

# PRISON MASTER PLAN



*Bulletin No. 83-3*

LEGISLATIVE COMMISSION  
OF THE  
LEGISLATIVE COUNSEL BUREAU  
STATE OF NEVADA

*November 1982*



P R I S O N   M A S T E R   P L A N



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LEGISLATIVE COMMISSION  
OF THE  
LEGISLATIVE COUNSEL BUREAU  
STATE OF NEVADA

NOVEMBER 1982





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FILE NUMBER 198

**SENATE CONCURRENT RESOLUTION**—Directing the legislative commission to conduct an interim study toward the development of a master plan for the Nevada prison system.

**WHEREAS**, The Nevada legislature has appropriated over \$15 million in 1975, over \$10 million in 1977, and over \$34 million in 1979, for prison construction; and

**WHEREAS**, In 1979 and 1980 the legislative commission conducted a study of the present and future needs of the state prison system including the need for additional construction, as directed by Assembly Concurrent Resolution 41 of the 60th session of the legislature; and

**WHEREAS**, That study showed that the techniques used by the department of prisons to estimate the future population of its institutions did not provide an adequate basis for recommendations concerning the need for future prison construction; and

**WHEREAS**, The need for an effective plan to project the future population of the prison was also pointed out by a consultant from the National Institute of Corrections, who was recently requested to assess the problems of Nevada's prison system; and

**WHEREAS**, Plans are being discussed by this legislature to provide for the issuance and sale of state bonds in the amount of approximately \$20 million to finance additional prison construction; now, therefore, be it

*Resolved by the Senate of the State of Nevada, the Assembly concurring*, That the legislative commission is hereby directed:

1. To review the existing plans and prior studies;
2. To report on the success of alternatives to incarceration as used in this state; and
3. In cooperation with the state public works board to recommend a master plan for the future development of the prison system and appropriate related facilities,  
and be it further

*Resolved*, That the results of the study and any recommendations for legislation be reported to the 62d session of the legislature.



## REPORT OF THE LEGISLATIVE COMMISSION

TO THE MEMBERS OF THE 62ND SESSION OF THE NEVADA LEGISLATURE:

This report is submitted in compliance with Senate Concurrent Resolution No. 56 of the 61st session of the Nevada legislature. This resolution directed that the legislative commission review the existing plans and prior studies that have been conducted on the department of prisons; report on the success of alternatives to incarceration as used in Nevada; and, in cooperation with the state public works board, recommend a master plan for the future development of the prison system and appropriate related facilities. This report contains both the State of Nevada prison master plan as developed by the subcommittee appointed by the legislative commission to conduct this study and the subcommittee's findings and recommendations as they relate to the future of corrections in Nevada.

The members of the subcommittee included:

Senator Sue Wagner, Chairman  
Assemblyman Nicholas J. Horn, Vice Chairman  
Senator Eugene Echols  
Senator Virgil M. Getto  
Assemblyman Donald R. Mello  
Assemblyman Joseph E. Dini, Jr.  
Assemblyman John M. Vergiels  
Assemblyman Karen W. Hayes  
Assemblyman Robert F. Rusk  
Assemblyman Patty D. Cafferata

In the conduct of its assigned inquiry, the subcommittee held four meetings in both northern and southern Nevada; toured programs which offered alternatives to incarceration and transitional programs of the department of prisons; and received testimony from prison and other state officials, correctional officials from other states, architects experienced in correctional building projects and outside consulting groups associated with prison planning. The subcommittee wishes to acknowledge their contribution, through both testimony and other information supplied to the subcommittee, to the conduct of the S.C.R. 56 study.

Since 1961, the legislature has authorized the expenditure of over \$77 million for the construction of new prison facilities. Yet, the most recent legislative study of the department of prisons found that the techniques used by the department to estimate future inmate populations did not provide adequate information upon which construction decisions could be founded. Although the department of prisons requested authority to begin an extensive capital construction program late in the 1981 session, the 1981 legislature instead directed that a master plan for future prison programs be developed which would include adequate information relating to the need for additional bedspace, the addition of correctional and alternative to incarceration programs and, if necessary, the expansion or construction of state facilities (including all physical considerations).

Accordingly, the S.C.R. 56 subcommittee, in addition to the conduct of its hearings and ongoing inquiries, assisted in the development of the scope of work for the master plan, recommended population and classification consultants for development of the master plan and assumed analysis of the alternatives to incarceration portion of the master plan. In the course of its study, the subcommittee worked closely with the population and classification consultants, the National Council on Crime and Delinquency (NCCD), in overseeing the development of an inmate population projection methodology as well as a new objective classification system for use in more accurately assessing the security needs of the inmates under the jurisdiction of the Nevada department of prisons.

The subcommittee also conducted an ongoing inquiry into the effects of design decisions on prison security and operating costs, examined both the capital and operating costs of incarceration and compared them with the costs of programs less oriented towards the use of traditional security means. It should be emphasized that the information contained in this report and the prison master plan will need continual maintenance and periodic updating so that policymakers can detect the effects of any trends occurring within the criminal justice system. It is hoped the findings, recommendations and master plan contained in this report will provide a "blueprint" to help policymakers shape the future of the state's correctional system and also will provide the state

some possible alternatives for handling the criminal offender in a more effective and cost-efficient manner. This report is transmitted to the members of the 62nd session of the Nevada legislature for its consideration and appropriate action.

Respectfully submitted,

Legislative Commission  
Legislative Counsel Bureau  
State of Nevada

Carson City, Nevada  
November 1982

\* \* \* \* \*

#### LEGISLATIVE COMMISSION

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## SUMMARY OF FINDINGS AND RECOMMENDATIONS

### A. PRISON PLANNING

In the conduct of its assigned inquiry, the S.C.R. 56 subcommittee relied heavily on data containing the characteristics of the Nevada department of prisons' populations from 1979 through 1981 that was collected by the National Council on Crime and Delinquency (NCCD). This information was vital to the subcommittee in planning for the future direction of corrections and was the basis for development of the department of prisons' management information system. The S.C.R. 56 subcommittee urges the department of prisons to continue the effort that has already been made towards the development of this system and suggests it be routinely maintained and updated so that policymakers will have the benefit of the same types of information that were made available to the S.C.R. 56 subcommittee.

### B. CLASSIFICATION AND INMATE POPULATION PROJECTIONS

1. Based upon the NCCD's comparison of classification systems, the subjective classification system used by the Nevada department of prisons at the outset of the master plan study apparently classified a larger number of inmates into medium security and too few inmates into minimum security classifications. This "overclassification" did not necessarily increase the security of the citizenry, but it did result in an increase in taxpayer costs to support the Nevada prisons system.
2. Based on the inmate characteristic information supplied by the NCCD, it appears there is a large proportion of inmates entering the Nevada department of prisons with minimal prior adult criminal histories. Many of those inmates would qualify for participation in programs requiring lesser physical security.
3. The S.C.R. 56 subcommittee endorsed the department of prisons' implementation of a new objective classification point system such as the National Institute of Corrections' model system and urged the department to continue its efforts in implementing this use of the



system in its future classification efforts. Use of this system will result in more accurate and rational classification decisions, a more productive use of the scarce resources for prison program development, and a cost-effective approach to future prison expansion. As explained to the subcommittee, the Nevada department of prisons has acquired funding from both the National Institute of Corrections and the U.S. Department of Justice, Bureau of Justice Statistics, with which development efforts on this system are being funded at no expense to the state's general fund.

4. The S.C.R. 56 subcommittee recommends that the department of prisons implement the input/output model for forecasting future inmate populations. The input/output model is seen as a preferable forecasting method because it considers all factors of the criminal justice system in making its forecast and because the model is more sensitive to policy changes and their effect upon inmate populations. With the development of the inmate/output forecasting model, the S.C.R. 56 subcommittee believes the legislature can be given more accurate estimates of the impact that potential penal code revisions will have on the state prison system.
5. With the development of the input/output forecasting model, the department of prisons will be able to answer legislative inquiries about the potential effects of changes in the state's criminal codes. Therefore, the subcommittee recommends that the fiscal analysis division and the legislative counsel provide that all measures which can affect prison populations be required to contain a fiscal note as provided in NRS 218.272 through NRS 218.2758. The subcommittee believes this information will not only be vital to lawmakers in deciding the merits of such revisions, but it will also provide the proponents of the changes an opportunity to examine the costs and benefits to the state brought about by the proposed revisions.
6. With the implementation of the objective classification system and the input/output population forecasting model, it appears more inmates can safely be classified as minimum security risks. However, analysis of the department's capacity by custody level indicates there are fewer minimum security beds

in the prison system than could be utilized. The analysis also showed that additional medium security bedspace will not be necessary until approximately 1987 and that the supply of maximum/close security beds appeared adequate to 1991, the projection period.

C. FACILITY CAPITAL AND OPERATING COSTS

1. The annual per inmate operating cost figures by institution indicate it is substantially less costly to the Nevada taxpayer to house an inmate at either a restitution center or honor camp program as opposed to traditional institutional incarceration.
2. The capital outlay for prison bedspace is considerably less on an original capital outlay and an annual per bed capital cost basis when community residential centers are leased or honor camp facilities are constructed. To reduce the costs of institutional construction and/or remodeling even further, the S.C.R. 56 subcommittee endorses the use of inmate labor in prison construction and urges the department to maximize the use of such labor in future facility expansion, repairs and remodeling projects.

D. FUTURE PRISON EXPANSION

Data compiled by a national consulting firm and made available to the S.C.R. 56 subcommittee provided an indication of future inmate populations and their probable custody levels into the future. These projections show an increasing proportion of the inmate population will be eligible for minimum security programming. Past experience has indicated that it is cheaper to both construct and operate minimum security programs (both honor camp and restitution centers). The S.C.R. 56 subcommittee recommends that future expansion of the department of prisons be directed towards the development of minimum security bedspace.

E. EVALUATION OF ALTERNATIVES TO INCARCERATION

1. Probation

- (a) Based upon the prison admissions characteristics information showing a significant percentage of "lightweight" offenders, the lower than average use of probation and the obvious cost advantages

of the probation alternative, the S.C.R. 56 subcommittee recommends the expansion of the use of probation as an alternative to incarceration. It is the understanding of the subcommittee that this increased use would entail a revision of the probation risk factor rating system that is currently used by the department in assessing a convicted felon's probability for successful probation completion. The subcommittee strongly urges the department of parole and probation to work toward expanding probation since inmate admission characteristic data indicates there is some opportunity to do so without having to start diverting truly "marginal" candidates. The subcommittee suggests that the department begin by reviewing the effectiveness of the 120-day program as it relates to probation performance and, if found to have a negligible impact on improved performance, look toward immediate probation grants for those individuals.

- (b) The subcommittee also suggests that the risks of expanding the use of probation be minimized through the use of intensive supervision practices which would require more parole and probation supervision staff and lower caseloads. It is recommended, therefore, that the increase in probation be accompanied by the addition of more intensive supervision or incarceration diversion units. In so doing, the subcommittee believes society will be better protected and the offender will have a greater opportunity for successful program completion.
- (c) The S.C.R. 56 subcommittee also believes that those convicted felons who are being supervised at taxpayers' expense should be required to pay for some portion of these costs. Since both parole and probation supervision services are provided by the agency, the subcommittee feels that both groups, as well as those compact parolees and probationers under the supervision of the Nevada department of parole and probation who are not being charged a supervision fee in their home state, should be charged a fee.

The subcommittee also recognizes that there will be certain instances where such a charge will

work a hardship on the offender; therefore, it is recommended waiver or exemption authority be given to the chief of the department. It is further recommended that the amount of fees be set by the department and that these collections be included in the department's biennial budget as authorized by the legislature. (BDR 16-336)

## 2. Parole and Probation Residential Center Program

- (a) The S.C.R. 56 subcommittee is concerned and disappointed about the department of parole and probation's handling of the halfway house program. The department did not develop a comprehensive request for proposal clearly outlining the state's program expectations and operating procedures and went, without benefit of competitive bidding, "sole source" with Talbert House, Incorporated for program operation. This decision substantially contributed to subsequent disagreements between the state and the contractor and caused program delays over claim payments and program responsibilities. Those disputes began the erosion of the program's promise.

Secondly, it appears the top management of the department of parole and probation did not aggressively pursue the development of the program. The department preferred a "turnkey" approach and had little active involvement, other than administrative, in the selling and development of the program. The subcommittee feels that the department of parole and probation must bear much of the burden for this program's failure.

- (b) Despite the program's poor performance, however, the subcommittee believes that there is a need for this type of program in the state's criminal justice system. Based upon much of the information gathered about the characteristics of the incoming prison population, it appears there is a sufficient pool of offenders who could participate in this program. Therefore, the subcommittee recommends that the residential center program for convicted offenders be continued and that the sunset clause, as contained in the current legislation, be removed. (BDR 14-337)

### 3. Honor Camp Program

- (a) Available information indicates that there currently is a need for minimum security bed-space within the department of prisons' facilities; that a greater proportion of inmates will be classified to minimum custody levels in the future; that the per inmate annual operating and per bed construction costs for honor camp facilities is less than traditional institutions; and that there are additional work projects that would be available for inmate conservation crews in the coming biennium. Based on these factors, the S.C.R. 56 subcommittee recommends that the department of prisons accommodate increased bedspace needs through expansion of the honor camp program.
- (b) The subcommittee feels that the honor camp program should be as cost-effective as possible and recommends that the division of forestry actively and aggressively pursue the acquisition of paid projects for the crews. The division should attempt, to the maximum extent possible, to generate revenues for crew work performed for state government, local jurisdictions and community activities.
- (c) The subcommittee also recommends that all funds earned by honor camp crews be deposited in the honor camp program, especially all revenues earned from fire suppression activities for the Department of the Interior, Bureau of Land Management (BLM) and the United States Forest Service (USFS). The current practice is that payment received from the BLM and the USFS for fire suppression are deposited into the division's fire suppression account, thereby, understating revenues received from honor camp activities. These revenues totaled over \$65,000 in each of the last 2 fiscal years.

### 4. Restitution Center Program

- (a) Cost analysis figures show that the cost efficiency of the restitution centers dramatically increases when the centers are kept at or near full capacity. While it is understood that there will be some additional costs to expansion

relocation efforts, it is anticipated that higher capacities will further reduce inmate operating costs as well as provide additional opportunities for more inmates to participate in the program. Therefore, the subcommittee recommends that the Southern Nevada Restitution Center be expanded to increase program cost efficiency and allow more inmates to participate in the program.

- (b) The subcommittee also believes that restitution centers could provide a cost-efficient structured environment for those parolees in danger of revocation to a traditional institution. In this instance, the restitution centers could serve as a "halfway out" program without having to comingle those felons with prior prison experiences with the relative unsophisticated felons without prison time currently being assigned to the department of parole and probation's halfway house program. The subcommittee, therefore, recommends that parolees be allowed to be housed in restitution centers. (BDR 16-338)

- (c) In addition, the S.C.R. 56 subcommittee recommends that the Northern Nevada Restitution Center be reestablished. The subcommittee strongly urges, however, that the center be carefully and strictly supervised so that the events that led to the closure of the northern center will not be repeated. In addition, the subcommittee realizes the relocation of the center will be extremely difficult; however, the department of prisons is urged to work with neighborhood and community groups to achieve harmony in such placement. The subcommittee also suggests that the department once again review the possibility of using vacant buildings on the Nevada Mental Health Institute grounds as this site may represent a viable option in terms of size, location and cost savings.

## 5. Parole

- (a) The S.C.R. 56 subcommittee is concerned with the effect that changes in paroling policies have had on the numbers of inmates incarcerated

within the Nevada prison system. The subcommittee believes that there should be some consistency within the system to allow for the orderly flow of offenders and to allow adequate time to plan for system changes; therefore, the subcommittee recommends that the parole board adopt objective parole guidelines. Those guidelines employ factors to which numerical values can be attached to provide some consistency in parole decisions and eliminate some of the subjective judgment factors currently being used by the board in their decisions. (BDR 339)

Implementation of parole guidelines would correspond to the department of prisons' development of an objective classification system as well as the department of parole and probation's risk assessment factoring system used in making probation recommendations. Development of these guidelines should involve a review of parole guidelines in use in other states and a review of objective classifications/decisionmaking instruments in use in Nevada. Once established, the guidelines should particularly be reviewed as a measure of parole board performance.

- (b) The subcommittee also recommends that the board of parole commissioners be removed from approving or denying work release candidates and recommends that the work release program be placed under the jurisdiction of the department of prisons. This is currently the case in the restitution, honor camp and work experience programs. (BDR 16-341)

F. EXPANSION POTENTIAL AND LIMITATIONS OF EXISTING FACILITIES

If the expansion and diversions from incarceration are implemented as recommended, the S.C.R. 56 subcommittee does not believe that any institutional construction will be necessary in the immediate future (1983-85 biennium). Depending upon the extent of the minimum security program development and the future directions of policies as they relate to the state's criminal justice system, the need for institutional construction may even be delayed past the 1985 session. However, the subcommittee suggests that the available capacity and the custody levels of that capacity be compared to the projected inmate populations

and their custody level needs periodically, to insure authorization of the most beneficial construction decisions when such decisions become appropriate.

