and by substance abuse involvement. A "snapshot" of NDOC in 2001 reveals that:

- Nevada incarcerated 9,486 males and 859 females.
- 695 offenders were age 21 or younger, mostly males.
- 277 offenders were over the age of 60.
- 14 offenders entered prison pregnant and gave birth while incarcerated.
- There were 1,642 convicted sex offenders.
- There were over 1,300 offenders with mental illness.
- Between 60-90% of Nevada's offenders have substance abuse problems.

Nevada has several crimes for which imprisonment is mandatory. Thus nearly 50% of Nevada's offenders enter prison for the first time without any prior felony convictions. (See graph that follows.) The offense breakdown (by conviction for most serious offense) for Nevada offenders is: 38% crimes of violence; 19% property crimes; 19% drugs; 16% sex crimes; 5% DUI; and 3% other crimes.

Impact of Population Growth on Incarceration

With a growth rate of 66.3% over the last 10 years, Nevada was the fastest growing state in the union, according to the 2000 census. Clark County accounted for 85% of that growth. Thus, it is not surprising that 65% of Nevada's prison inmates come from, and return to Southern Nevada. Northern Nevada contributes 20-25% of the prison population and 10-15% are from rural Nevada. Nevada's Hispanic population doubled and NDOC's Hispanic population reflected that

growth, too. The largest male populations in Nevada's prison system are the 35-39 and 45-60 age groups. The female prison population is highest in the 35-39 age group, with the next largest group aged 30-34. The median age of the Nevada inmate is 36 years old. Nevada judges sentence approximately 4,000 offenders to prison each year. With an incarceration rate of 519 per 100,000 population, in 1999 only eight states incarcerated more people per capita than Nevada. Nevada's prison population doubled in the last decade.

Effect of Sentencing Changes on Incarceration

In 1995, like many states around the country, Nevada passed a "truth in sentencing" bill (Senate Bill 416) designed to provide more certainty in criminal sanctions. It divided Nevada's crimes into categories (A through E) depending on severity, imposed minimum and maximum sentences, and required an offender to serve a minimum sentence of no less than 40% of the maximum penalty allowed. The law adjusted the penalties for certain crimes, increasing some and reducing others. It set up a graduated sanctions system for drug crimes based on the type and quantity of drug involved. The law also structured more realistic penalties for property loss and damage, according to the value of the property involved.

In earlier sessions, the Legislature had widened the range of offenses for which a juvenile could be sent to adult prison and had removed discretion from both prosecutors and judges, making several offenses "mandatory prison" without the ability to plea bargain them or reduce sentences based on the particular circumstances of a case. The result of these changes was to "harden" the prison population, putting more people into prison for longer periods of time.

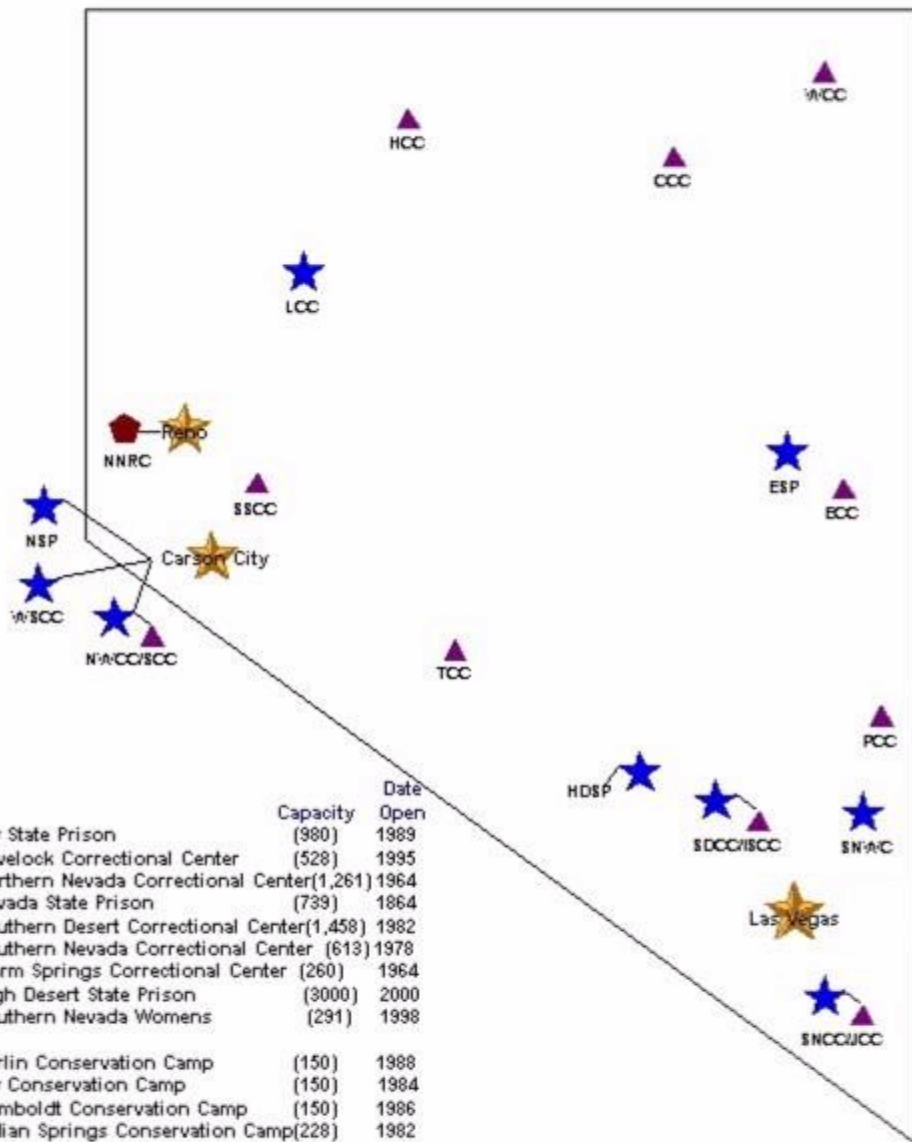
The effect of those sentencing changes will be felt for years to come as offenders committing certain categories of crime serve longer periods behind bars. Some of the ramifications of these changes include the need for increased inmate programming to occupy inmates' time (including age-specific programming for teens and the elderly); the need for more jobs so inmates can pay some of their required expenses; the aging of the prison population; a need for more Spanish-language programming for inmates; and increasing inmate health issues the Medical Division must handle. Drugs have taken their toll on Nevada's offenders too, necessitating more treatment programs for chemical dependency and mental health counseling. The Nevada correctional system must be augmented and improved so it can contend with these issues.