G. NEVADA STATE PRISON RENOVATION INQUIRY

The subcommittee believes there was a significant deviation in the design of the Nevada State Prison that was approved by the 1977 session and the configuration in existence currently. This deviation, in combination with some other factors, resulted short-term in serious security problems at the institution and long-term in substantial increases in manpower and operating costs to the state. The subcommittee believes some of these problems could have been avoided through better communication with the legislature and, therefore, it is recommended that the 1983 legislature adopt legislation (BDR 28-340) which will require that the state public works board consult and advise the interim finance committee on the design of all capital improvement projects.



REPORT TO THE LEGISLATIVE COMMISSION FROM THE  
SUBCOMMITTEE FOR THE DEVELOPMENT OF  
A PRISON MASTER PLAN

Through passage of Senate Concurrent Resolution No. 56, the 61st session of the Nevada legislature directed the legislative commission to:

1. Review the existing plans and prior studies;
2. Report on the success of alternatives to incarceration as used in this state; and,
3. Recommend a master plan for the future development of the prison system and appropriate related facilities.

In accordance with the directives, the first section of this report includes the review of the existing plans and prior studies while the subsequent section combines the master plan and the report on the success of the state's alternatives to incarceration and report on the potential for and limitations to future expansion.

I. EXISTING PLANS AND PRIOR STUDY REVIEW

As is demonstrated by the listing of the following plans and reports, the Nevada department of prisons has been the subject of a number of external and internal reports within recent years. Some of these reviews were conducted in conjunction with other management studies but, in the majority of instances, the review was generated by a specific problem within the department of prisons.

The previous plans and reports are presented in chronological order:

1. Nevada Corrections Master Plan Draft; National Clearinghouse for Criminal Justice Planning and Architecture, University of Illinois (under contract to the Nevada Crime Commission), 1975.

The Nevada Corrections Master Plan Draft was presented to the Nevada criminal justice community in

the spring of 1976. An ad hoc committee of the Nevada crime commission held a number of open public hearings on the document which included recommendations on local, juvenile and adult corrections. In summary, the recommendations of the plan for the state prison system included the development of either a department of prisons or corrections to coordinate institutional management decisions; development of a Clark County correctional institution; closure of the Nevada State Prison; transition of the Women's Prison into a high security center for the state; development of a women's unit near a medium security facility; use of the Elko and Caliente juvenile facilities for adult institutions to accommodate increased inmate populations and adoption of advanced programming operations and practices. The plan also included some possible facility designs for new prison institutions. For a variety of reasons relating to the accuracy of the data and projections contained in the plan and the criminal justice community's acceptance of its recommendations, the final plan was not adopted and no efforts were made to salvage any portion of the work.

2. The Condition of the State Prison, Bulletin No. 79-2;  
The legislative commission of the legislative counsel bureau, State of Nevada, August 1978.

Bulletin No. 79-2 resulted from Assembly Concurrent Resolution No. 1 of the 1977 legislature which directed the legislative commission to "make a comprehensive study of the condition of the state prison."

The A.C.R. 1 subcommittee recommended a number of organizational, procedural and management changes in Nevada's prison operations including establishment of a five-member board of prison trustees; increased orientational and job training for correctional officers; expansion of prison industries through the passage of a state use law which would authorize the additional manufacturing of articles at the state prison; required purchase of prison manufactured articles by state agencies; establishment of a revolving prison industry fund to support the industries and creation of a five-member prison industries advisory board; establishment of a separate budget

category for the prison farm; development of comprehensive treatment plans and programs for inmates with histories of substance abuse; monitoring, by the state health officer, of prison sanitation, health services and nutrition services; and the establishment of a position of ombudsman appointed by and accountable to the state board of prison trustees for the department of prisons.

3. Nevada Prison System, Bulletin No. 81-4; The legislative commission of the legislative counsel bureau, State of Nevada, October 1980.

Bulletin No. 81-4 contains the report of the legislative subcommittee formed pursuant to Assembly Concurrent Resolution No. 41 of the 1979 legislature. This resolution directed that the legislative commission study the present and future needs of the state prison system to determine the need for additional construction, the location and cost of any additional construction which may be needed, the effectiveness of the state prison system in rehabilitating prisoners, and alternatives to the incarceration of criminal offenders and the cost and efficiency of these alternatives.

The A.C.R. 41 subcommittee found that the population projection techniques being utilized by the department of prisons were not adequate on which to base recommendations on the need for future prison construction. At that time, the subcommittee noted that the population projections would be more difficult because of lack of information on the scope of the proposed mobile missile project (MX) and the impact it could have on prison populations. Accordingly, the subcommittee recommended that the department of prisons develop a more sophisticated and reliable method of projecting inmate populations on which the state public works board, the governor and the legislature could base prison construction decisions.

The subcommittee recommended that the restitution program established by the 1979 legislature be continued and that the state establish two multi-purpose centers, under the jurisdiction of the department of parole and probation, to house individuals who have not served prior prison time and who would normally be sentenced to the department of

prisons. The subcommittee endorsed the multipurpose center proposal after testimony from the department of parole and probation which indicated that the centers would result in approximately 150 fewer prison commitments per year and would "provide an alternative service between the extreme of imprisonment and the relative freedom of parole and probation."

The A.C.R. 41 subcommittee recommended that certain specified objective criteria be utilized in evaluating potential sites for any possible new prison institutions and that a site selection committee--composed of the director of the department of prisons; the director of the department of conservation and natural resources, the chairman of the state public works board or his designee from the board's membership, the majority leader from the senate or his designee from the senate, the speaker from the assembly or his designee from the assembly, and four gubernatorial appointees from the general public--be formed to select any new sites in the event that future legislatures approve the construction of new prisons.

The subcommittee also recommended changes in legislation to both clarify and expand the number of individuals who could be assigned to the department of prisons' honor camps and 120-day evaluation programs; recommended that the academic programs of the department of prisons be transferred to the school district serving the area in which the prison facility is located; and strongly endorsed the continued development of a prison industries program because it effectively manages inmate time, provides inmates exposure to the work ethic and skill development and contributes goods to public agencies at a cost savings to the taxpayer.

4. Cost and Productivity Analysis of the Department of Prisons, State of Nevada; Hughes, Heiss and Associates, Incorporated, Management Consultants, November 30, 1980.

The Hughes-Heiss productivity analysis resulted from both administration and interim finance committee concerns that the department of prisons was unable to live within a legislatively approved spending plan

during the 1979-81 biennium. The Hughes-Heiss study examined issues at the department of prisons such as budget preparation, overall expenditure controls, food services, inmate stores, plant maintenance, warehousing, inmate work experiences, health services, education, management organization and staffing, and correctional officer staffing.

The consultants pointed out the department of prisons had a history of receiving or requesting supplemental appropriations since fiscal year 1975-76. After a budget surplus of \$113,000 in fiscal year 1975-76, the consultants pointed out that the department required supplemental appropriations in 1976-77 of \$476,000, in 1977-78 of \$301,000, in 1978-79 of \$702,000, and that the department requested additional funds of \$329,000 in fiscal year 1979-80. The consultants also determined that in fiscal year 1979-80, the department of prisons had erroneously blamed higher than anticipated inmate populations and higher than anticipated inflation rates as the major reason for the supplemental appropriation requests and indicated the department needed to take major management steps to gain control of its budget.

Although the Hughes-Heiss study was primarily designed to correct operating deficiencies within the department, some recommendations reflect on the adequacy of the department of prisons' planning capabilities. The Hughes-Heiss report suggested that the department take a number of steps to improve preparation of its biennial budget requests to facilitate review and consideration, and one recommendation suggested that the department determine if ways could be developed to relate historical and projected inmate populations to court caseloads, criminal complaints filed or arrests.

5. Governor's Management Task Force, Final Report; State of Nevada; December 1980.

The governor's management task force examined major selected areas of state government in order to improve operational efficiency and issued a report summarizing its findings and recommendations in December 1980. The task force report included 13 recommendations dealing with the department of prisons. The task force found that the state's

prison facilities were not being properly maintained and recommended the initiation of a preventive maintenance program to prevent further deterioration of these facilities.

The task force also made a number of management recommendations calling for such things as the establishment of a revolving fund for warehouse inventories; the improvement of fiscal controls for the prison industries program; the creation of a prison farm fund; the elimination of farm operational losses; the delegation of administration of academic programs to appropriate school districts; and the use of inmates to perform ground maintenance at agency buildings.

The task force also recommended that a laundry facility not be established at the remodeled maximum security facility in Carson City and that the Southern Desert Correctional Center utilize the infirmary facilities of the Southern Nevada Correctional Center instead of acquiring their own separate facilities.

6. Report to Board of Prison Commissioners, State of Nevada; J.J. Enomoto, Consultant; National Institute of Corrections; April 15, 1981.

The Report to the Board of Prison Commissioners, State of Nevada, by Jerry Enomoto resulted from a 1981 technical assistance grant from the National Institute of Corrections to conduct an assessment of some of the security problems facing the department of prisons in Nevada. This report focused on the Nevada state prison and resulted from concerns over inmate violence, hostage taking incidences, and the use of weapons in these incidences at that prison facility.

The report recommended that a number of capital improvement items--such as construction of a catwalk; the installation of fencing in certain areas; the construction of athletic fields and facilities; and the installation of alarm systems on perimeter fencing--be undertaken at the Nevada State Prison. The report found that at the Nevada State Prison "the physical plant is a major problem" and that "the new

housing units provide the capability for good control; however, the necessity of utilizing the old prison creates serious problems of supervision and inmate movement because of the layout." Because the physical plant compromised security, a number of additional custody and classification positions were recommended.

The consultant also indicated that he had reviewed the Long-Range Construction and Population Plan proposed by the department of prisons to the 1981 legislature. He observed that:

It is based upon the prison intake for the past five years which doubled. It is acknowledged in that document that other features that affect these projections were not considered and that a population projection model that takes such factors into account is badly needed. If the prison population continues to grow at a 15 percent per year rate, the building program outlined will be needed. If it slows down there may be an overbuilding problem, which is very costly.

Various diversionary programs and community programs, e.g., restitution centers, have the potential to reduce the need for prison beds. Whether such approaches on a broader scale are acceptable in Nevada may be questionable, but they should currently be explored.

7. Task Force on Security and Control, Nevada State Prison; Final Report, June 10, 1981.

The task force on security and control at the Nevada State Prison was formed on April 22, 1981, following a series of hostage situations and acts of violence at that institution. The task force report, issued June 10, 1981, pointed out that "it became obvious very quickly that Nevada State Prison had problems in almost every area" and recommended a number of personnel, capital improvement and operating procedure changes. In analyzing the physical facility of the Nevada State Prison, the task force observed that:

The physical plant is a major problem at Nevada State Prison. The administration must actually manage two prisons--one being the new housing units and the other the collection of antiquated buildings of the old prison that house segregation and protective custody inmates and provide the services in what few programs exist at the prison.

The living units, although compact and capable of controlling small groups of inmates within them, are not maximum custody buildings. A group of inmates, out of control, can do major damage to the units. The biggest management problem lies in the physical layout which requires the movement of inmates, for a variety of purposes, through areas which make supervision difficult.

The kind of compact and well designed plant, capable of good visual observation and free of blind spots necessary for a good maximum security prison, does not exist at NSP.

8. Interim Finance Committee Prison Subcommittee Report;  
December 1981.

On November 12, 1981, the interim finance committee appointed a subcommittee to review the department of prisons' request for a contingency fund allocation for \$1.1 million in staff, equipment and construction to stem the occurrence of violent incidents at the Nevada State Prison. In their report at the interim finance committee's December 1, 1981, meeting, the subcommittee recommended immediate installation of fencing between housing units; the construction of a gunrail or "catwalk" to provide armed supervision of inmates in "the gauntlet" area; the addition of a security squad to perform routine shakedowns and emergency response to security incidents; correctional staffing for a variety of security posts within the institution; and the provision of ammunition and weapons for the maximum security prison.



The subcommittee also recommended the careful monitoring of earned overtime at the institution and any deviation from approved staffing patterns. In addition, the subcommittee reported it was:

Concerned about the design of the six new housing units at the Nevada State Prison and the amount of manpower that is becoming necessary to provide adequate security at the facility due to their unusual configuration. The subcommittee suggested, and the manager of the state public works board agreed, that the bid process on the seventh housing unit currently being considered (that is, the same configuration as the existing six) be stopped. At the same time, the subcommittee recommended that the state public works board develop, and report to the Interim Finance Committee, alternative design plans for the new housing unit.

## II. PRISON MASTER PLAN

### A. OVERVIEW

#### Historical Perspective

The public safety function of state government includes the departments of prisons, parole and probation and military (which includes civil defense); the parole board; the investigations division of the department of motor vehicles and the peace officer standards and training program. Unlike education and human resources, this function has historically claimed a relatively small percentage of the tax dollars that are allocated for the support of state government.

In the 1975-77 biennium, 4.6 cents of every general fund dollar (or \$17 million of the total \$371.2 million appropriated by the 1975 legislature) was allocated to public safety while the education function (including the distributive school fund and the university system) claimed 57.9 cents of every dollar and human resources received 20.9 cents. Since this time, however, the public safety function has seen tremendous growth with dramatic effects upon the state budget.

In the 1981 legislature, 7.8 cents of every general fund dollar (or \$62.7 million of the nearly \$800 million appropriated for 1981-83) was allocated to the public safety function, which represents nearly a 70 percent increase in tax dollars allocated to public safety in the space of 3 bienniums. Because over 90 percent of the appropriations for public safety are to support the department of prisons and the department of parole and probation, most of the increases in public safety spending can be directly linked to increases in these two departments.

The department of prisons is easily the biggest component of the public safety function (\$47.7 million of the \$62.7 million appropriated for 1981-83 public safety operations by the 1981 legislature were allocated to the prisons). In 1976, the State of Nevada had the seventh highest incarceration rate among the states in the nation. According to the U. S. Department of Justice, the state's incarceration rate at that time stood at 156 per 100,000 civilian population and was exceeded by South Carolina,

North Carolina, Georgia, Florida, Maryland and Texas. Nevada's incarceration rate was 71 percent higher than the average incarceration rate for the 13 western states during the same year. The inmate population under the jurisdiction of the Nevada State Prison totaled 800 felons, general fund operating appropriations totaled \$5.2 million, and the state operated three institutions--one maximum security prison, one women's prison and one medium security institution--all in Carson City.

Five years later, as of December 31, 1981, Nevada's total incarceration rate ranked highest among the states in the nation, 253 per 100,000 civilian population. The 13 western states' average for the same time period was 120 per 100,000, less than one-half of Nevada's rate. In fiscal year 1981-82, the inmate population averaged 2,179 inmates; legislatively approved operating appropriations totaled \$22.2 million; the system's physical plant had been expanded by two new medium security institutions in southern Nevada; the state had remodeled the maximum security prison; and, at the urging of the legislature, the department had instituted an honor camp and restitution program for convicted felons.

The department of parole and probation showed similar increases in appropriations and workload during the same time period. In the 1975-77 biennium, the department received a total of \$2.8 million in general fund appropriations; had an authorized personnel complement of 79.5 positions and, in fiscal year 1975-76, completed 1,881 presentence investigation reports on individuals for the district courts, 67 percent of which were granted probation.

By fiscal year 1980-81, the department's presentence investigation workload had increased 100 percent; the department's general fund appropriations had more than tripled to \$9.5 million biennially; and the department's staff numbered 183 positions. In addition, the department was supervising 4,617 persons on parole and probation (more than twice the number that were incarcerated in the state prisons) and was appropriated funds by the legislature to operate two residential centers for the supervision of convicted felons who had never served any time in prison.

The parole board, the third component of the state's criminal justice system, had also undergone dramatic change during this time period, although not to the extent of the state's other two criminal justice agencies. In the 1975-77 biennium, the parole board was a part-time board with two full-time employees (an executive secretary and a clerical position). With increasing frequency of parole board meetings for longer and more frequent parole and parole violation hearings and to accommodate the opening of a new southern Nevada prison facility, a full-time board with three board members was created by the 1977 legislature. According to the department of parole and probation's biennial reports, workload increased from 898 hearings in fiscal year 1976-77 to 1,579 hearings in fiscal year 1979-80 or an increase of nearly 76 percent. The board's general fund appropriation also increased from \$103,000 for the 1975-77 biennium to over \$437,000 for the 1981-83 budget period.

#### 1981 Legislature

While the growth of all three of these agencies contributed to the expansion of the public safety function, it was the tremendous explosion of the state's prison system and the prospect that it would continue to grow astronomically that caused the legislature to focus its attention on how best to deal with increasing numbers of convicted felons. In 1981, after much controversy over the department's operating budgets, the legislature was presented with a proposal, late in the session, to commit the state to \$70 million in long-term capital improvements for prison facilities. This proposal was made even though more than \$72 million had been spent or authorized since 1971 for the construction and renovation of prison facilities. The department of prisons' initial proposal was that \$20 million in bond revenue be made available to begin a construction program within 6 months.

Primarily because the department could not substantiate the inmate population and planning information used in constructing its expansion recommendations, the legislature turned down the request. Instead, \$150,000 was appropriated to fund a comprehensive study to determine what, if any, prison facilities should be constructed in the future and to assess the physical--water, sewer and utility--capabilities at existing prison locations. In

S.C.R. 56, a legislative interim subcommittee was authorized to work, in cooperation with the state public works board, in developing this prison master plan.

### Master Plan Elements

The master plan strategy adopted by the S.C.R. 56 subcommittee was to develop a data base and information in the following areas:

- (a) The development of methods to project future inmate population;
- (b) An analysis of the department of prisons' inmate classification system to determine the reasonableness of existing classification procedures and an expectation of the security requirements necessary to accommodate future inmate populations;
- (c) An analysis of the existing Nevada alternative to incarceration programs and a recommendation of either expansion or adoption of different types of these programs;
- (d) A detailed analysis of existing institutional capabilities, including an inventory of the number of beds available by classification type and a detailing of the expansion potential of these existing facilities; and
- (e) If demonstrated by the first four elements, plans for the construction of additional institutional facilities.

The first two phases, that is, the population projections and classification analysis, were conducted by the National Council on Crime and Delinquency (NCCD). A copy of NCCD's final report is contained in this report as appendix A. Additional supporting documentation detailing classification simulations and admission, stock, and release population statistics, and the data tables and exhibits are available from the fiscal analysis division of the legislative counsel bureau for additional review.

The third phase, that of evaluating the available alternatives, was assumed by the S.C.R. 56 subcommittee and its staff and is incorporated in the body of this report. The

existing facility inventory was performed by the architectural firm of Dolven Larson Daniels (a copy of their analysis is also available from either the state public works board or the fiscal analysis division for review).

#### B. NEVADA CRIMINAL JUSTICE SYSTEM

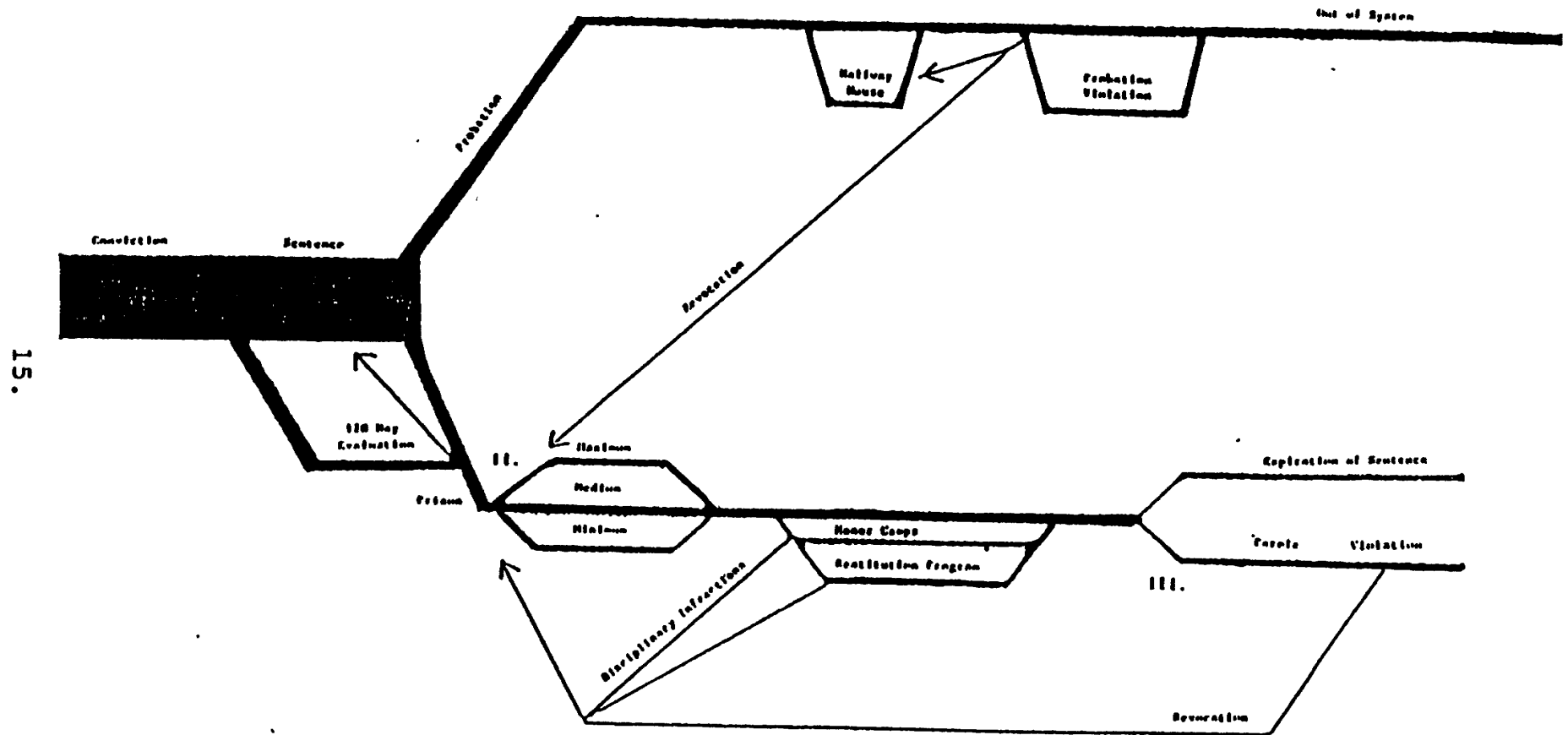
In order to facilitate understanding of this master plan, it is necessary to first detail the relationship between the entities that comprise Nevada state government's criminal justice system. The primary responsibility of the state criminal justice system, unlike its counterparts at the local and judicial level, is the incarceration, supervision, rehabilitation, reformation and release of convicted felons. The three agencies that comprise the criminal justice system--the departments of prisons and parole and probation and the parole board--operate independently from one another. However, frequent interaction between these agencies as offenders move through the system loosely binds the agencies together as a state system.

Figure A, on page 15, depicts the flow of felony offenders through Nevada's current criminal justice system.

The first contact a convicted felon may have with any program in the state criminal justice system, other than a presentence investigative report (PSI) prepared by the department of parole and probation, is the 120-day evaluation program. Through this program, a defendant who is convicted of a felony and who has never been sentenced to imprisonment as an adult for more than 6 months, can be committed, at the prerogative of the court, to the custody of the department of prisons for not more than 120 days. During this time period, the department of prisons conducts a complete evaluation of the defendant and provides the court with a report of the results of its evaluations prior to sentencing. Upon completion of the evaluation, the defendant is returned to court and sentenced to either probation or a prison term.

If a felon, whether or not evaluated in the 120-day program, is granted probation, he is placed under the supervision and custody of the department of parole and probation. The department has varying degrees of street supervision as well as a halfway house program for use in carrying out its responsibilities. If a person assigned

State of Nevada  
Criminal Justice System  
Flow Chart



Final Analysis Division  
September 13, 1982

FIGURE A

to probation violates one of the rules of probation, he is returned to the courts for a revocation hearing. Depending upon the severity of the infraction, the violator may be: (a) reinstated to probation; (b) revoked and sentenced to prison; or, (c) with the department of parole and probation's permission, assigned to a halfway house for more structured supervision than offered through standard probation services.

The most restrictive form of supervision is a prison sentence. Once committed to the jurisdiction of the state prison system, a convicted felon undergoes initial evaluation and classification (a process whereby the degree of security necessary to provide adequate supervision and programming to an offender is assessed). Depending on a variety of factors such as prior criminal history, nature of crime committed, mitigating or aggravating circumstances, educational and work histories, and psychological and medical background, a felon may be classified to any one of three general security levels--maximum/close; medium; and minimum/community trustee. Each level carries varying degrees of restrictions, programs, and opportunities that are made available to the inmates. From this pool of offenders (largely from medium and minimum/community trustee classifications), inmates are selected for participation in the department's honor camp, restitution and work experience programs.

The state's honor camp programs, run in conjunction with the state division of forestry, offer trailer camp settings with lesser degrees of security than traditional institutions and provide the division of forestry with fire fighting or forest management crews. Program benefits for the inmate, aside from the obvious lower security settings, include an increased wage scale from institutional work detail pay scales, increased "good-time" credits (days that are deducted from the inmate's sentence length for program participation or satisfactory performance), and enhanced opportunities to graduate into the department's restitution programs.

The department's restitution programs are run from community residential settings which permit program participants the relative freedom of working in the community with center restrictions during nonworking hours. Most of the inmates assigned to the program are those who have received a parole date and have little time remaining



until parole; therefore, the program also functions as a prerelease center through which reintegration into society can begin. With their earnings, participants defray part of the state's cost of their supervision; provide restitution to the victims of their crimes; accumulate savings for use upon release, and earn income for family support. If, at any time, disciplinary infractions are incurred in either the restitution or honor camp programs, inmates can, at the least, expect a loss of some degree of their freedoms or accumulated good-time credits and, at the most, can expect to be returned to the more traditional form of incarceration at either medium or maximum security facilities.

The department's work experience programs provide inmates an opportunity to work outside the institutional walls at minimum wage jobs in the community under minimal departmental supervision while being returned to the institutions when off shift. With their earnings these inmates also support their families, pay part of their support and supervision costs, and accumulate savings for their eventual release. These programs, however, are very difficult to operate during times of high unemployment and low economic growth.

The last stage in the state criminal justice system is the state parole board. The board is charged with the responsibility of: (a) assessing a convicted felon's probability of returning to society and living within the bounds of the law; (b) conducting parole violation hearings and revoking parole if warranted; (c) conducting statutory "good-time" hearings for institutional infractions; and (d) deciding whether inmates should be allowed to participate in the work release program. Once parole is granted, felons are placed under the supervision of the department of parole and probation. If a parolee violates the rules and conditions of his parole, he is subject to a violation hearing by the parole board and the possible revocation of his parole. If parole is revoked, the offender is once again returned to the department of prisons to serve additional time in confinement.

As demonstrated by the flow chart in figure A on page 15, each of these programs has a profound effect upon the other in terms of the number of offenders that have to be cared for, the manner in which they are cared for and the costs associated with this care. If a larger percentage

of felons are sentenced to prison, the department of parole and probation's supervision caseload decreases. If the parole board denies a larger percentage of parole applications, inmates will be staying in prison longer. The department of prisons itself has relatively little control over either intake or length of stay. The result of more admissions and longer length of stay generates the need to build and operate more prisons.

With institutional construction costs of roughly \$50,000 per bed in new institutions (and this figure nearly doubles if it becomes necessary to finance this construction through bonding), average annual operating cost per inmate exceeding \$10,000 in traditional institutions and an increasing commitment of general fund resources to the public safety function, the need to adequately plan for future prison needs is clear. In essence, to adequately plan for these facilities, it is necessary to know: (1) the number and type of inmates that can be expected in the future; (2) the available facilities in which those inmates are to be housed; and (3) the cost of constructing and operating those facilities.

### C. PRISON BEDSPACE NEEDS

#### Inmate Demographic Characteristics

The NCCD supplied information about the number and types of inmates that could be expected in the future through completion of phases I and II of the master plan.

In developing these two phases, the NCCD had to first develop a rudimentary management information system for the department of prisons because of the absence of readily accessible correctional data within the department. The information system used pertinent prisoner information from three separate population groups: admissions, stock population and releasees. The NCCD collected data on 1,026 admission cases from 1979 through 1981 (a .33 systematic probability sample); 1,221 cases of the in-house or stock prison population on April 1, 1982 (a .50 systematic probability sample); and 1,015 releasees from 1979 through 1981 (a .40 systematic probability sample). Personal characteristic information (such as age, race, sex), offense, sentence, the number of parole board appearances, prior criminal records, actual time

served, and other similar data was collected on inmates in each of the three sample groups. One of the by-products of this data collection effort was that Nevada policy-makers received a great deal more objective data than previously available on inmates within the Nevada prison system. Much of that information is summarized in the tables which follow.

#### Admission Data

Table 1 on pages 20 and 21, illustrates the socio-economic and criminal characteristics of data collected on the statistical sample of the admission population (those inmates entering the prison system in calendar years 1979, 1980 and 1981).

TABLE 1  
SOCIO-ECONOMIC AND CRIMINAL CHARACTERISTICS  
OF THE ADMISSION POPULATION  
1979-1981

Background Variable	%	Background Variable	%
<u>Place of Residence</u>		<u>Weapon Used?</u>	
Washoe	21.7	No	72.1
Clark	42.5	Gun	16.3
Other Nevada	9.8	Knife	8.7
California	13.8	Gun and knife	0.3
Other States	12.2	Other	2.6
<u>Length of Residence</u>		<u>Prior Misd. Convictions</u>	
Less than 30 days	18.5	None	33.4
1-6 Months	10.5	One or more	66.6
7-12 Months	5.4		
More than 1 yr.	65.7	<u>Prior Felon Convictions</u>	
<u>Type of Admission</u>		None	44.5
New Commitment	69.4	One or more	55.5
Parole Violator - Tech	10.0	<u>Prior Probation Experiences</u>	
Parole Violator - New Off	2.4	None	45.7
Probation Violator - Tech	7.5	One or more	54.3
Probation Violator - New Off	4.2	<u>Prior Parole Experiences</u>	
Inter-State Compact	0.3	None	66.8
120 Day Diagnostic	6.1	One or more	33.2
Other	0.1	<u>Prior Jail Commitments</u>	
<u>Maximum Sentence Length</u>		None	63.6
1 Year	10.3	One or more	36.4
2 Years	11.9	<u>Prior NDP Sentences</u>	
3 Years	15.3	None	81.9
4 Years	11.7	One or more	18.1
5 Years	12.0	<u>Prior Non-NDP Sentences</u>	
More than 5 years	38.5	None	74.9
<u>Total Charges or Counts</u>		One or more	25.1
1	72.0	<u>Was Plea Negotiated?</u>	
2	20.5	Yes	82.7
3 or more	7.5	No	17.3

TABLE 1 Con't.

Background Variable	%	Background Variable	%
<u>Sex</u>		<u>Previous Years of Employment</u>	
Male	91.9	None	8.4
Female	8.1	6 months or less	15.1
		7-12 months	14.6
<u>Age</u>		13-24 months	24.3
Less than 18	1.9	25 months and above	37.6
18-20	15.7	<u>Completed Education</u>	
21-24	24.2	0-9 Grade	13.5
25-29	24.1	10th Grade	13.4
30-34	13.9	11th Grade	19.9
35-39	8.0	12th Grade or GED	42.5
40-49	7.7	College and above	10.7
49 and above	4.7		
<u>Ethnic Group</u>		<u>History of Alcohol Abuse</u>	
White	68.4	None	55.1
Black	25.9	Yes	44.9
Hispanic	3.2		
Other	2.5	<u>History of Heroin Abuse</u>	
		None	81.9
		Yes	18.1

Source: NCP Admissions File

Note: Not all categories tally to 100% due to rounding.  
Missing cases vary from 18 to 69, total cases = 1026.

Of particular note are the following characteristics of the admissions population:

- 74 percent are from Nevada (with 64.2 percent being from Washoe and Clark Counties);
- 65.7 percent had lived at their residence for more than a year;
- 23.6 percent were admitted to the department of prisons on either a technical parole or probation violation or in the 120-day diagnostic program;
- 82.7 percent negotiated their plea;
- 72.1 percent used no weapon in the commission of their crime;
- 33.4 percent had no prior misdemeanor convictions;
- 44.5 percent had no prior felony convictions;
- 45.7 percent had no prior probation experience;
- 63.6 percent had no prior jail commitments of more than 30 days; and
- 61.6 percent had no prior prison experience in any jurisdiction.

As observed in the NCCD's first report:

These data suggest an admission population which has relatively 'light' or non-extensive prior criminal histories. In terms of custody needs and classification, many of these prisoners are probable candidates for low security settings.

In developing the admissions information, the NCCD ran each of the 3 years (1979, 1980 and 1981) separately in order to detect any trend changes that should be considered by state policymakers. One such analysis is detailed in table 2 on page 23--the admission status of inmates coming into the system for the calendar years of 1979, 1980 and 1981 (new commitments, parole or probation violators and other types of admissions).