NDOC Budget Information

The average budgeted cost of incarcerating an offender in a prison in Nevada is \$44.28 per day. At the maximum-security facility the cost is \$54.67 per day. The cost of our medium-security institutional beds ranges from \$29.83 to \$47.62 per inmate, per day. The remote minimum-security camps cost \$17.75 per day. The restitution center costs \$24.52 per inmate, per day. Medical costs average \$8.62 per offender, per day. Medical costs have almost tripled over the last 15 years and can be expected to continue to grow as offenders age and remain in prison longer. To recoup some of those expenses, the Legislature authorized NDOC to charge offenders co-payments for medical services. They pay \$25 for recreational injuries; \$4 for office visits; \$3 for prescriptions; and \$206 per day in NDOC's Regional Medical Facility.

Nevada allots about 2% of its prison budget for food costs, while the average in other states is approximately 4%. While Nevada law gives the Director the authority to release an offender with up to \$100 per diem in “gate money” to get home, with NDOC’s current budget there is only \$25 daily “gate money” available for each offender who leaves prison with no savings. Offenders are released wearing one set of “prison blues” but must return any other prison clothing issued to them while in custody in Nevada. Nevada’s inmate clothing budget averages slightly over \$33 per offender, per year, after the first issuance of clothing at Intake. In an attempt to augment NDOC’s clothing allowances, the Director instituted a “package policy” permitting offenders’ families to send them two packages of clothing and other necessary items per year.

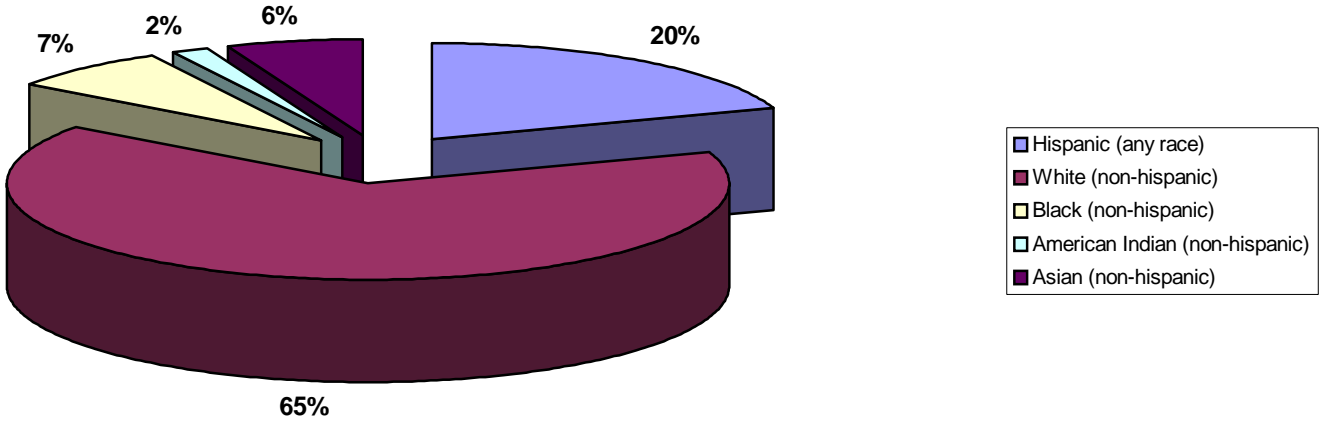
NDOC LOCATIONS



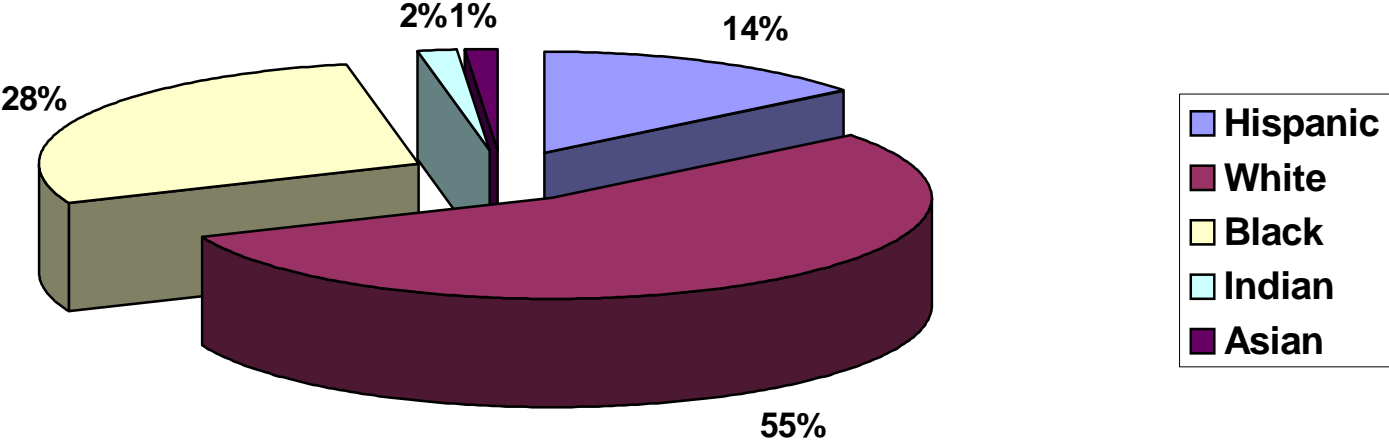
		Capacity	Date Open
ESP	Ely State Prison	(980)	1989
LCC	Lovelock Correctional Center	(528)	1995
NNCC	Northern Nevada Correctional Center	(1,261)	1964
NSP	Nevada State Prison	(739)	1864
SDCC	Southern Desert Correctional Center	(1,458)	1982
SNCC	Southern Nevada Correctional Center	(613)	1978
WSCC	Warm Springs Correctional Center	(260)	1964
HDSP	High Desert State Prison	(3000)	2000
SNWC	Southern Nevada Womens	(291)	1998
CCC	Carlin Conservation Camp	(150)	1988
ECC	Ely Conservation Camp	(150)	1984
HCC	Humboldt Conservation Camp	(150)	1986
ISCC	Indian Springs Conservation Camp	(228)	1982
JCC	Jean Conservation Camp	(112)	1987
PCC	Pioche Conservation Camp	(194)	1980
SCC	Stewart Conservation Camp	(240)	1980
SSCC	Silver Springs Conservation Camp	(112)	1991
TCC	Tonopah Conservation Camp	(150)	1991
WCC	Wells Conservation Camp	(150)	1984
NNRC	Northern Nevada Restitution Center	(88)	1979