TABLE 2  
TYPE OF ADMISSION TO  
PRISON BY YEAR OF ADMISSION

Admission		YEAR			
FREQUENCY	PERCENT				
ROW PCT	COL PCT	79	80	81	TOTAL
0	1	0	0	0	0
					0.00
NEW COMM	8	220	212	268	700
		21.83	21.03	26.59	69.44
		31.43	30.29	36.29	
		74.58	68.39	66.50	
PAR VIOL-TECH	8	32	35	33	101
		3.17	3.57	3.27	10.02
		31.68	35.64	32.67	
		10.85	11.61	8.19	
PAR VIOL-NEW OFF	0	9	7	8	24
		0.89	0.69	0.79	2.33
		37.50	29.17	33.33	
		3.05	2.26	1.99	
PRO VIOL-TECH	0	26	25	25	76
		2.53	2.43	2.43	7.54
		34.21	32.89	32.89	
		8.81	8.06	6.20	
PRO VIOL-NEW OFF	0	7	10	25	42
		0.69	0.99	2.48	4.17
		16.67	23.01	59.52	
		2.37	3.23	6.20	
IN-STATE COMPACT	0	0	0	3	3
		0.00	0.00	0.30	0.30
		0.00	0.00	100.00	
		0.00	0.00	0.74	
120 DAY DIAGNOSTIC	1	1	19	41	61
		0.10	1.83	4.07	6.05
		1.64	31.15	67.21	
		0.34	6.13	10.17	
OTHER	0	0	1	0	1
		0.00	0.10	0.00	0.10
		0.00	100.00	0.00	
		0.00	0.32	0.00	
TOTAL		295	310	403	1003
		29.27	30.75	39.93	100.00

Source: NDP Admissions file

Note: 18 cases missing

As pointed out by the NCCD:

The proportion of inmates entering NDP as new commitments from court has declined 8% since 1979. However, probation violators with new offenses (i.e., those convicted of a new crime while on probation status) have increased 4%.

The NCCD points out that if the categories containing parole violators with new offenses and probation violators with new offenses are combined with the category of those coming into prison on new commitments, the rates for this combined category are still declining over the 3-year period. However, the significant increase in the numbers of probation violators with new crimes bears careful scrutiny. Further analysis should be conducted to determine whether some policy, procedure, statute, or situation has affected such an increase or whether the noticeable increase is largely attributable to the small number of felons being admitted under this category and, therefore, not indicative of the development of a trend.

In addition, the data demonstrates a substantial increase in the court's use of the 120-day diagnostic program which, in 1981, accounted for over 10 percent of all admissions. Much of this increase is attributable to the 120-day program's establishment on July 1, 1979--midway through the first year of the NCCD's sampling period. The fact that over 10 percent of the 1981 inmate intake was admitted in this program is extremely significant in that program participants (an overwhelming proportion of whom receive probation following the evaluation) are still occupying scarce prison beds for a period of time.

Analysis of trends in sentence length, as shown on table 3 on page 25, indicates an increase in the number of inmates receiving 1-year sentences. Some of this increase may be attributable to increased use of the 120-day program. However, it is interesting to note that even in 1979 (when the number of inmates admitted under the 120-day program was very low), slightly over 6 percent of the inmates admitted were sentenced to 1 year. The percentage of inmates admitted with a 1-year sentence has continued to increase over the 3-year period and many of these offenders could possibly be placed in minimum security or even handled through diversionary programs. table 3 also indicates that the percentage of inmates being admitted over



TABLE 3  
SENTENCE LENGTH BY  
YEAR OF ADMISSION TO PRISON

Sentence Length					
FREQUENCY		YEAR			
ROW PCT					
COL PCT	79	80	81	TOTAL	
DEATH PENALTY	1	2	1	4	
	25.00	50.00	25.00		
	0.34	0.65	0.25		
ONE YEAR	18	34	52	104	
	17.31	32.69	50.00		
	6.14	11.07	13.03		
TWO YEARS	26	49	54	129	
	20.16	37.98	41.86		
	8.87	15.96	13.53		
THREE YEARS	50	51	67	168	
	29.76	30.36	39.86		
	17.06	16.61	16.79		
FOUR YEARS	35	33	55	123	
	28.46	26.83	44.72		
	11.95	10.75	13.78		
FIVE YEARS	48	36	52	136	
	35.29	26.47	38.24		
	16.38	11.73	13.03		
MORE THAN 5 YRS	95	86	101	284	
	33.45	30.99	35.56		
	32.42	28.66	25.31		
LIFE SENTENCE	20	14	17	51	
	39.22	27.45	33.33		
	6.83	4.56	4.26		
TOTAL	293	307	359	959	

Source: NDP Admissions file

Note: 27 cases missing

the 3-year period with sentences of more than 5 years is decreasing. This trend could influence future prison facility needs in terms of facility security requirements.

An examination of the types of charges for which inmates were convicted over the 3-year period (table 4 on pages 27 and 28) verifies the trend indicated by the sentence length chart that inmates are being admitted who committed less serious crimes and carry lesser sentences. In 1981, substantive increases are noted in the high volume admissions categories of burglary, larceny/theft and stolen property, while increases in the lower volume crime categories of kidnap, fraud and those convicted of driving under the influence are also noted. It should also be noted that there was an increase in the actual number (though not percentage of total admissions) of inmates coming in for murder convictions during the same time period.

Table 5, on page 29, shows the number of prior arrests of those inmates entering the Nevada department of prisons for each year of the sample period. This table shows that while 48 percent of those inmates entering the system from 1979-81 had five or more adult arrests on their record, 23 percent had one or fewer arrests. These inmates with infrequent contact with the criminal justice system even at the arrest level are also attractive candidates for lower security classifications.

#### Stock Data

The compilation of the characteristics of the prison stock population describes the static, or daily population, of the Nevada department of prisons. In this instance, one-half of the population of the Nevada department of prisons as of April 1, 1982, was surveyed. The characteristics of this group demonstrates a "stacking effect" and shows substantial differences from those of the admission group. Inmates in this sample group tend to be inmates who have remained in prison for longer periods, who were convicted of more serious offenses, and who have more extensive prior criminal histories.

Table 6, on page 30, compares the differences between the admission and stock population by type of offense and length of sentence.

TABLE 4  
OFFENSE TYPE BY YEAR OF  
ADMISSION TO PRISON

Offense	YEAR				TOTAL
FREQUENCY ROW PCT COL PCT	79	80	81		
MURDER	17 30.91 5.80	14 25.45 4.36	24 43.64 6.02		55
MANSLAUGHTER	5 26.32 1.71	10 52.63 3.25	4 21.05 1.00		19
AGG ASSAULT	4 30.77 1.37	7 53.85 2.28	2 15.38 0.50		13
KIDNAP	4 26.67 1.37	3 20.00 0.58	8 53.33 2.01		15
RAPE	10 47.62 3.41	5 23.81 1.63	6 28.57 1.50		21
OTHER SEX	9 28.13 3.07	13 40.63 4.23	10 31.25 2.51		32
ROBBERY	52 30.59 17.75	53 31.18 17.26	65 38.24 16.29		170
ASSAULT	7 29.17 2.39	8 33.33 2.61	9 37.50 2.26		24
OTHER	10 31.25 3.41	13 40.63 4.23	9 28.13 2.26		32
WEAPONS	4 40.00 1.37	6 60.00 1.55	0 0.00 0.00		10
ARSON	1 20.00 0.34	2 40.00 0.65	2 40.00 0.50		5

TABLE 4 Continued

## Offense

FREQUENCY ROW PCT COL PCT	YEAR			TOTAL
	79	80	81	
BURGLARY	50 28.09 17.06	53 29.78 17.26	75 42.13 18.80	178
FORGERY	24 39.34 8.19	19 31.15 6.19	18 29.51 4.51	61
LARCENY THEFT	33 23.81 11.26	36 26.09 11.73	69 50.00 17.28	138
STOLEN PROPERTY	24 27.27 8.19	24 27.27 7.92	40 45.45 10.03	88
FRAUD	2 13.33 0.68	4 26.67 1.30	9 60.00 2.28	15
ESCAPE	4 80.00 1.37	0 0.00 0.00	1 20.00 0.25	5
DRUGS	29 29.90 9.90	32 32.99 10.42	36 37.11 9.02	97
GAMBLING	2 25.00 0.68	2 25.00 0.65	4 50.00 1.00	8
OTHER TRAFFIC	0 0.00 0.00	2 50.00 0.65	2 50.00 0.50	4
DUI	2 22.22 0.69	1 11.11 0.33	6 66.67 1.50	9
TOTAL	293	307	399	999

Source: NDP Admissions file

Note: 27 cases missing

TABLE 5

## TABLE OF ARRESTS BY YEAR

ARRESTS (ADULT ARRESTS)		YEAR			
FREQUENCY					
PERCENT					
ROW PCT					
COL PCT		79	80	81	TOTAL
	0	1	2	9	
	.	.	.	.	
	.	.	.	.	
	.	.	.	.	
NONE	0	30	29	55	114
	.	3.01	2.91	5.52	11.45
	.	26.32	25.44	48.25	
	.	10.20	9.42	13.96	
ONE	2	39	41	35	115
	.	3.92	4.12	3.51	11.55
	.	33.91	35.65	30.43	
	.	13.27	13.31	8.88	
TWO	1	27	31	36	94
	.	2.71	3.11	3.61	9.44
	.	28.72	32.98	38.30	
	.	9.18	10.06	9.14	
THREE	1	26	22	26	74
	.	2.61	2.21	2.61	7.43
	.	35.14	29.73	35.14	
	.	8.84	7.14	6.60	
FOUR	1	17	9	29	55
	.	1.71	0.90	2.91	5.52
	.	30.91	16.36	52.73	
	.	5.78	2.92	7.36	
FIVE	1	19	17	27	63
	.	1.91	1.71	2.71	6.33
	.	30.16	26.98	42.86	
	.	6.46	5.52	6.85	
MORE THN FIVE	12	136	159	186	481
	.	13.65	15.96	18.67	48.29
	.	28.27	33.06	38.67	
	.	46.26	51.62	47.21	
TOTAL		294	308	394	996
		29.52	30.92	39.56	100.00

TABLE 6  
COMPARISON OF ADMISSIONS, 1979-1981 AND  
PRISON STOCK ON APRIL 1, 1982

Background Variable	Admission	Stock
<u>Offense</u>		
Violent		
Murder and Attempted Murder	5.5	14.4
Manslaughter	1.9	1.8
Sexual Assault/Rape	2.1	7.5
Robbery	17.0	21.9
Assault and Kidnapping	5.2	3.0
Arson	0.5	0.3
Other Violent Offenses	3.2	3.6
Subtotal	35.4	52.5
Property		
Burglary	17.8	13.3
Forgery, Fraud, Embezzlement	7.6	6.4
Larceny, Theft	13.8	8.1
Stolen Property	8.8	6.4
Other	1.0	0.7
Subtotal	49.7	34.9
Drugs	9.7	6.0
Other	5.8	6.5
<u>Sentence Length</u>		
Less than 5 years	52.4	26.5
5 years or more	42.0	56.3
Life	5.1	16.5
Death	0.4	0.6

Source: NDP Admissions file, NDP Stock Data file

Note: 27 cases missing from admissions file  
No cases missing from prison stock file

As observed by the NCCD:

The stock population contains a significantly higher proportion of prisoners convicted of violent offenses and serving longer prison sentences. These differences between the two data sets dramatize the 'stacking' phenomenon \* \* \* \* As persons convicted for serious crimes and thus receiving longer sentences enter the system, they will increasingly occupy a larger proportion of the prison system's bed capacity.

For comparison purposes, it is worthwhile to evaluate the differences between the characteristics of the population (stock or daily sample) of the Nevada department of prisons and the United States' prison population as a whole. According to the NCCD's report, some of the differences are:

1. Nevada has a higher proportion of whites (65.8 percent in Nevada compared to 49.6 percent in the U.S.), and a lower proportion of blacks and hispanics (28.1 percent and 6.1 percent respectively in Nevada compared to 47.8 percent and 2.5 percent in the U.S.) than the nation as a whole.
2. Nevada has a higher proportion of prisoners convicted of property offenses (34.9 percent in Nevada as compared to 31.1 percent in the U.S. average) and a lower proportion of prisoners convicted of violent offenses (52.5 percent in Nevada as compared to 57.5 percent in the U.S. as a whole).
3. Nevada has a higher proportion of prisoners serving sentences of less than 5 years (26.5 percent as compared to 20.6 percent), and a lower proportion of prisoners serving sentences of 5 years or more (56.3 percent as opposed to 68.8 percent in the U.S. average).
4. Nevada has a higher proportion of prisoners serving life sentences (16.5 percent as compared to 10.1 percent for the U.S. average).

### Release Data

The third data collection effort involved the gathering of information on those inmates who had been released from the Nevada department of prisons from 1979 to 1981. This information was particularly important for the development of the inmate population projection model. Table 7, on page 33, summarizes findings on the average length of time served by selected background variables of those inmates included in the sample. As can be seen, the mean length of incarceration of those exiting the Nevada prison system is 22.4 months, or slightly less than 2 years, and this rate is, according to the NCCD, comparable to the average length of time served in other states.

The NCCD's analysis also pointed out that most inmates in Nevada are eligible for parole, with good-time credits, at approximately 21 percent of their maximum sentence and that inmates are generally granted parole within two hearings. The length of time between those hearings varies, however, although 60 percent of those denied have to wait 2 years or less before they are eligible for another parole hearing.

The majority (over 62 percent) of offenders exiting the Nevada department of prisons are released on parole and, as would be expected, any change in the parole rate and the length of time served by inmates dramatically affects the inmate population of the department of prisons.

### Classification Analysis

The preceding inmate background and criminal history information was used not only to provide profile information about the inmate population in the department of prisons but also to determine the security levels that would be required for that population. A review of the custody level assignments for the admissions population that would have resulted through application of the classification system used by the department of prisons prior to this study revealed that the vast majority of inmates, over 68 percent, would be classified to medium security; with 18 percent classified to maximum and close; and 13.5 percent to minimum security. The majority of inmates would, under this classification system, have been assigned to medium security.



TABLE 7  
LENGTH OF TIME SERVED BY  
SELECTED CHARACTERISTICS

Background Variable	Mos.	Background Variable	Mos.
Total Population	22.4	<u>Offenses</u>	
<u>Sex</u>		Part I	26.2
Male	24.2	Murder	77.8
Female	18.4	Attempt Murder	47.9
		Manslaughter	26.2
<u>Ethnic Background</u>		Agrevated Assault	29.2
White	23.2	Robbery	29.2
Black	24.8	Larceny/Theft	18.2
Hispanic	21.5	Burglary	19.0
		Arson	43.0
<u>Age</u>		Rape	57.1
15 to 19	24.0	Part II	20.7
20 to 24	20.8	Forgery	21.9
25 to 29	23.5	Fraud	17.3
30 to 34	25.8	Stolen Property	16.3
35 to 39	22.7	Weapons	18.7
40 to 44	28.1	Drugs	22.3
45 to 49	26.4	Gambling	14.0
50 or older	27.4	Driving under the Influence	12.3
		Other Traffic	12.6
		Escape	18.2
		Simple Assault	14.3
		Other Sex Offenses	33.3
		Other Offenses	31.0

Source: NDP Release data file  
Note: One case missing

To assess the validity of Nevada's inmate classification system, admissions data on Nevada's inmates was processed through classification systems in other prison systems to determine how these same inmates would have been classified had they been sentenced in these other jurisdictions. For comparison purposes, the NCCD chose the classification systems in use in the California Department of Corrections, in the Federal Bureau of Prisons, and a model system developed by the National Institute of Corrections (NIC). During the course of this study, a fourth classification model--certified as "New Nevada Department of Prisons"--was also developed and utilized. These four classification systems utilize an objective point system in assigning custody levels. As explained by the NCCD, objective classification systems:

\* \* \* emphasize inmate attributes which are more factual and less subjective in nature to determine the appropriate security rating. None of these models directly use the more subjective clinical or psychometric variables in computing inmate security needs. However, all three systems do allow for administrative override decisions which could be based on special factors not captured in the classification model.

Some of the objective factors used by these systems include severity of crime of commitment; prior criminal history; the number of detainers (or second offenses for which the inmate is charged); prior institutional behavior; sentence length; alcohol or drug abuse history; prior history of escapes; and stability factors with each being assigned a numeric weight depending upon the emphasis the jurisdiction places upon that particular factor. A more detailed explanation of the factors used in each system is contained in appendix A. The summary of the classification comparisons is displayed in table 8, on page 35.

Table 8 illustrates the results of these classification comparisons. As can be seen, the result of these classification comparisons is the movement of a significant proportion (between 53 and 56 percent) of Nevada's inmate population from higher security levels into minimum custody status.

TABLE 8  
SUMMARY OF CLASSIFICATION ANALYSIS

Custody Level	NDP	California	NIC	Federal	New NDP
Maximum	1.4%	3.7%	8.2%*	2.1%*	8.2%*
Close	16.7%	15.5%	-	-	-
Medium	68.4%	28.2%	35.3%	41.8%	47.1%
Minimum	13.5%	52.7%	56.5%	56.1%	44.7%

\* Simulation estimates combined Maximum and Close custody scores.

Note: Percentages may not total 100.0% due to rounding.

As a result of these findings, the Nevada department of prisons began to develop an objective classification system--identified in the table as "New NDP"--using the factors included in the NIC's model with the incorporation of a sentence length factor. The nine factors used in this model include: history of institutional violence; severity of current offense; prior assaultive offense history; escape history; alcohol/drug abuse history; detainers; prior felony convictions; stability factor and sentence length. By including the sentence length factor in the NIC model, the NCCD estimated that 21 percent of those inmates who would have been classified into minimum security were pushed into the medium security category.

The results of this model are shown in the right-hand column of table 8, on page 35, and produce the most conservative projections of custody levels for inmate admissions of all the objective systems. The use of this model nevertheless moved high percentages of newly admitted inmates into the minimum security level when compared to the classification system in existence at the start of this study. Use of this classification instrument would have placed 45 percent of the incoming inmates in a minimum security level (as compared to 13.5 percent under the old system), while 47 percent of the inmate intake would be placed in a medium security level (as compared to the previous 68.4 percent), and 8.2 percent would be placed in the maximum/close security level (as compared to the previous 18.1 percent).

The influence of the objective system was used to generate information on the types of beds, by security level, necessary to accommodate the inmate population. This information takes into account the "stacking" effect that occurs because inmates that are assigned to higher classification levels stay in prison longer. The calculation took the average length of incarceration by custody level (i.e., maximum, medium, and minimum) and multiplied that times the number of projected admissions in each custody level to determine the daily bed capacity by custody level. The result of this calculation is that the daily population at the higher security levels is greater on any given day than classification level assignment upon admission.

The end result is that while 8.2 percent of the admissions population would have been classified to maximum, on a

daily basis 10.5 percent of the population would require maximum security assignment. Similarly, 50.9 percent would require medium security coverage (as opposed to 47.1 percent at intake) and 38.5 percent would require minimum security coverage (as opposed to 44.7 percent that would be classified to minimum upon admission). It is this daily population distribution--10.5 percent maximum, 50.9 percent medium, and 38.5 percent minimum--that forms the basis for decisions on the security level of future prison bedspace.

### Inmate Population Forecasts

The Nevada department of prisons currently uses a curve-fitting approach in projecting its future inmate populations. This statistical technique takes previous population history, fits a mathematical curve to it, and projects the curve forward. During its review of this methodology, the NCCD concluded, as had the interim legislative study subcommittee (A.C.R. 41) formed by the 1979 legislature (Bulletin No. 81-4, pages 17-19, legislative commission, October 1980), that the curve-fitting approach in use by the department was inadequate for accurate long-term projections. While agreeing the curve-fitting approach may be reasonably accurate on short-term estimates, the NCCD pointed out another failure of the method saying:

More troubling is that the curve-fitting equation does not contain any policy factors. Put differently, the method cannot forecast dramatic changes and only has utility when criminal justice policies and other environmental factors (e.g., high rates of unemployment) are essentially unchanging, which is rarely the case. Curve-fitting assumes that the past is the best predictor of the future, but this is a perilous assumption in the corrections field. At present, the NDP curve-fitting approach is seriously underestimating the number of inmates that will be under the jurisdiction of the Nevada department of prisons.

This underestimation amounted to nearly 200 inmates in each of the first 2 months of fiscal year 1982-83 from projections presented to the S.C.R. 56 subcommittee in September 1981. Even more pronounced were the estimation

differences of the female inmate population. Accuracy in projecting inmate populations is crucial because in the short run, the estimates form the basis of the department's operating budgets and, in the long run, form the basis for capital construction decisions.

The NCCD, therefore, developed two long-term prison population forecasting models for use by the state in making operating budget and prison construction decisions. The first was a demographic model which linked changes in the state's general population with rates of incarceration for specific demographic groups; computed the rates of imprisonment of specific age and ethnic groups within the Nevada population; and estimated future populations by linking those incarceration rates to the demographic subgroups within the population.

The second forecasting technique was an input/output model which simulated the flow of offenders through the prison system and, as explained by the NCCD, used such factors as "prison intake, sentencing factors and prison time to estimate the flow of admissions through the Nevada department of prisons. Information on the existing prison population and the existing parole population are used to estimate how long the current prison population will remain in the corrections system." The input/output model is highly sensitive to policy changes within the criminal justice system and, therefore, can be used by policymakers to simulate the potential effects of proposed policies prior to implementation so that the fiscal impact of the proposed change can be clearly understood.

In developing an inmate population forecasting system for Nevada, both models were used to provide independent estimates of the inmate population and to take advantage of the different strengths of each forecasting technique. A complete description of both the demographic model and the input/output model and the factors used in both are provided in the NCCD's final report (appendix A). At the conclusion of their report, the NCCD recommended that the state use the input/output model since its population projections appeared to be more useful than would the projections generated by the demographic model. The demographic information, however, is used in estimating future admissions for inclusion in the input/output model.

Table 9, on page 39, illustrates the inmate population projections from 1983 through 1991 that were derived using

TABLE 9  
INPUT-OUTPUT PRISON POPULATION  
FORECASTING MODELS

<u>FISCAL YEAR</u>	<u>I</u>	<u>II</u>	<u>III</u>
1983	2788	2885	3185
1984	2646	2903	3398
1985	2725	3026	3631
1986	3010	3308	4022
1987	3250	3562	4452
1988	3460	3792	4761
1989	3577	3944	4984
1990	3772	4171	5357
1991	3938	4391	5586

---

Model I: Assumes a .60 First Hearing Grant, .012 Monthly Parole Revocation Rate, 10% Diversion of Intake Cases

Model II: Assumes a .60 First Hearing Grant, .012 Monthly Parole Revocation Rate

Model III: Assumes a .30 First Hearing Grant, .022 Monthly Parole Revocation Rate

the input/output model while figure B, on page 41, distributes these projections graphically over the 9-year time period. The three data columns shown in table 9 were constructed from three different sets of assumptions (which are shown on the table) to project possible inmate levels and to demonstrate the potential effect of policy changes on prison populations.

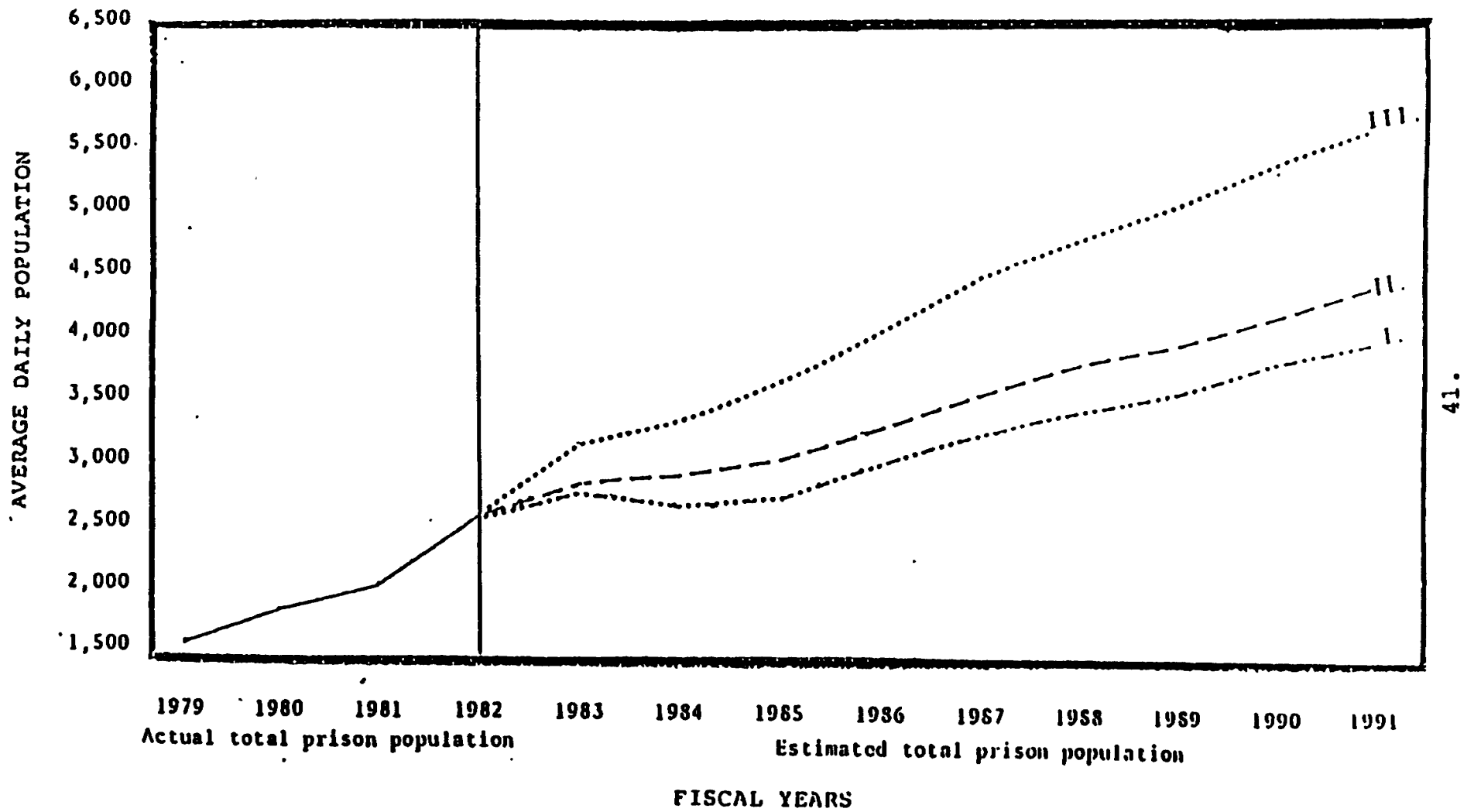
Model I represents a hypothetical forecast which assumed a return to the pre-1979 parole practices of 60 percent of those applying for parole receiving a grant at the first hearing and a .012 monthly parole revocation rate plus the diversion of 10 percent of the annual prison admissions to probation, local jails or other "front-end" alternatives to incarceration. This model demonstrates the substantial effect on inmate populations that one small change in the system (10 percent diversion factor) produces (by 1991, 453 less inmates would be incarcerated under model I than under model II policies).

Model II reflects the numbers of inmates that could be expected under parole board policies that were in effect from 1979 to 1981 (a .60 first hearing grant rate and .012 parole revocation rate), while model III represents current parole board practices. These current practices are considerably more stringent than past release policies and reduce the percentage of those inmates receiving parole at their first hearing to 30 percent and increase the monthly parole revocation rate to .022 percent. As stated by the NCCD, these policy changes have exerted "a double whammy effect that drives up the NDP average daily counts." Model III, under current policies, represents the best estimate of the numbers of inmates that can be anticipated for Nevada's future and subsequently is the model upon which the population projections in this report are based.

A review of the effects of each of these models reflects the impact of certain policies in terms of the numbers of inmates that can be anticipated. Assuming continuation of model III policies, it is anticipated there will be 3,185 inmates on June 30, 1983, which is 300 more inmates than there would have been under model II policies. This divergence continues throughout the forecasting period resulting in a projection of 1,195 more inmates in 1991 than would have been projected under model II. An even more dramatic difference is noticed if model I policies



FIGURE B  
INPUT-OUTPUT PRISON POPULATION  
FORECASTING MODELS



(which includes the diversion of 10 percent of the intake cases) are compared to model III policies. As can be seen, under model III policies, there are estimated to be 397 more inmates than under model I on June 30, 1983, and by June 30, 1991, that difference explodes to 1,648 inmates, or more than enough inmates to fill three 500-man institutions.

The inmate population projections prepared by the NCCD encompass all inmates assigned to the jurisdiction of the Nevada department of prisons, including those inmates off of prison premises for purposes of court hearings, medical treatment, or housed in other correctional jurisdictions for security or medical reasons. Historically, the number of inmates in this category has averaged about 6 percent of the total number of inmates assigned to the Nevada department of prisons. As shown in table 10, however, a 5 percent "out-for-treatment" population has been calculated to arrive at an estimated "in-house" population estimate for the department of prisons through June 30, 1991. The inmate counts shown in table 10 are the projected numbers of inmates that are used for facility and program planning purposes in the remainder of this report.

TABLE 10

NEVADA DEPARTMENT OF PRISONS  
ESTIMATED PRISON POPULATION

<u>Date</u>	<u>Total Count</u>	<u>Less: Out For Treatment</u>	<u>In-House Count*</u>
June 30, 1983	3,185	159	3,026
1984	3,398	170	3,228
1985	3,631	181	3,450
1986	4,022	201	3,821
1987	4,452	222	4,230
1988	4,761	238	4,523
1989	4,984	249	4,735
1990	5,357	267	5,090
1991	5,586	279	5,307

\* Estimated at 95 percent of total inmate population committed to the jurisdiction of the department of prisons.

To determine the probable classification levels of the numbers of inmates that can be anticipated for the coming 10-year period, the custody levels for daily populations as explained on page 36 have been combined with the in-house inmate population forecasts in table 10. The findings from this combination are summarized on table 11.

TABLE 11

PROJECTED CORRECTIONAL SPACE BEDS  
BY SECURITY LEVEL

<u>Fiscal Year</u> <u>Ending June 30</u>	<u>Proposed NDP</u> <u>Inmate Classification</u>			<u>In-House</u> <u>Population</u> <u>Estimates</u>
	<u>Maximum</u>	<u>Medium</u>	<u>Minimum</u>	
1983	318	1,543	1,165	3,026
1984	339	1,646	1,243	3,228
1985	362	1,760	1,328	3,450
1986	401	1,949	1,471	3,821
1987	444	2,157	1,629	4,230
1988	475	2,307	1,741	4,523
1989	499	2,424	1,830	4,735
1990	534	2,596	1,960	5,090
1991	557	2,707	2,043	5,307

In reviewing these projections, it must be emphasized that the custody level determinations are predicated upon the assumption that the Nevada department of prisons will adopt and continue to use the objective classification system that was proposed during the course of this study. Any return to the previous classification "system" will result in substantially different security classification level projections, requiring substantial changes in facility planning.

These projections are forecast for 10 years into the future and reflect current correctional policies and practices. It is important to realize that future policy changes may affect these population projections. It is important that the information upon which any projections are based be continually updated so that the impact of policy changes upon correctional populations can be

assessed and corresponding adjustments as a result of those policies can be made to future prison expansion plans.

#### Nevada Department of Prisons Capacity Levels

Once the number and classification levels of future inmate populations have been projected, these projections must be compared with available facilities to house inmates. In their inventory of existing facilities, Dolven Larson Daniels (DLD) defined four capacity levels for prison facilities as design, optimum, critical operating and emergency capacities, and applied these categorizations to each of the existing facilities and programs of the Nevada department of prisons. These four capacity levels are defined as follows:

1. Design capacity (or rated capacity as used in some jurisdictions) is "that capacity equal to the number of inmate beds in an institution (including reception/classification unit beds but excluding infirmary beds."
2. Optimum capacity was determined to be 90 percent of design capacity.
3. Critical operating capacity was defined as "that capacity which has a population up to limitations of physical capabilities of the prison." In testimony before the S.C.R. 56 subcommittee, however, the director of the Nevada department of prisons further explained that the critical operating capacity was determined by the department, after a thorough review of each of the institutions, as the absolute number of inmates that could be placed in each facility and still allow the institution to safely operate for an indefinite period of time. He explained that the critical operating level is the capacity level at which the department is planning to operate while, at the same time, creating more bedspace to alleviate some of the pressure caused by operating at this level.
4. Emergency capacity was defined by DLD as "that capacity beyond critical operating capacity which also limits the physical capabilities and programs

and is one which, by policy, would not be in effect longer than 90 days."

Table 12, on pages 46 and 47, and table 13, on page 48, detail the four capacity levels by prison facility. table 12 was presented in the "Existing Facilities Analysis--An Inventory" completed by DLD and provides a listing of each of the capacity levels by housing or program unit within each institution. Table 13 summarizes the design and critical operating capacities by institution and compares this available bedspace to the actual "in-house" population as of July 1982. While the projected inmate populations are compared to both design and critical operating capacities in the following analysis, the S.C.R. 56 subcommittee and the department of prisons agreed that critical operating capacity was the most viable and reasonable point from which the state should make future program and facility decisions. Both the design and critical operating capacities shown in table 13 include all additional space that will be available to the department upon completion of all currently authorized construction projects.

Table 14, on page 49, compares the total projected in-house count from table 10, on page 42, with the total number of beds at both the design and critical operating level in table 13, and illustrates the need for additional prison facilities that the state will have to address in the future. As would be expected, there is a reduced need for additional facility bedspace if the critical operating level is used for planning purposes.