★ Institution
 ▲ Camp
 ⬠ Restitution Center

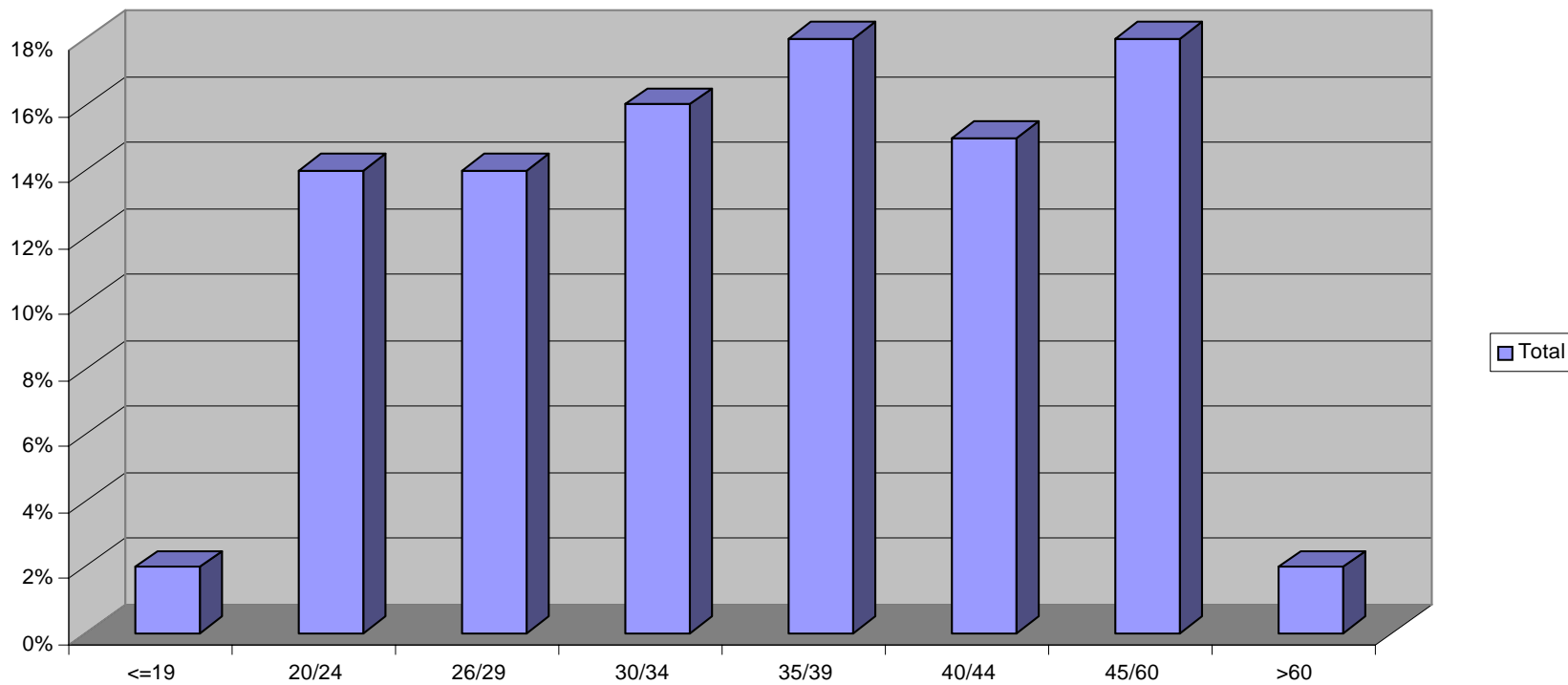
2000 Nevada Population By Race



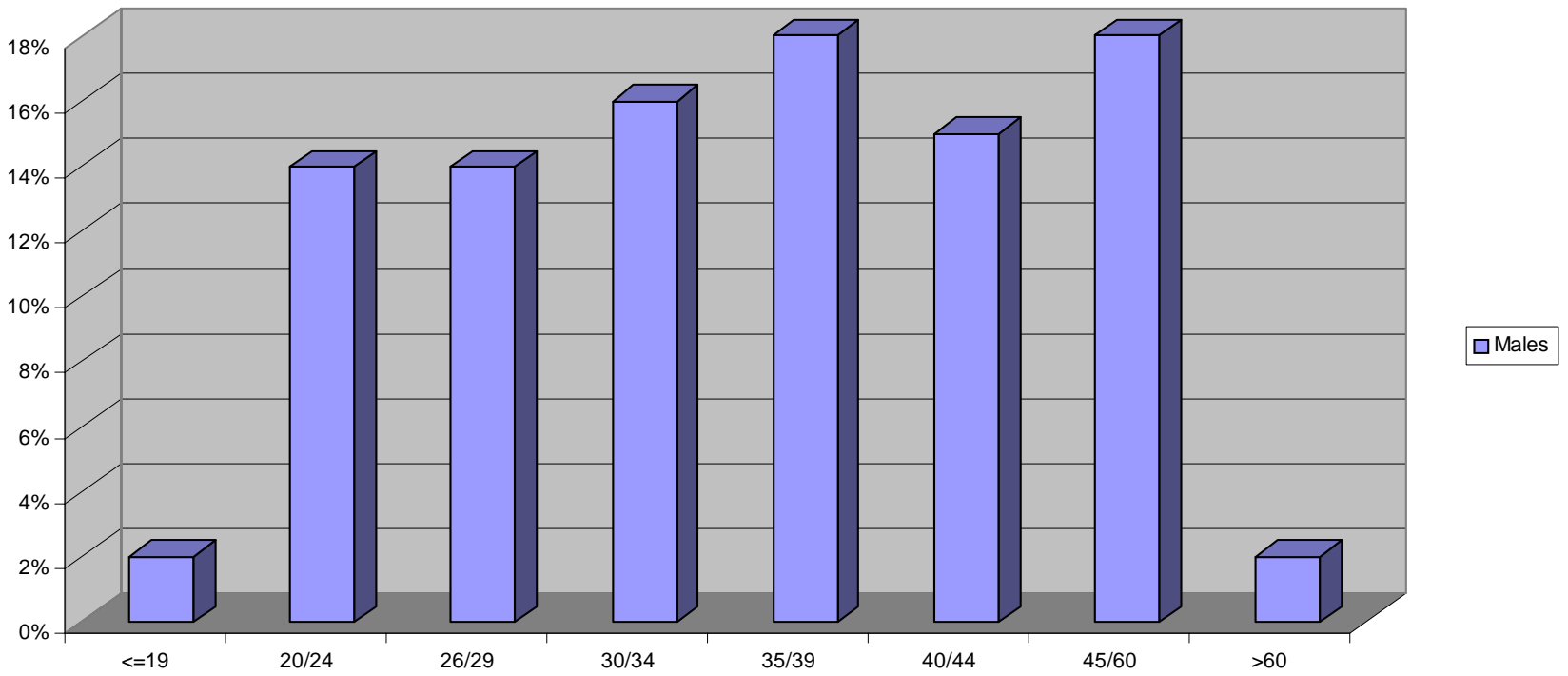
NDOC In-house Population By Race



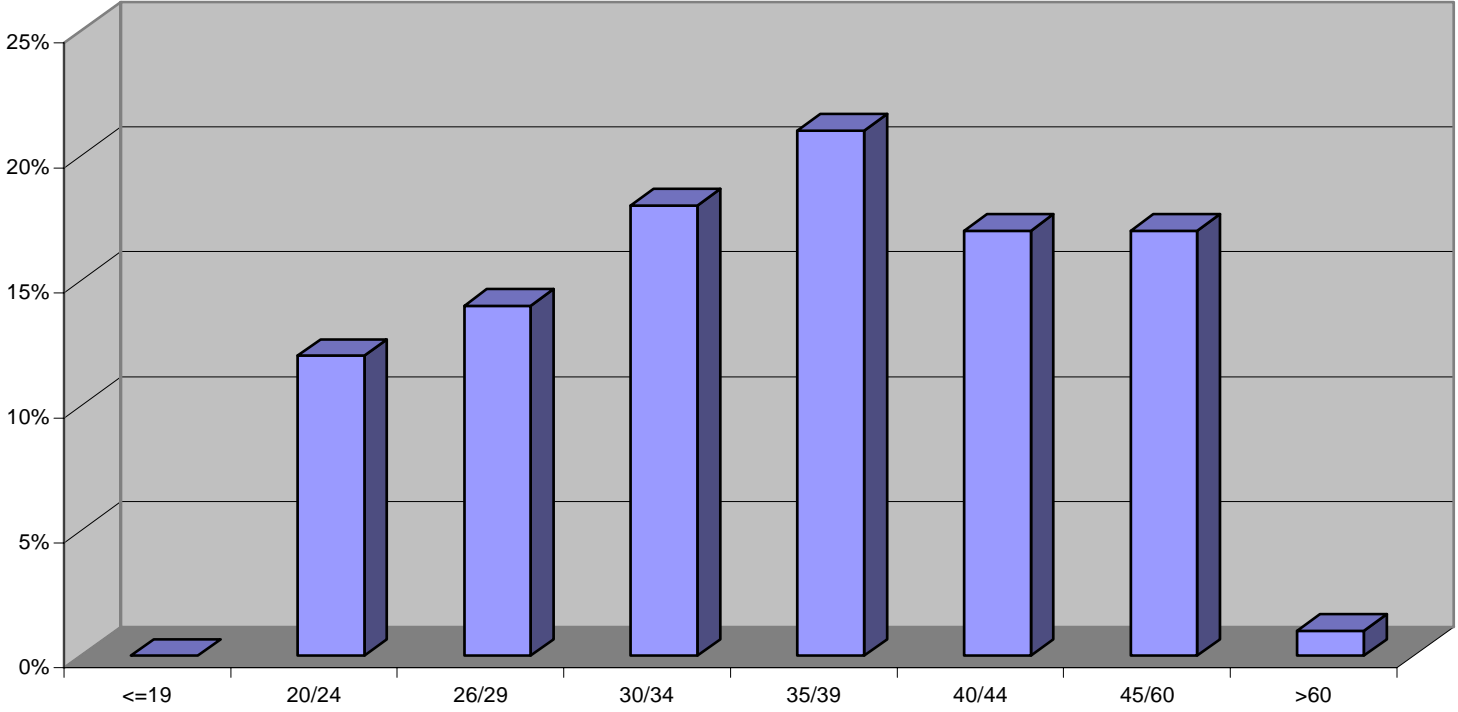
Total Inmates By Age Group



Male Inmates By Age Group

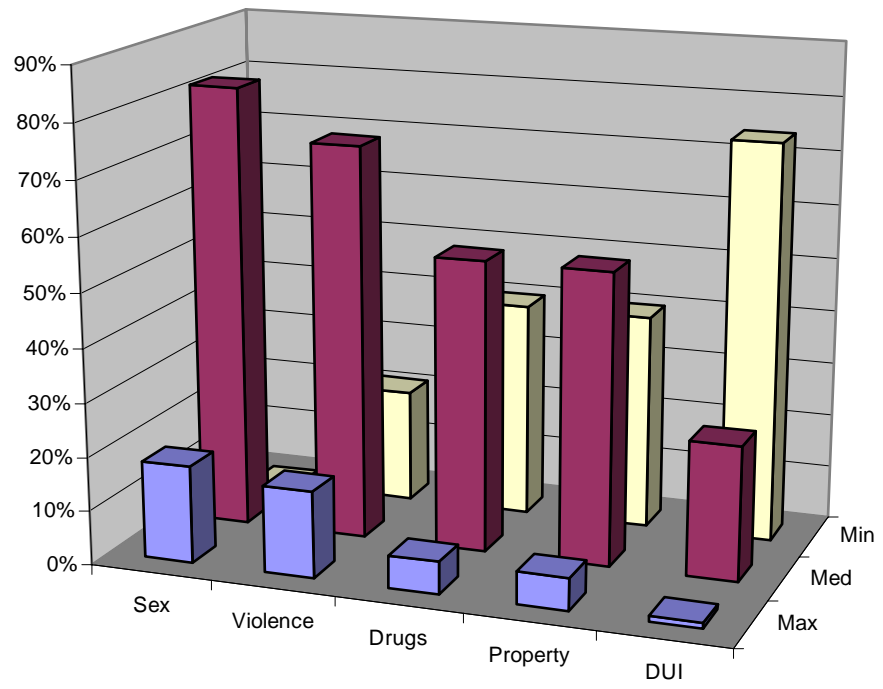


Female Inmates By Age Group

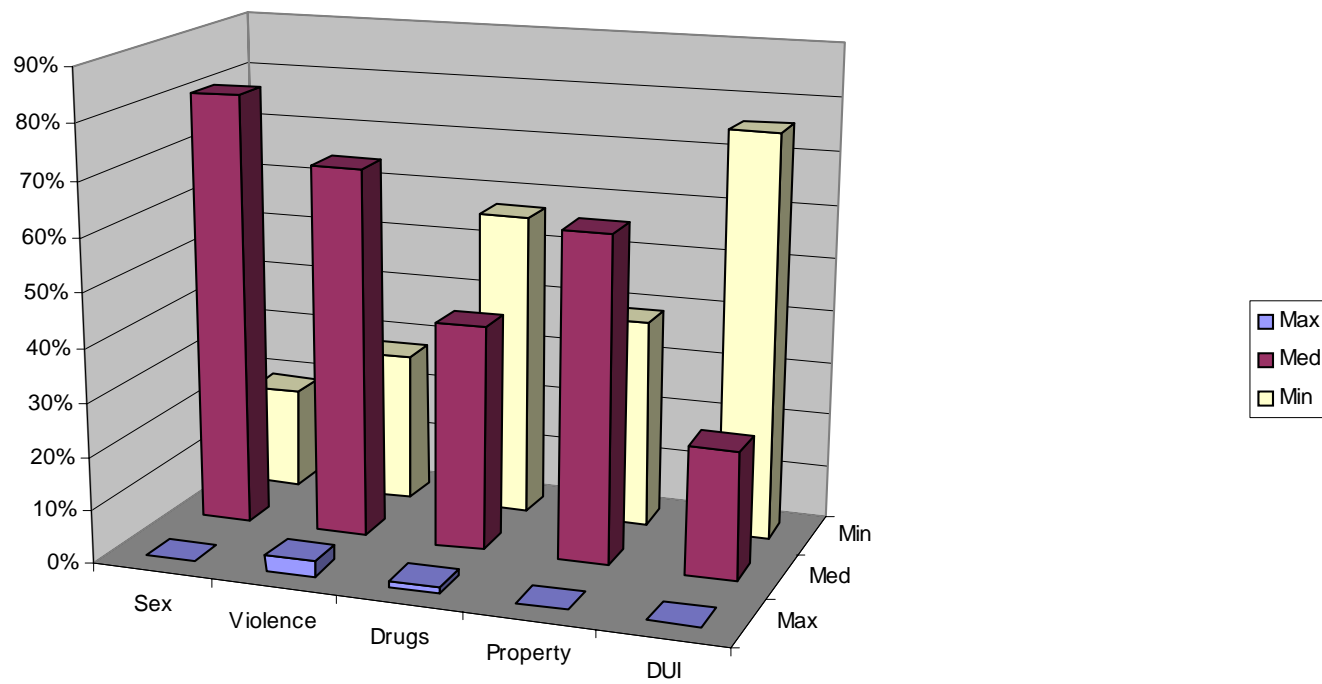