In addition, it is necessary to determine the capacity by custody level at both design and critical operating levels. This capacity cannot simply be derived by taking the security classification of each institution (i.e., medium or maximum), developing the capacity level of that institution, and equating the two elements to determine the amount of bedspace available at each security level. Each institution has bedspace at each security level and only an individual assessment of each institution's custody capabilities will yield an accurate inventory of bedspace by security level.

In their inventory, DLD did not provide this information, however, the department of prisons provided this custody

TABLE 12  
NEVADA DEPARTMENT OF PRISONS CAPACITY LEVELS

<u>Institution</u>	<u>Design</u>	<u>90%</u>	<u>Critical</u>	<u>Emergency</u>
<u>Nevada State Prison:</u>				
Unit 1	48	43	72	96
Unit 2	48	43	72	96
Unit 3	48	43	72	96
Unit 4	48	43	48	48
Unit 5	48	43	48	48
Unit 6	48	43	48	48
Cellhouse A	55	50	55	55
Cellhouse B	26	23	39	52
Cellhouse C	41	37	41	41
Shortline	—	—	10	15
Boilerhouse	—	—	1	1
Unit 7 (8/83)	40	36	40	40
CMU	8	7	8	8
TOTALS	458	411	554	644
<u>Nevada Women's Correctional Center:</u>				
Cornstock Hall (Unit 1)	40	36	65	83
Sierra Hall (Unit 2)	54	49	77	92
Cottage 1	5	4	5	5
Cottage 2	5	4	5	5
Cottage 3	5	4	5	5
Cottage 4	5	4	5	5
Cottage 5	3	2	3	3
Cottage 6	—	—	—	5
TOTALS	117	103	165	203
<u>Northern Nevada Correctional Center:</u>				
Unit 1	144	130	171	189
Unit 2	144	130	171	189
Unit 3	144	130	171	189
Unit 4	82	74	102	123
Unit 5	82	74	102	123
Psych Unit	30	27	30+30	30
Dental Clinic	—	—	1	1
Over 40 Dorm	—	—	15	15
Gymnasium	—	—	2	10
Boiler Room	—	—	1	1
Hospital	—	—	5	10
TOTALS	626	565	771	880

TABLE- 12 Continued

## NEVADA DEPARTMENT OF PRISONS CAPACITY LEVELS (continued)

<u>Institution</u>	<u>Design</u>	<u>90%</u>	<u>Critical</u>	<u>Emergency</u>
<u>Southern Nevada Correctional Center:</u>				
Unit 1	50	45	66	76
Unit 2	50	45	66	76
Unit 3	50	45	66	76
Unit 4	50	45	66	76
Unit 5	50	45	66	76
Unit 6	50	45	66	76
Unit 7	40	36	50	50
TOTALS	340	306	446	506
<u>Southern Desert Correctional Center:</u>				
Unit 1	92	83	126	153
Unit 2	102	92	136	153
Unit 3	102	92	136	153
Unit 4	102	92	136	153
Unit 5	102	92	136	153
Unit 6	102	92	136	153
Unit 7 (1/83)	102	92	102	102
TOTALS	704	635	908	1,020
<u>Honor Camps:</u>				
Northern Nevada Honor Camp	108	97	108	108
Lincoln County Honor Camp	48	43	48	48
Southern Desert Honor Camp	108	97	108	108
TOTALS	264	237	264	264
<u>Restitution Centers:</u>				
Southern Nevada Restitution Center	32	29	35	40
TOTALS	32	29	35	40
DEPARTMENT TOTALS:	2,541	2,286	3,143	3,557

Revised July 30, 1982.

TABLE 13  
NEVADA DEPARTMENT OF PRISONS  
CAPACITY LEVELS

<u>Institution</u>	<u>Design</u>	<u>Critical Operating</u>	<u>Actual Inmates as of 7/82</u>
Nevada State Prison	458*	554*	517
Nevada Women's Correctional Center	117	165	136
Northern Nevada Correctional Center	626	771	810
Southern Nevada Correctional Center	340	446	517
Southern Desert Correctional Center	704**	908**	271
Northern Nevada Honor Camp	108	108	105
Lincoln County Honor Camp	48	48	48
Southern Desert Honor Camp	108	108	58
Southern Nevada Restitution Center	32	35	40
Northern Nevada Restitution Center	-	-	0
Totals:	<u>2,541</u>	<u>3,143</u>	<u>2,502</u>

\*40 of these beds will not be available until August 1983.

\*\*102 of these beds will not be available until January 1983.

Source: Dolven Larson Daniels; State of Nevada: Prisons Master Plan, Existing Facilities Analysis--An Inventory.



TABLE 14

COMPARISON OF NEVADA DEPARTMENT OF PRISONS

ESTIMATED POPULATION (Table 10)  
WITH CAPACITY LEVELS (Table 13)

<u>Date</u>	<u>In-House Count</u>	<u>Design</u>		<u>Critical Operating</u>	
		<u>Beds</u>	<u>Difference</u>	<u>Beds</u>	<u>Difference</u>
June 30, 1983	3,026	2,399	(627)	3,001	(25)
June 30, 1984	3,228	2,541	(687)	3,143	(85)
June 30, 1985	3,450	2,541	(909)	3,143	(307)
June 30, 1986	3,821	2,541	(1,280)	3,143	(678)
June 30, 1987	4,230	2,541	(1,689)	3,143	(1,087)
June 30, 1988	4,523	2,541	(1,982)	3,143	(1,380)
June 30, 1989	4,753	2,541	(2,212)	3,143	(1,610)
June 30, 1990	5,090	2,541	(2,549)	3,143	(1,947)
June 30, 1991	5,307	2,541	(2,766)	3,143	(2,164)

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analysis to the S.C.R. 56 subcommittee as shown in table 15, on page 51.

As is shown, the majority of the bed capacity within the department's facilities is at the medium security level. When the department's capacity by custody level is measured against the projected population by custody level, the information on the type of future bedspace, by custody level, is generated. This information is shown in table 16 on page 52, and table 17 on page 53.

Tables 16 and 17 compare the projected in-house inmate population by custody level against the number of beds available by custody level at both design and critical operating capacity. While both tables indicate the same trends (i.e., future bedspace needs will be at lower custody levels), for planning purposes table 17 provides the most realistic assessment of future bedspace needs. As can be seen, the department could immediately utilize minimum security bedspace while it appears, based on this analysis, that additional medium security space will not be necessary until June 30, 1987. Additionally, as shown in table 17, there does not appear to be a need for additional maximum security bedspace throughout the projection period which extends through June 30, 1991.

This information is particularly important as the costs, both in terms of capital acquisition and ongoing operating, of supporting inmates at these various security levels is examined. This examination is the subject of the next section.

### Program Costs

The costs for the care and support of felons committed to the state are generated in two areas--operating and capital acquisition. The operating costs involve the total costs of supporting the inmate population each year including, but not limited to, the salaries of prison personnel and their related costs; the food, transportation, medical, clothing, stipend, supply, and general operating costs dedicated to inmate support; utilities; education expense; equipment purchases; and other items such as library maintenance and provision of some form of recreation. While the vast majority of these expenditures

TABLE 15  
NEVADA DEPARTMENT OF PRISONS  
CAPACITY LEVELS BY CUSTODY LEVEL

<u>Custody Level</u>	<u>Design</u>	<u>Critical Operating</u>
Maximum Security*	185	185
Close Security	418	489
Medium Security**	1,619***	2,147***
Minimum Security****	<u>319</u>	<u>322</u>
Totals:	2,541	3,143

Source: Nevada Department of Prisons

- \* 40 of these beds, at design level, will not be available until August 1983.
- \*\* 102 of these beds, at design level, will not be available until August 1983.
- \*\*\* The Department of Prisons reports that 191 beds at design level and 263 beds at critical operating level are classified as medium/close. This depiction shows them at the lower, or medium, security level.
- \*\*\*\* Includes 32 beds at design level and 35 beds at critical operating level at the Southern Nevada Restitution Center. At time of compilation of chart, the Northern Nevada Restitution Center was closed.

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TABLE 16  
COMPARISON OF DEPARTMENT OF PRISONS' ESTIMATED  
POPULATION BY CUSTODY LEVEL WITH BEDS  
AVAILABLE AT DESIGN CAPACITY

	<u>Maximum and Close</u>	<u>Medium</u>	<u>Minimum</u>	<u>Total</u>
June 30, 1983:				
Estimated Population	318	1,543	1,165	3,026
Beds Available	<u>563</u>	<u>1,517</u>	<u>319</u>	<u>2,399</u>
Difference	245	( 26)	( 846)	( 627)
June 30, 1984:				
Estimated Population	339	1,646	1,243	3,228
Beds Available	<u>603</u>	<u>1,619</u>	<u>319</u>	<u>2,541</u>
Difference	264	( 27)	( 924)	( 687)
June 30, 1985:				
Estimated Population	362	1,760	1,328	3,450
Beds Available	<u>603</u>	<u>1,619</u>	<u>319</u>	<u>2,541</u>
Difference	241	( 141)	(1,009)	( 909)
June 30, 1986:				
Estimated Population	401	1,949	1,471	3,821
Beds Available	<u>603</u>	<u>1,619</u>	<u>319</u>	<u>2,541</u>
Difference	202	( 330)	(1,152)	(1,280)
June 30, 1987:				
Estimated Population	444	2,157	1,629	4,230
Beds Available	<u>603</u>	<u>1,619</u>	<u>319</u>	<u>2,541</u>
Difference	159	( 538)	(1,310)	(1,689)
June 30, 1988:				
Estimated Population	475	2,307	1,741	4,523
Beds Available	<u>603</u>	<u>1,619</u>	<u>319</u>	<u>2,541</u>
Difference	128	( 688)	(1,422)	(1,982)
June 30, 1989:				
Estimated Population	499	2,424	1,830	4,753
Beds Available	<u>603</u>	<u>1,619</u>	<u>319</u>	<u>2,541</u>
Difference	104	( 805)	(1,511)	(2,212)
June 30, 1990:				
Estimated Population	534	2,596	1,960	5,090
Beds Available	<u>603</u>	<u>1,619</u>	<u>319</u>	<u>2,541</u>
Difference	69	( 977)	(1,641)	(2,549)
June 30, 1991:				
Estimated Population	557	2,707	2,043	5,307
Beds Available	<u>603</u>	<u>1,619</u>	<u>319</u>	<u>2,541</u>
Difference	46	(1,088)	(1,724)	(2,766)

TABLE 17

COMPARISON OF DEPARTMENT OF PRISONS' ESTIMATED  
POPULATION BY CUSTODY LEVEL WITH BEDS AVAILABLE  
AT CRITICAL OPERATING CAPACITY

	<u>Maximum and Close</u>	<u>Medium</u>	<u>Minimum</u>	<u>Total</u>
June 30, 1983:				
Estimated Population	318	1,543	1,165	3,026
Beds Available	634	2,045	322	3,001
Difference	316	502	( 843)	( 25)
June 30, 1984:				
Estimated Population	339	1,646	1,243	3,228
Beds Available	674	2,147	322	3,143
Difference	335	501	( 921)	( 85)
June 30, 1985:				
Estimated Population	362	1,760	1,328	3,450
Beds Available	674	2,147	322	3,143
Difference	312	387	(1,006)	( 307)
June 30, 1986:				
Estimated Population	401	1,949	1,471	3,821
Beds Available	674	2,147	322	3,143
Difference	273	198	(1,149)	( 678)
June 30, 1987:				
Estimated Population	444	2,157	1,629	4,230
Beds Available	674	2,147	322	3,143
Difference	230	( 10)	(1,307)	(1,087)
June 30, 1988:				
Estimated Population	475	2,307	1,741	4,523
Beds Available	674	2,147	322	3,143
Difference	199	( 160)	(1,419)	(1,380)
June 30, 1989:				
Estimated Population	499	2,424	1,830	4,753
Beds Available	674	2,147	322	3,143
Difference	175	( 277)	(1,508)	(1,610)
June 30, 1990:				
Estimated Population	534	2,596	1,960	5,090
Beds Available	674	2,147	322	3,143
Difference	140	( 449)	(1,638)	(1,947)
June 30, 1991:				
Estimated Population	557	2,707	2,043	5,307
Beds Available	674	2,147	322	3,143
Difference	117	( 560)	(1,721)	(2,164)

are borne by the taxpayer, the prison system does generate revenues from other sources such as the housing of out-of-state inmates, fees charged to inmates to defray their support costs, and the sale of some goods and services (although much of this income has been transferred to the prison industry accounts). These ongoing operating costs for prison institutions, which quickly outstrip the initial cost of facility construction, are, perhaps, more significant than capital costs since they represent the state's ongoing commitment of tax resources.

Table 18, on page 55, shows the annual operating cost per inmate for the last 2 fiscal years (fiscal years 1980-81 and 1981-82) for each of the institutions and programs of the department of prisons. The costs included in this table also include all of the administrative costs of the department as well as other revenues that were generated by the department. As would be expected, table 18 illustrates that the per inmate operating costs at the state's maximum security facility (Nevada State Prison) are considerably higher than any other institution in the department. The annual per inmate operating costs at NSP for the last 2 fiscal years exceed \$15,000 and represent an annual cost 81 percent higher than the costs of incarcerating an inmate at the Northern Nevada Correctional Center (NNCC) (\$8,459 annually or \$23.18 daily). The rest of the institutional annual operating costs range between these two institutional extremes.

Although there is a great divergence between the operating costs of prison institutions, none of them, in comparative terms, approaches the lower annual per inmate costs that were recorded by the department's transitional or "alternative" to institutional incarceration programs--the restitution centers and honor camps. Although the total costs of these programs appear to approximate the total costs of institutional incarceration, once recognition is given to the revenues generated through charging program clients for room, board, and transportation costs (and agency services in the case of the honor camp), and rent costs are deducted (to make the programs comparable with institutions built at state expense), the financial advantage of these programs becomes apparent. In fiscal year 1982-83, it is estimated that the state's cost, on a completely comparative basis, of housing an inmate at either a restitution center or an honor camp is nearly

TABLE 18  
PER INMATE OPERATING COSTS\*  
FY 1980-81 and FY 1981-82

	FY 1980-81 <u>Annual</u>	FY 1980-81 <u>Per Day</u>	Est. FY 1981-82 <u>Annual</u>	Est. FY 1981-82 <u>Per Day</u>
Nevada State Prison				
Based on Total Expenditures	\$15,458	\$42.34	\$15,462	\$42.37
Total Cost to State	15,264	41.82	15,319	41.97
Nevada Women's Corr. Center				
Based on Total Expenditures	11,464	31.41	12,501	34.25
Total Cost to State	11,219	30.74	12,324	33.76
So. Nevada Corr. Center				
Based on Total Expenditures	10,530	28.85	10,293	28.20
Total Cost to State	10,367	28.40	10,180	27.89
No. Nevada Corr. Center				
Based on Total Expenditures	8,692	23.81	8,659	23.73
Total Cost to State	8,117	22.24	8,459	23.18
So. Desert Corr. Center				
Based on Total Expenditures			22,135	60.65
Total Cost to State			22,041	60.39
<u>Average for Corr. Institutions</u>				
Based on Total Expenditures	10,708	29.34	11,105	30.43
Total Cost to State	10,338	28.33	10,943	29.98
No. Nevada Restitution Center				
Based on Total Expenditures	12,931	35.43	10,246	28.08
Total Cost to State	10,446	28.62	7,566	20.73
Less Rent Expense	11,559	31.67	9,346	25.61
Less Revenue & Rent	9,075	24.86	6,666	18.27
So. Nevada Restitution Center				
Based on Total Expenditures	12,000	32.88	10,411	28.53
Total Cost to State	10,124	27.74	7,652	20.97
Less Rent Expense	11,172	30.61	9,452	25.90
Less Revenue & Rent	9,296	25.47	6,692	18.34
Honor Camps				
Based on Total Expenditures	5,361	14.69	8,143	22.31
Total Cost to State	5,005	13.71	7,932	21.74
Less Rent/Equipment**	5,325	14.59	5,790	15.87
Less Revenue & Rent/Equipment**	4,968	13.61	5,579	15.29

\* Costs include proration of administrative costs and non-state revenues deposited to administrative account.

\*\* Start-up equipment for Southern Desert and Lincoln County Honor Camp.

two-thirds to one-half of the cost of traditional incarceration.

Based on the state support cost figures detailed in table 18, on page 55, the honor camp program appears to represent the most economical method of housing felons (\$5,579 annually as opposed to \$10,943 for traditional institutions); whereas, restitution center costs average \$6,600 annually.

However, further analysis of the total honor camp program costs shown on table 19, on page 57, (which combines the department of prisons' honor camp costs and the division of forestry's honor camp costs) illustrate the state's full cost of operating the honor camp program. When these costs are added, the honor camp's apparent cost benefits are somewhat diminished, nevertheless the program still represents a cost-effective housing option.

Any examination of the total costs of incarceration must also include a review of the costs of capital acquisition for prison facilities. Table 20, on page 58, reflects the per inmate bed costs the state has obligated or incurred in the last two capital improvement programs as authorized by the 1979 and 1981 legislatures.



TABLE 19  
HONOR CAMP COSTS  
With Division of Forestry

	FY 1980-81 <u>Annual</u>	FY 1980-81 <u>Per Day</u>	Est. FY 1981-82 <u>Annual</u>	Est. FY 1981-82 <u>Per Day</u>
Dept. of Prisons Honor Camp				
Based on total Expenditures	\$5,361	\$14.69	\$8,143	\$22.31
Total Cost to State	5,005	13.71	7,932	21.74
Less Rent/Equipment	5,325	14.59	5,790	15.87
Less Revenue & Rent/Equipment	4,968	13.61	5,579	15.29
Dept. of Forestry Honor Camp*				
Based on Total Expenditures	3,347	9.17	6,503	17.81
Total Cost to State	2,774	7.60	6,006	16.45
Less Equipment	0	0	4,316	11.82
Less Revenue & Equipment	2,774	7.60	3,818	10.46
Honor Camp Combined				
Based on Total Expenditures	8,709	23.86	14,646	40.12
Total Cost to State	7,779	21.32	13,938	38.19
Less Rent/Equipment	8,672	23.76	10,106	27.69
Less Revenue & Equipment	7,742	21.21	9,397	25.74

\* Includes overhead expense figures as estimated by Division of Forestry.

TABLE 20  
COMPARISON OF CAPITAL CONSTRUCTION COSTS  
FOR INMATE HOUSING

<u>Type</u>	<u>Capital Outlay Per Bed</u>	<u>Estimated Annual Capital Cost Per Bed</u>
Medium Security	\$49,837	\$ 996
Medium Security (Bonded)	99,548	1,990
Maximum Security-40 Inmate Unit	41,525	830
Honor Camp	3,784	252-378
Restitution Center	--	720-960

In 1979, the Nevada legislature appropriated \$30,500,000 for construction of a complete 612-man medium security institution near Indian Springs which included central support facilities and buildings, programming buildings, utility development, an administration building and fencing, as well as six housing units. Assuming a 50-year life (which was the state public works board's assumption for life cycle costing) for that institution, the capital outlay per bed totaled \$49,837 while the annualized capital costs per bed total \$996. However, if the state had not had the available surplus with which to fund construction of this institution, it would probably have funded this project through the sale of bonds. If the project had been funded with bonds, the total per bed cost would have increased (at an interest rate of approximately 9 1/2 percent) to \$99,548 making the annual capital cost per bed approximately \$1,990, a nearly 100 percent increase.

Table 20 also shows the state's recent cost of adding one additional maximum security housing unit. While the total costs for the maximum housing unit are not entirely comparable to the medium unit per bed costs (the maximum unit represents the cost of constructing a single housing unit as compared to the costs of constructing an entire medium security institution), it is illustrative of current construction cost trends for institutional construction.

The 1981 legislature appropriated \$1,446,000 to construct the seventh housing unit at the Nevada State Prison. This housing unit was originally intended for 48 inmates. Due to concerns expressed by both the interim finance committee, the S.C.R. 56 subcommittee during the 1981 interim period, and other groups about the design adequacy of the planned unit (it was to have been identical to the original six housing units), design changes were necessitated which brought the total projected cost of the new unit to \$1,661,000. With a reduced occupancy level of 40 inmates, the total capital outlay per bed for the housing unit alone (exclusive of additional support facilities) is estimated at \$41,525. The estimated annual capital costs per bed has been calculated at \$830.

The 1981 legislature also authorized the establishment of a 108-man honor camp near the Southern Desert Correctional Center (SDCC). The total cost of constructing the honor camp was estimated by the department of prisons at \$408,636, or \$3,784 per bed (the actual figures came in somewhat less). These costs represent the total costs of building this camp outside of the fences of the SDCC; the acquisition of mobile homes; the construction of a metal building for use as a dining and/or administrative building; the placement of skirting and fencing, wiring, utility hookups; and the purchase of equipment for the camp plus all the associated costs.

Assuming a 15-year life, the estimated annual capital costs for an honor camp bed is \$252 while a 10-year life assumption brings the annual cost to \$378. In addition to the prison's cost of constructing the camp, the division of forestry also realizes some "one-time costs" in expanding the honor camp program by adding inmate crews. These costs include the acquisition of a crew bus, all equipment (including chain saws, shovels, saws and other equipment), fire clothing and assorted supplies which totaled \$34,116 per 12-man crew in fiscal year 1981-82 costs or an additional \$2,843 per inmate.

The department of prisons' restitution centers represent a unique situation because they are leased facilities within the community and, therefore, do not incur any original capital outlay. As reported by the department of prisons, the fiscal year 1980-81 rent costs at each center totaled \$28,800, and represent, at this annual leasing rate, an annual per inmate bed cost of from \$720 to \$960, depending

on center occupancy. Any consideration of state construction of such facilities to avoid ongoing lease payments should be carefully analyzed. The cost to the state of acquiring land in a community area suitable to the job-oriented nature of the center clients may be prohibitive, while the length of stay at that particular location could depend on job availability, economic conditions and neighborhood concerns. The mobility that is provided by the lease option and the benefits to a community residential type program appear to outweigh construction considerations in this instance.

The summary of the comparison of the capital construction costs for inmate housing demonstrates that the least expensive programming option available to the state on an annualized basis is the honor camp option followed by the lease option for community residential centers (depending upon occupancy). An added benefit to these types of programs is that they generally can be established or constructed much more rapidly than can traditional institutions. Therefore, if the department's classification processes provide sufficient numbers of minimum security inmates and bed shortages exist, these two options are both cost-effective and do not require the extensive lead time necessary for construction efforts.

One method by which institutional construction costs could be reduced through the use of inmate labor was presented to the S.C.R. 56 subcommittee by the director of the department of prisons. The director's proposal included the hiring of professional craftsmen in certain construction disciplines that would head up inmate construction crews who could then perform most of the major repair and construction work on department of prisons' facilities. In so doing, the cost of institutional construction could be significantly decreased.

Table 20, on page 58, also demonstrates that the most expensive option the state can exercise in adding prison facility capacity is to finance these additions through bonding. Obviously, without sufficient cash surplus to build a new institution when it becomes necessary, it represents the only, although expensive, alternative.

## Findings and Recommendations

The preceding sections have provided an analysis of the inmate characteristics of the admissions, stock, and release populations for the department of prisons; a review of the Nevada department of prisons' classification system and a comparison of that system with classification systems in other jurisdictions; development of an objective classification system for the Nevada prison system; projections of future populations; an analysis of available institutional capacity; and a review of the operating and capital costs (on a per inmate basis) of supervising, programming and housing inmates.

At its work session on September 17, 1982, the S.C.R. 56 subcommittee reviewed this information and further examined the use of alternatives to incarceration in this state (reported in the following section of this plan). Based upon the information that was presented at that work session, the subcommittee made several recommendations. Following is a listing of those recommendations in the areas of prison planning, classification analysis and population projections, and future expansion plans:

### Planning

The S.C.R. 56 subcommittee urges the department of prisons to continue the effort that has already been made towards the development of a management information system. The subcommittee believes this system should be routinely maintained and updated so that policymakers will have the benefit of the same types of information that have been made available to the S.C.R. 56 subcommittee.

### Classification and Inmate Population Projections

1. Based upon the NCCD's comparison of classification systems, the subjective classification system used by the Nevada department of prisons at the outset of the master plan study apparently classified large numbers of inmates into medium security and too few inmates into minimum security classification. This "over-classification" did not necessarily increase the security of the citizenry, but it did result in an increase in taxpayer costs to support the Nevada prison system.

2. Based on the inmate characteristic information supplied by the NCCD, it appears there is a large proportion of inmates entering the Nevada department of prisons with minimal prior adult criminal histories. Many of those inmates would qualify for participation in programs requiring lesser physical security.
3. The S.C.R. 56 subcommittee endorses the department of prisons' implementation of a new objective classification point system such as the NIC's model system and urges the department to continue its efforts in implementing this use of the system in its future classification efforts. Use of this system will result in more accurate and rational classification decisions, a more productive use of scarce resources for prison program development, and a cost-effective approach to future prison expansion. As explained to the subcommittee, the Nevada department of prisons has acquired funding from both the NIC and the Bureau of Justice Statistics with which development efforts on this system are being funded at no expense to the state's general fund.
4. The S.C.R. 56 subcommittee recommends that the department of prisons implement the input/output model for forecasting future inmate populations. The input/output model is seen as the preferable forecasting method because it considers all factors of the criminal justice system in making its forecasts and because the model is more sensitive to policy changes and their effect upon inmate populations. With the development of the input/output forecasting model, the S.C.R. 56 subcommittee believes the legislature can be given more accurate estimates of the impact that potential penal code revisions will have on the state prison system.
5. With the development of the input/output forecasting model, the department of prisons will be better able to answer legislative inquiries about the potential effects of changes in the state's criminal codes. Therefore, the subcommittee recommends that the fiscal analysis division and the legislative counsel provide that all measures which can affect prison populations be required to contain a fiscal note as provided in NRS 218.272 through NRS 218.2758. The

subcommittee believes this information will not only be vital to lawmakers in deciding the merits of such revisions but it will also provide the proponents of the changes an opportunity to examine the costs and benefits to the state brought about by the proposed revisions.

6. With the implementation of the objective classification system and the input/output population forecasting model, it appears more inmates can safely be classified as minimum security risks. However, analyses of the department's capacity by custody level, indicate there are fewer minimum security beds in the prison system than could be utilized. The analyses also showed additional medium security bedspace will not be necessary until approximately 1987 and that the supply of maximum/close security beds appeared adequate throughout the projection period (1991).

#### Facility Capital and Operating Costs

1. The annual per inmate operating cost figures by institution indicate it is substantially less costly to the Nevada taxpayer to house an inmate at either a restitution center or honor camp program as opposed to traditional institutional incarceration.
2. The capital outlay for prison bedspace is considerably less both on an original capital outlay and an annual per bed capital cost basis when community residential centers are leased or honor camp facilities are constructed. To reduce the costs of institutional construction and/or remodeling even further, the S.C.R. 56 subcommittee endorses the use of inmate labor in prison construction and urges the department to maximize the use of such labor in future facility expansion, repairs and remodeling projects.

#### Future Prison Expansion

Data compiled by a national consulting firm and made available to the S.C.R. 56 subcommittee provides an indication of future inmate populations and their probable custody levels into the future. These projections show an increasing proportion of the inmate population will be

eligible for minimum security programming. Past experience has indicated that it is cheaper to both construct and operate minimum security programs (both honor camp and restitution centers). The S.C.R. 56 subcommittee recommends that future expansion of the department of prisons be directed towards the development of minimum security bedspace.

#### D. EVALUATION OF ALTERNATIVES TO INCARCERATION

There are three programs that offer true alternatives to incarceration in the State of Nevada: probation, residential centers for convicted offenders operated by the department of parole and probation (i.e., halfway house), and parole. The state also operates a program that provides for preliminary evaluation of convicted offenders (120-day program) as well as two "transitional programs" (honor camps and restitution centers), that are under the control of the department of prisons. An evaluation of each of these programs follows and was developed in accordance with the directives of S.C.R. 56 that directed the legislative commission, in addition to other things, to "report on the success of alternatives to incarceration as used in this state."

##### 1. Preliminary Evaluation Program for Convicted Offenders Program Review:

###### History

The preliminary evaluation program for convicted felons was established in 1979 through passage of Senate Bill 575. S.B. 575 allows a defendant, who has been convicted of a felony for which he could be sentenced to imprisonment and who has never been held in any detention facility for more than 30 consecutive days, to be committed, at the prerogative of the court, to the custody of the department of prisons for not more than 120 days. This period of commitment can be extended for another period of 60 days at the request of the department of prisons. During this commitment period, the department of prisons conducts a complete evaluation of the defendant and provides the court with a report of the results of its evaluations prior to sentencing.



In hearings conducted during the 1979 interim, the A.C.R. 41 legislative subcommittee (Nevada prison system) was told that, as of April 1980, 11 individuals had been received by the department under the 120-day program. However, it was pointed out that a potential barrier to full utilization of this program was the exclusion of those individuals who had been unable to post bail and had subsequently been held in a county jail for more than 120 days while awaiting and during trial. The A.C.R. 41 subcommittee was convinced that more flexible eligibility requirements were necessary to allow for expanded use of the program and, in S.B. 55, recommended a change to the 1981 session that allowed convicted felons who had not been sentenced to a detention facility for more than 6 months to be eligible for program participation. During the 1981 session, S.B. 55 was amended to allow program participation only if a defendant had never been sentenced to imprisonment as an adult for more than 6 months. This measure was approved by the 1981 session.

Whether it was the clarification of eligibility requirements, increased awareness by the judiciary of the 120-day evaluation program, or a combination of those two factors, a tremendous increase in the use of this program has been recorded since 1981. Data collected by the consulting firm engaged to project inmate populations and to analyze inmate classification levels show a substantial increase in the use of the program in 1981. In excess of 10 percent (or approximately 120 inmates) of the inmates who were admitted to prison during 1981 entered prison under the program as shown on table 2 on page 23. This compares to slightly over 6 percent (or between 50 and 60 inmates) during the prior year.

#### Inmate Characteristics

To determine if increased use of this program distorted the admissions' data collected by the NCCD, a comparison of the characteristics of the 120-day population and the population admitted in other categories was prepared by the NCCD. The NCCD observed that:

It is clear that the 120-day group is quite different from the other commitments. In

particular, they differ with regard to the following characteristics:

- Significantly younger;
- Primarily single with no dependents;
- No military service;
- Primarily one offense charge;
- No active holds or detainers;
- Fewer prior adult arrests, convictions, probation experiences, parole experiences, jail sentences, prison sentences, and less serious prior records.

With regard to offense charge \* \* \* there is not a clear pattern. 120-day inmates are less likely to be charged with murder, rape, robbery, forgery, and drugs. Conversely, they are more likely to be charged with manslaughter, assault and kidnapping, other sex offenses, arson, burglary, and larceny/theft. In many instances these differences are not large.

As noted by the NCCD, there is a difference in the criminal histories between the two groups. The following tables demonstrate some of those character differences (tables 21 through 29, pages 67 through 75):

TABLE 21

## NOP ADMISSIONS

## TABLE OF AGE\_NOP BY ADM\_TYPE

AGE_NOP	ADM_TYPE		
FREQUENCY			
PERCENT			
ROW PCT			
COL PCT	120 DAY	OTHER	
	DIAGNSTC		TOTAL
	0	5	
LESS THN 18 YEAR	4	16	20
	0.39	1.57	1.96
	20.00	80.00	
	6.45	1.67	
18-20	24	137	161
	2.35	13.42	15.77
	14.91	85.09	
	38.71	14.29	
21-24	18	229	247
	1.76	22.43	24.19
	7.29	92.71	
	29.03	23.88	
25-29	7	239	246
	0.69	23.41	24.09
	2.85	97.15	
	11.29	24.92	
30-34	3	140	143
	0.29	13.71	14.01
	2.10	97.90	
	4.84	14.60	
35-39	4	76	80
	0.39	7.44	7.84
	5.00	95.00	
	6.45	7.92	
40-49	2	75	77
	0.20	7.35	7.54
	2.60	97.40	
	3.23	7.82	
MORE THN 49	0	47	47
	0.00	4.60	4.60
	0.00	100.00	
	0.00	4.90	
TOTAL	62	959	1021
	6.07	93.93	100.00

TABLE 22

## TABLE OF SENT1 BY ADM\_TYPE

SENT1	ADM_TYPE		
FREQUENCY			
PERCENT			
ROW PCT			
COL PCT			
	120 DAY	OTHER	TOTAL
	DIAGNSTC		
1 YEAR	62	46	108
	6.04	4.48	10.53
	57.41	42.59	
	100.00	4.77	
2 YEARS	0	130	130
	0.00	12.67	12.67
	0.00	100.00	
	0.00	13.49	
3 YEARS	0	178	178
	0.00	17.35	17.35
	0.00	100.00	
	0.00	18.46	
4 YEARS	0	124	124
	0.00	12.09	12.09
	0.00	100.00	
	0.00	12.86	
5 YEARS	0	139	139
	0.00	13.55	13.55
	0.00	100.00	
	0.00	14.42	
6-7 YEARS	0	85	85
	0.00	8.28	8.28
	0.00	100.00	
	0.00	8.82	
MORE THN 7 YEARS	0	206	206
	0.00	20.03	20.03
	0.00	100.00	
	0.00	21.37	
LIFE SENTENCE	0	51	51
	0.00	4.97	4.97
	0.00	100.00	
	0.00	5.29	
DEATH PENALTY	0	5	5
	0.00	0.49	0.49
	0.00	100.00	
	0.00	0.52	
TOTAL	62	764	1026
	6.04	93.96	100.00