Females

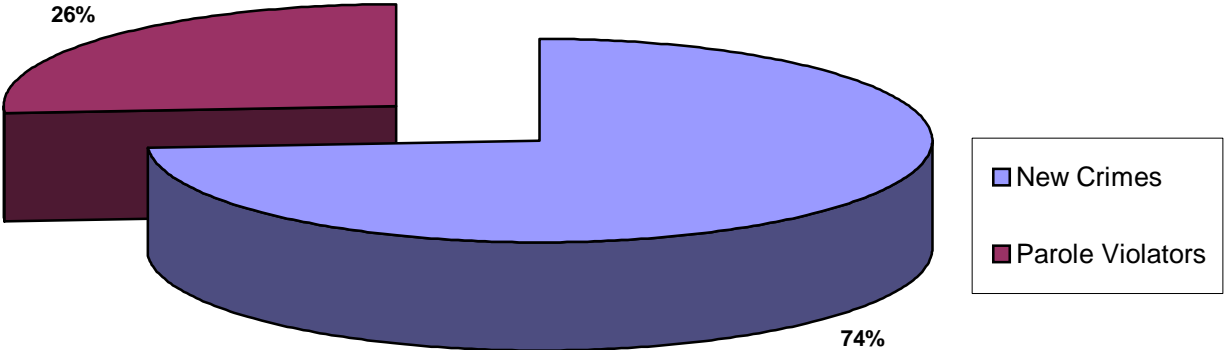
Custody Level By Offense Group-Males



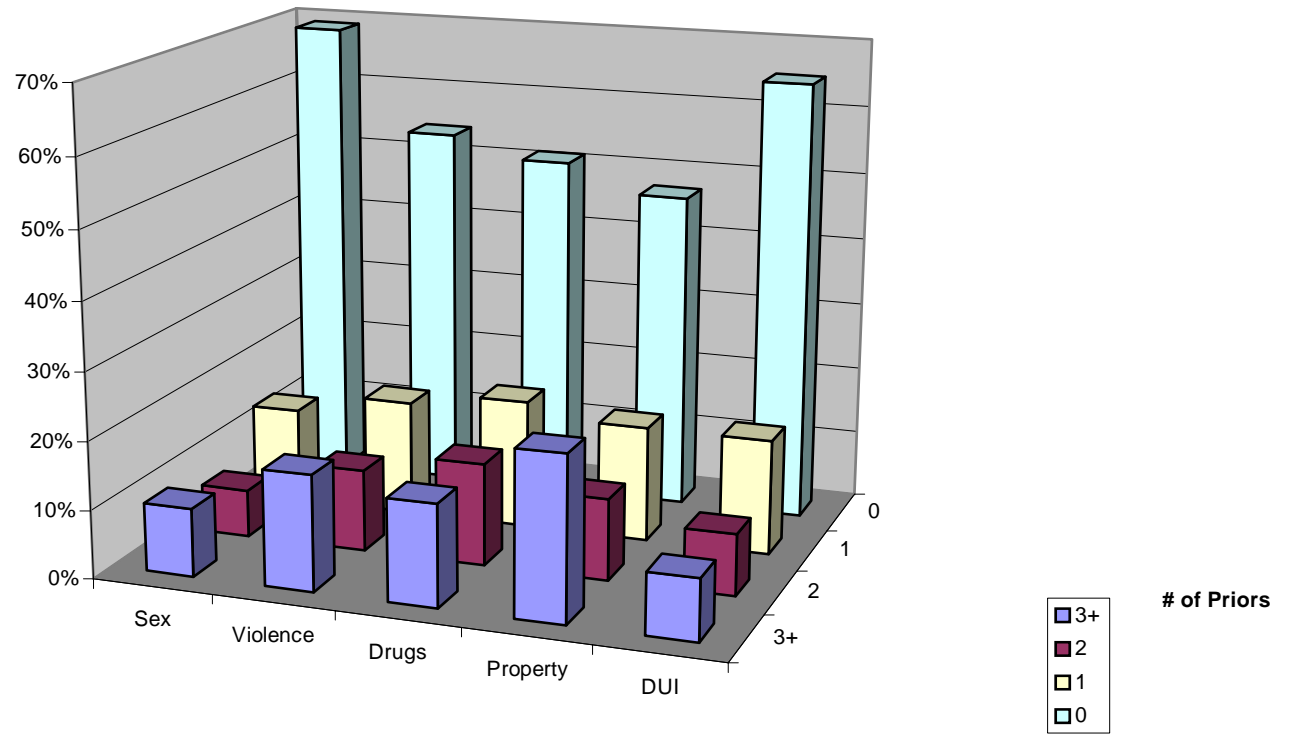
Custody Level By Offense Group-Females



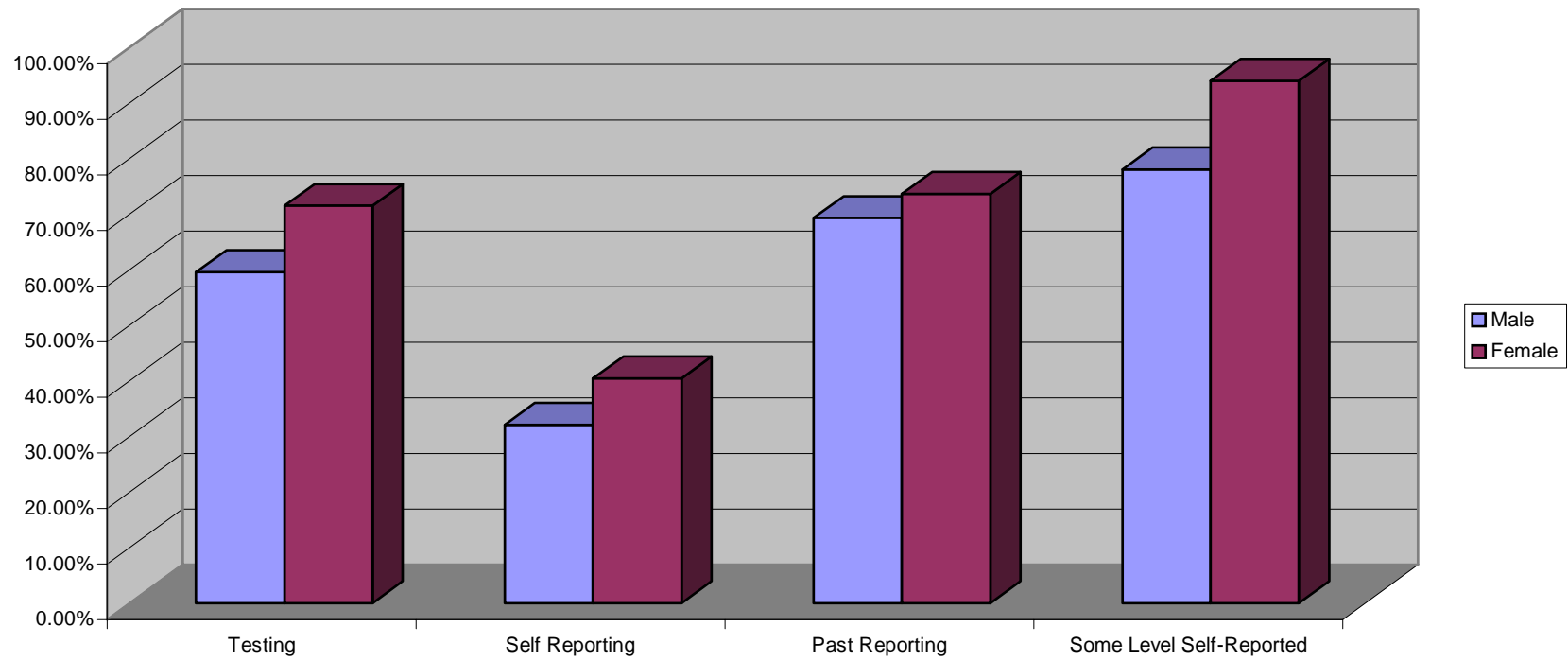
NDOC Intake By Type



Inmates With Prior Felony Convictions



% Of Regular Drug Use



APPENDIX 2

An Overview of The Division of Parole and Probation

The Division of Parole and Probation (P&P), an agency of the Department of Public Safety, has responsibilities in both law enforcement and casework. Its mission is to monitor and enforce offender compliance with the conditions of parole or probation, assist offenders in reintegrating into society, and ensure that objective sentencing information and recommendations are given to the District Courts. The Division has 15 offices located throughout the state. The Reno and Las Vegas offices account for 81% of P&P's workload. The rural offices, while handling only 19% of the workload, cover 87,699 square miles, or 75% of the state's geography. With a staff of 306 positions, 190 positions are authorized to be sworn peace officers in Nevada, with all the rights and duties of regular law enforcement officers. There are currently 163 sworn officers on staff.

Annually, P&P actively supervises an average of 4,097 parolees, 9,224 felony probationers and another 3,463 gross misdemeanants. Under the Interstate Compact (an agreement among states to assure reciprocity and mutual assistance), approximately 1,894 Nevada offenders go to other states for supervision, and 990 offenders from other states come to Nevada for supervision each year. At any given time, P&P can have as many as 2,700 arrest warrants to serve. The Division handles case for over 600 offenders being deported to foreign countries.

The Reno and Las Vegas offices are divided into four specialized operational units. The Court Services Unit (CSU) conducts pre-sentence investigations of persons convicted of felony or gross misdemeanor offenses and prepares sentencing reports and recommendations for the District Courts. Three supervision units monitor the activities of parolees, probationers and offenders released to residential confinement (house arrest). The regular supervision ratio of offenders to officers ranges from 58:1 in Reno to 75:1 in Las Vegas. Intensive Supervision operates on a 30:1 ratio; sex offender supervision is done on a 45:1 ratio. House arrest offenders are supervised 30:1. In rural Nevada, an individual officer performs all of the functions of the specialized units. Offenders are charged a supervision fee that is intended to offset some of the Division's expenses.

APPENDIX 3

**Costs of Proposed
Indian Springs Community Work Center**

COMMUNITY WORK CENTER
 NEW B/A
 INDIAN SPRINGS
 604 Inmates

REVENUE

	<u>1st Year</u>	<u>%</u>	<u>2nd Year</u>	<u>%</u>
Appropriation	4,499,793	94.2%	4,244,746	92.0%
Match for RSAT Grant	263,250		351,000	
Room & Board (2 X ISCC FY02) (604 inmates with 80% working)	<u>14,324</u>	0.3%	<u>19,098</u>	0.4%
Total Revenue	<u>\$4,777,367</u>		<u>\$4,614,844</u>	

EXPENDITURES

	<u>1st Year</u>		<u>Continuing</u>	
Startup Supplies	102,189	2.1%	0	0.0%
Salaries	1,846,449	38.6%	2,215,739	48.0%
Operating	116,097	2.4%	116,097	2.5%
Equipment	802,180	16.8%	0	0.0%
Maintenance	5,000	0.1%	31,291	0.7% 1 st year estimated
Contract Services	17,860	0.4%	19,646	0.4% 10% increase
Inmate Driven Costs	818,395	17.1%	900,235	19.5% 10% increase
Utilities	718,198	15.0%	861,837	18.7% 20% increase
RSAT Grant Program	351,000	7.3%	468,000	10.1%
Purchasing Assessment (1 st year included in Equipment)	0	0.0%	2,000	0.0%
Total Expenditures	<u>\$4,777.367</u>		<u>\$4,614,844</u>	

Current ISCC Budget	1,472,468		1,472,468	
New Program Costs	4,777,367		4,614,844	
Increase (Savings)	<u>\$3,304,899</u>	224.4%	<u>\$3,142,376</u>	213.4%

COST PER INMATE PER DAY

	<u>Cost/Day/Inmate</u>	
Cost per day – ISCC	17.11	includes \$3.5 utility adj.
Cost per day – High Desert	30.12	
Cost per day – Work Center	<u>20.93</u>	
Per inmate cost per day savings	\$9.19	(High Desert minus Work Center)

TOTAL COST PER DAY

	<u>Population</u>	<u>Total Cost/Day</u>	
ISCC Population	248	4,243.28	
HDSP Phase III Population	<u>356</u>	<u>10,722.72</u>	
	604	14,966.00	
Work Center Population	604	<u>12,643.41</u>	
Total cost per day savings		\$2,322.59	(High Desert & ISCC minus Work Center)

NET Total Cost Savings Per Year **\$847,745.75**

APPENDIX 4

Costs of Proposed Re-Entry Center

RE-ENTRY CENTER

04/23/02

378 Bed Facility in Las Vegas
Contracted

<u>Operating</u>		<u>Total</u>
Food/\$3.00 Day Per Bed	\$ 413,910	
Operating Supplies/\$125.86 Yr. Per Bed	\$ 47,575	
Clothing/\$31.38 Yr. Per Inmate	\$ 11,862	
Printing/Copies	\$ 2,070	
Rent (pd by inmate R&B)	\$1,000,000	
Equipment Repair	\$ 3,264	
Vehicle Operation/Repair	\$ 4,033	
Protective Clothing	\$ 94	
Postage	\$ 1,404	
Telephone/\$300 Per Employee	\$ 5,100	
Inspections	\$ 320	
Hand Tools	\$ 427	
Copy Machine Lease	\$ 1,872	
Insurance (Employee/Auto/Property)	<u>\$ 6,634</u>	
		\$1,498,565
 <u>Building Maintenance</u>		 \$ 37,232
 <u>Utilities</u>		
Electric	\$ 179,258	
Gas/Propane	\$ 84,428	
Trash	\$ 33,930	
Water/Sewer	<u>\$ 75,828</u>	
		\$ 373,443
 <u>Salaries</u>		
Administrator	\$ 65,000	
Business Manager	\$ 45,000	
Management Assistant	\$ 25,000	
Correctional Program Specialist	\$ 55,000	
Treatment Manager	\$ 60,000	
Residential Resource Coordinator	\$ 45,000	
Counselors (4) \$32,000 each	\$ 128,000	
Residential Assistant Supervisor	\$ 40,000	
Residential Assistant (4) \$28,000 each	\$ 112,000	
Maintenance	\$ 35,000	
Food Service Manager	<u>\$ 36,000</u>	
		\$ 646,000
Benefits @30%		\$ 193,800
Contingency/\$2.00 Day Per Inmate		<u>\$ 275,940</u>
 Total Expenses		 \$3,024,979
Potential Revenue Source (Room & Board)		<u>\$1,097,712</u>
 Net Cost to General Fund		 \$1,927,267
Cost Per Inmate Per Day		\$ 13.97
 HDSP Phase III Population	378	30.12 \$4,155,656
Proposed Re-Entry Center	378	13.97 <u>-\$1,927,441</u>
Projected Annual Savings		<u>\$2,228,216</u>

Notes:

Unless specified, operating is based on SCC budgeted amounts. Building Maintenance based on 2 times JCC budgeted. Utilities based on 2.5 times JCC projected. Potential revenue is Room and Board at \$16 per day after 30 days and assumes 2/3 will work.

APPENDIX 5

Potential Savings from Proposed Plans

LOCATION	# OF INMATES	OPERATING COST/DAY	ANNUAL COST
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OPERATING COSTS:

HDSP	734	\$30.12	\$8,069,449
ISCC	248	\$17.11	\$1,548,797
CURRENT STRUCTURE	982	\$26.83	\$9,618,246
RE-ENTRY CENTER	378	\$13.97	\$1,927,441
WORK CENTER	604	\$20.93	\$4,614,844
PROPOSED STRUCTURE	982	\$18.25	\$6,542,285

POTENTIAL ANNUAL OPERATING SAVINGS \$3,075,961

CONSTRUCTION COSTS:

HDSP PHASE III CONSTRUCTION (4 HOUSING UNITS - DELETED)			\$39,000,000
LESS COST OF CONSTRUCTION/REHABILITATION			
RE-ENTRY CENTER (BUILT BY NON-PROFIT)			\$0
WORK CENTER			\$8,500,000
NNCC REHABILITATION			\$4,000,000
	TOTAL:		\$12,500,000

TOTAL CONSTRUCTION SAVINGS \$26,500,000

TOTAL POTENTIAL SAVINGS \$29,575,961

Note: ISCC Cost per Day was adjusted (\$3.50/day) to account for Utilities not currently assessed directly to ISCC. Currently paid by SDCC.

APPENDIX 6

Existing Legislative Authority and Action Required

The NDOC Director can establish institutional programming under existing statutes; however, the issue is one of budgeting and funds allocation. Language in the Appropriations Act, which is passed with the budget every Legislative session, provides that for every dollar brought into a department from outside sources, an equal amount can be deducted from that department's General Fund budget. The effect on NDOC is that for every inmate employment dollar brought in, NDOC could lose some of its General Fund support, thus NDOC would never have additional funds to add programs or services. The Department would have to secure authority from the Governor and the Legislature to retain some revenues in order to fund additional inmate programming and services. It is believed that one or two other state agencies have such an exception to allow them to access grants and federal funding.

Nevada's existing statutory authority enables NDOC to do effective community-based inmate programming and re-entry transitioning for offenders if funds are available to do it. However, the Director should exercise some statutory authority the department has not utilized in years. For example, the Director may establish facilities for offenders to live in the community while working, going to school or participating in community rehabilitation or training programs (NRS 209.401). That has not happened in years. Also, the Director may establish "work release" programs allowing inmates in their last six months of incarceration to go into the local community to work or obtain vocational or academic education (NRS 213.300). That program was discontinued years ago but it should be re-established in conjunction with the re-entry center and community work center programs that are being proposed by the Department.

While Nevada has had "drug courts" since 1999, prison inmates just started qualifying for participation after a statutory amendment that became effective in July 2001. However, only \$133,000 was budgeted to the Division of Parole and Probation for prisoners to participate in "drug court" with 50 slots allocated from Washoe County and 100 participant slots allocated from Clark County. Those slots are currently full and no more inmates may participate. If more prisoners are to be directed into "drug court," more funds will have to be budgeted to P&P for this purpose.

Senate Bill 519 passed by the 71st Legislature (now found at NRS 209.4871 *et seq.*) authorizes re-entry courts for other offenders, too, and, if a re-entry court is established in the District Court, it then authorizes NDOC to do community programming for offenders leaving prison. The eligibility criteria for offenders to qualify for re-entry court and programming under this statute is broader than that for "drug court." The statute would permit inmates to enter such programming sooner, too, but as of this time, no general re-entry courts have yet been established in the District Courts.

Nevada law requires an inmate who has completed a prison substance abuse therapeutic community treatment program to undergo one full year of aftercare in the community (NRS 209.4236(3)(b)) and requires the Director of Corrections to establish one or more aftercare programs, working with the Bureau of Alcohol and Drug Abuse (NRS 209.4238). However, Nevada has not budgeted funds for the Director to comply with this statutory mandate. With

NDOC now having two therapeutic community programs, funds should be budgeted to establish community aftercare programs in both Northern and Southern Nevada.

Amendments will have to be made to expand and modify the “merit time credits” provisions of NRS Chapter 209 to expand the range of programming that qualifies for “merit time” credits.

The proposed creation of a “correctional education authority” within the State Department of Education to coordinate and direct prison academic and vocational education will require a statutory change as well as the cooperation of the Legislature in reallocating funds and transferring positions.

The internal reorganization recommended for NDOC is within existing statutory discretion of the Director but will require legislative approval in the form of budget reallocations and position number transfers for personnel.

Existing Programming Authority of the Director of Corrections

Treatment:

The Director shall establish programs for medical, psychological, psychiatric or other appropriate forms of counseling. (NRS 209.391)

The Director shall establish treatment programs for DUI-convicted felons (drug or alcohol) with an initial in-prison intensive treatment program (NRS 209.425) and then may assign minimum security inmates to residential confinement under the supervision of Parole & Probation. (NRS 209.392, 213.380)

The Director shall refer and assign offenders to drug court programs (includes housing, employment requirements). (NRS 209.4311-.4317 and AB 574)

The Director shall, with BADA, establish therapeutic communities in prisons. (NRS 209.4236)

The Director shall, with BADA, establish aftercare programs for those successfully completing therapeutic communities. (NRS 209.4238)

The Director may contract with qualified persons to run therapeutic community or aftercare programs. (NRS 209.4242)

Education/Training/Rehabilitation:

The Director shall administer programs of general education, vocational training and other rehabilitation, which Board of Prison Commissioners shall establish. (NRS 209.389 sec.2)

The Director may allow offenders to participate in certain educational, civil or charitable programs deemed beneficial to the community. (NRS 209.471)

The Director may establish facilities for offenders to live in the community while working, going to school or participating in community rehabilitation or training programs. (NRS 209.401)

The Director may establish restitution centers. (NRS 209.4827)

The Director may establish work release programs for inmates in their last six months of incarceration to go into the local community to work or obtain education (including vocational, technical or general education) and may contract with local governments to house inmates in local facilities. (NRS 213.300)

The Director may enter into contracts for public or private entities to provide programs, as part of the re-entry court system, in transitional housing, treatment, life skills training, vocational training, and other services re-entering inmates may require. (NRS 209.4889)