TABLE 23

## TABLE OF ARRESTS BY ADM\_TYPE

ARRESTS (ADULT ARRESTS)		ADM_TYPE	
FREQUENCY			
PERCENT			
ROW PCT			
COL PCT	120 DAY DIAGNSTC	OTHER	TOTAL
	0	12	
NONE	29	85	114
	2.86	8.38	11.24
	25.44	74.56	
	46.77	8.93	
ONE	8	109	117
	0.79	10.75	11.54
	6.84	93.16	
	12.90	11.45	
TWO	6	89	95
	0.59	8.78	9.37
	6.32	93.68	
	9.68	9.35	
THREE	2	73	75
	0.20	7.20	7.40
	2.67	97.33	
	3.23	7.67	
FOUR	5	51	56
	0.49	5.03	5.52
	8.93	91.07	
	8.06	5.36	
FIVE	4	60	64
	0.39	5.92	6.31
	6.25	93.75	
	6.45	6.30	
MORE THN FIVE	8	485	493
	0.79	47.83	48.62
	1.62	98.38	
	12.90	50.95	
TOTAL	62	952	1014
	6.11	93.89	100.00

TABLE 24

## TABLE OF FEL\_CONV BY ADM\_TYPE

FEL_CONV	ADM_TYPE		
FREQUENCY			
PERCENT			
ROW PCT			
COL PCT	120 DAY	OTHER	
	DIAGNSTC		TOTAL
	0	10	
NONE	55	400	455
	5.41	39.37	44.78
	12.09	87.91	
	88.71	41.93	
ONE	6	277	283
	0.59	27.26	27.85
	2.12	97.83	
	9.68	29.04	
TWO	1	128	129
	0.10	12.60	12.70
	0.78	99.22	
	1.61	13.42	
THREE	0	75	75
	0.00	7.38	7.38
	0.00	100.00	
	0.00	7.86	
MORE THN THREE	0	74	74
	0.00	7.28	7.28
	0.00	100.00	
	0.00	7.76	
TOTAL	62	954	1016
	6.10	93.90	100.00

TABLE 25

## TABLE OF M\_CONV BY ADM\_TYPE

M_CONV	ADM_TYPE		
FREQUENCY			
PERCENT			
ROW PCT			
COL PCT	120 DAY DIAGNSTC	OTHER	TOTAL
	0	14	
NONE	34	300	334
	3.36	29.64	33.00
	10.18	89.82	
	54.84	31.58	
ONE	10	183	193
	0.99	18.08	19.07
	5.18	94.82	
	16.13	19.26	
TWO	8	125	133
	0.79	12.35	13.14
	6.02	93.98	
	12.90	13.16	
THREE	4	87	91
	0.40	8.60	8.99
	4.40	95.60	
	6.45	9.16	
FOUR	0	48	48
	0.00	4.74	4.74
	0.00	100.00	
	0.00	5.05	
FIVE	1	44	45
	0.10	4.35	4.45
	2.22	97.78	
	1.61	4.63	
MORE THN FIVE	5	163	168
	0.49	16.11	16.60
	2.98	97.02	
	8.06	17.16	
TOTAL	62	950	1012
	6.13	93.87	100.00

TABLE 26

## TABLE OF PROBAT BY ADM\_TYPE

PROBAT	ADM_TYPE		
FREQUENCY			
PERCENT			
ROW PCT			
COL PCT	120 DAY DIAGNSTC	OTHER	TOTAL
	0	12	
NONE	52	408	460
	5.13	40.24	45.36
	11.30	88.70	
	83.87	42.86	
ONE	7	399	406
	0.69	39.35	40.04
	1.72	98.28	
	11.29	41.91	
TWO	3	99	102
	0.30	9.76	10.06
	2.94	97.06	
	4.84	10.40	
THREE	0	27	27
	0.00	2.66	2.66
	0.00	100.00	
	0.00	2.84	
MORE THN THREE	0	19	19
	0.00	1.87	1.87
	0.00	100.00	
	0.00	2.00	
TOTAL	62	952	1014
	6.11	93.89	100.00



TABLE 27

## TABLE OF FAIL\_PRO BY ADM\_TYPE

FAIL_PRO	ADM_TYPE		
FREQUENCY			
PERCENT			
ROW PCT			
COL PCT	120 DAY	OTHER	
	DIAGNSTC		TOTAL
	0	11	
NONE	59	582	641
	5.81	57.34	63.15
	9.20	90.80	
	95.16	61.07	
ONE	3	325	328
	0.30	32.02	32.32
	0.91	99.09	
	4.84	34.10	
MORE THN ONE	0	46	46
	0.00	4.53	4.53
	0.00	100.00	
	0.00	4.83	
TOTAL	62	953	1015
	6.11	93.89	100.00

TABLE 28

## TABLE OF JAIL BY ADM\_TYPE

JAIL      PRIOR JAIL (SENT &gt; 31 DAYS)      ADM\_TYPE

FREQUENCY PERCENT ROW PCT COL PCT	120 DAY DIAGNSTC	OTHER	TOTAL
	0	25	
NONE	53	581	634
	5.29	58.04	63.34
	8.36	91.64	
	85.48	61.87	
ONE	7	180	187
	0.70	17.98	18.68
	3.74	96.26	
	11.29	19.17	
TWO	2	81	83
	0.20	8.09	8.29
	2.41	97.59	
	3.23	8.63	
MORE THN TWO	0	97	97
	0.00	9.69	9.69
	0.00	100.00	
	0.00	10.33	
TOTAL	62	939	1001
	6.19	93.81	100.00

TABLE 29

## TABLE OF CV47\_48 BY ADM\_TYPE

CV47\_48    PRIOR NDP AND/OR NON NDP    ADM\_TYPE

FREQUENCY PERCENT ROW PCT COL PCT	120 DAY DIAGNSTC	OTHER	TOTAL
	1	16	
NONE	60 5.95 9.71 98.36	558 55.30 90.29 58.86	618 61.25
ONE	1 0.10 0.46 1.64	216 21.41 99.54 22.78	217 21.51
TWO	0 0.00 0.00 0.00	89 8.82 100.00 9.39	89 8.82
THREE	0 0.00 0.00 0.00	34 3.37 100.00 3.59	34 3.37
MORE THN THREE	0 0.00 0.00 0.00	51 5.05 100.00 5.38	51 5.05
TOTAL	61 6.05	948 93.95	1009 100.00

The NCCD also addressed the question of statistical distortion that could be caused by the inclusion of information about the 120-day evaluation program:

With regard to the concern that our analysis is biased by including the 120-day diagnostics in the total sample, it should be noted that the 120-day inmates represent only 6 percent of the total admission population. Consequently, they cannot exert much influence. This can be observed by comparing individual column percentages with the total percentage. For example, look at \* \* \* (shown as table 26 on page 72) \* \* \* which reports the proportion of inmates with prior probation experiences. The total column percentage of those with no previous probation experience is 45.36%. The 120-day rate is a much higher 83.87%. Yet even when we remove the 120 day cases, the remaining population has a rate of 42.86 percent or a drop of only 2.50 percent. Removing the 120-day cases will generally have a insignificant effect on the total population characteristics.

Because the inmates participating in the 120-day program are housed in the same facilities as are those sentenced to regular institutional care, the annual operating costs are the same as for those shown in traditional institutions. In fact, because of the intensive evaluation that is given to these personnel, the costs may be somewhat higher than the average \$10,943 cost that was experienced for those living in traditional institutions during fiscal year 1981-82.

As reported by the department of parole and probation, a total of 178 cases was received by the department of prisons for preliminary evaluation between October 18, 1979 and July 1, 1982. It was reported that 152 cases had been returned to the court upon completion of the evaluation and that of those, 143 (or 94 percent) were recommended for probation while nine (or 6 percent) were recommended to receive a prison sentence. Upon sentencing, however, the proportion of those granted probation dropped to 86 percent (or 130 cases) with 22 cases (or 14 percent) receiving prison sentences.

## Program Expansion

Although the department of parole and probation has not measured a "success rate" for these felons (i.e., the percentages of 120-day detainees who either successfully completed probation or had no further contact with the criminal justice system for a specified period of time following completion of probation), the department of prisons, in a report of program participation levels through August 31, 1981, reported that four of the 55 convicted felons recommended for probation by the department as a result of the evaluation, violated their probation. This represented a failure rate of 7.3 percent, as compared to a reported average probation revocation rate for the last 5 fiscal years of 9 to 11.5 percent when compared to the total numbers of felons being granted probation.\*

Although these statistics are not strictly comparable, the lower violation rate of the 120-day evaluation participants could be indicative of improved probation performance by individuals going through the 120-day program. To determine if this is the case, a control group of comparable probationers would have to be selected to accurately measure the success of the "shock probation" approach of this program.

If success rates do not appear to be significantly different for the two groups and the number of probation grants for the 120-day evaluation group continues to approximate 90 percent, the purpose of the program should be closely reexamined. Felons entering the program, although staying a shorter period of time than regularly sentenced inmates, do occupy scarce prison beds and utilize evaluation resources. With the extremely light prior criminal

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\* As used in the remainder of this report, parole and probation revocation rates refer to the numbers of felons who have had parole or probation revoked when compared to the total numbers of individuals who were granted either parole or probation in the respective time periods referenced.

histories as evidenced by the admission characteristic comparison, these felons are prime candidates for diversion from any institutional incarceration through enrollment in alternative programs.

### Findings and Recommendations

The S.C.R. 56 subcommittee did not make any recommendations concerning this program primarily due to the absence of comparable performance statistics between those probationers who had participated in the 120-day evaluation and those who had not. However, it is suggested the program be carefully monitored in the future to insure it is achieving its desired goals.

## 2. Probation Program Review

### History

The most effective alternative to incarceration program in the State of Nevada is the use of probation. The supervision of probationers as well as parolees falls under the jurisdiction of the state department of parole and probation. The department's other major responsibility is the preparation of presentence investigations (PSI). These evaluation reports contain information about a convicted felon such as prior criminal history, mitigating or aggravating circumstances, family history, and other factors for use of the sentencing judge. The PSI also contains the department's recommendation for disposition of the case.

In fiscal year 1980-81, 27 percent of the department's staff was allocated to the PSI function while the remaining 73 percent provided supervision services. In the same year, the department completed 3,775 PSI's while supervising in excess of 4,600 parolees and probationers. The department of parole and probation reports that the annual per client cost of this supervision was \$614 in fiscal year 1980-81 and slightly over \$717 in fiscal year 1981-82. During the same 2 fiscal years, the cost per PSI declined from \$277 in fiscal year 1980-81 to \$239 in fiscal year 1981-82. These annual costs can be compared to the average institutional per inmate costs of over \$10,000 each fiscal year and the lower

costs of restitution centers at \$6,600 annually and honor camps at \$5,579 annually. Even at an intensive supervision level of approximately \$1,400 annually, costs of providing probation supervision is considerably less than the costs of incarceration. These costs are shown in the chart below:

ANNUAL CLIENT COST  
PAROLE AND PROBATION

	<u>1980-81</u>	<u>1981-82</u>
Cost Per Presentence Invest.	\$ 277.61	\$ 239.14
Cost Per Client Suprv. Per Yr.	614.00	717.39
Cost Per Incarc. in Maj. Inst.	10,338.00	10,943.00

Although the department's probation grant rate for all presentence dispositions (including both felons and gross misdemeanants) remained relatively stable from 1975-76 through 1980-81 (fluctuating between 59 percent and 67 percent), the felon component of this statistic has shown a significant increase in the prison commitment rate in the last 2 years from 40 percent in fiscal year 1980-81 to 47 percent in fiscal year 1981-82. In addition, as noted earlier, while the percentage of inmates entering prison as technical probation violators remained stable, there was a dramatic increase in the number of admissions of probation violators who entered prison in 1981 after committing new crimes (a 59.5 percent increase over the previous year).

According to the Bureau of Justice Statistics, Nevada's probation entry rate was below the national average. In 1981, the entry rate for probation in Nevada was 37 entries per 10,000 of adult population while the western states' average was 43 and the national average was 45 per 10,000 resident adults. The department also told the subcommittee that it recommends probation to a lesser extent than the judiciary in Nevada actually grants probation. The combination of a low probation entry rate, an increasing prison commitment rate for felony convictions and a decreased parole rate has contributed to the prison population increases detailed in earlier sections.

### Inmate Admission Characteristics

With an increasing inmate population, it is particularly important that the characteristics of those inmates entering prison be carefully screened to insure the best use of scarce prison facilities. As data collected by the NCCD indicated, however, the prison admissions population showed offenders with "relatively 'light' or nonextensive prior criminal histories." Specifically, the admissions data showed that 11.5 percent of those admitted from 1979-81 had no prior adult arrests; 44.5 percent had no prior felony convictions; 33.4 percent had no prior misdemeanor convictions; 45.7 percent had no prior probations; 63.2 percent had no failed probations; 63.6 percent had no prior jail time greater than 31 days; and 61.5 percent had served no prior prison time in any institution.

### Program Expansion

With demonstrated characteristics such as those shown above and an unusually high incarceration rate, the potential for the expansion of the use of probation clearly exists.

At its April 14, 1982, meeting, the S.C.R. 56 subcommittee was told by the department of parole and probation that if the state had increased the use of probation by 10 percent in fiscal year 1980-81, the state would have saved \$774,248 by deferring 68 people from prison. The department's savings calculations were predicated upon a 50 percent success rate as compared to the current 9 to 11.5 percent revocation rate currently being realized for probationers, due to the more marginal type of offender that would, according to the department, be placed in probation status if the use of probation were expanded.

To improve the opportunity for a successful probation, the department suggested that these more marginal probation candidates "be subjected to a more intensive form of supervision, necessitating smaller caseloads and more parole and probation staff." The department added that for everyone that succeeded, approximately \$900 a month would be saved (the monthly cost of incarceration less the monthly cost of supervision) and at that rate, a 10 percent



success rate would have to be achieved to have a actual cost savings.

One of the groups that could be considered for inclusion in an expanded probation program are those convicted felons being sent through the preliminary evaluation program (120-day). Over 86 percent of the defendants entering this program are eventually granted probation upon completion of the evaluation, but only after occupying prison bedspace for a minimum of 120 days. These offenders, as well as having even lighter prior histories than the admissions population as a whole (for example, 46.77 percent of these offenders had no prior adult arrests as compared to 8.9 percent of the other admissions) could be considered for immediate probation diversion while the evaluation program could be shifted to serve felons who represent a more difficult disposition decision.

#### Findings and Recommendations

Based upon the prison admissions characteristic information showing a significant percentage of "lightweight" offenders, the lower than average use of probation and the obvious cost advantages of the probation alternative, the S.C.R. 56 subcommittee recommends the expansion of the use of probation as an alternative to incarceration. It is the understanding of the subcommittee that this increased use would entail a revision of the probation risk factor rating system that is currently used by the department in assessing a convicted felon's probability for successful probation completion.

The subcommittee strongly urges the department of parole and probation to work toward expanding probation since inmate admission characteristic data indicates there is some opportunity to do so without having to start diverting truly "marginal" candidates. The subcommittee suggests that the department begin by reviewing the effectiveness of the 120-day program as it relates to probation performance and, if found to have a negligible impact on improved performance, look toward immediate probation grants for those individuals.

The subcommittee also suggests that the risks of expanding the use of probation could be minimized

through the use of intensive supervision practices which require more parole and probation supervision staff and lower caseloads. It is recommended, therefore, that the increase in probation be accompanied by the addition of more intensive supervision or incarceration diversion units. In so doing, the subcommittee believes society will be better protected and the offender will have a greater opportunity for successful program completion.

### 3. Parole and Probation Supervision Fee Program Review

#### History

At its April 21, 1982, meeting, the S.C.R. 56 subcommittee requested that the department of parole and probation supply estimates of revenue that could be generated if parolees and probationers were charged for part of the costs of their supervision. The implementation of supervision fees for parolees and probationers is not without precedence in other states. In a January 1980 monograph entitled "Fees for Correctional Services: A Survey", Joseph H. Sasfy reported there were nine states in which parolees or probationers were charged a supervision fee on a statewide or local level. Fourteen months later, in a study leading to probation supervision charges in the State of New York, the director of the probation division reported the number of states charging either statewide or locally for supervision charges had increased to 11. Table 30, on page 83, provides more specific information about the supervision fee practices in each state:

TABLE 30  
SUPERVISION FEE PRACTICES

STATE	WHO PAYS	WHERE	HOW MUCH	WHO GETS FEES	ANNUAL COLLECTIONS	YEAR FEE CHARGING BEGAN	DETERMINES WAIVER
Alabama 87 % collected	12,000 Adult Probationers & Parolees (unless waived)	Statewide	\$10/mo.	State (used for probation expenses).	\$531,000 FY 77-78; \$600,000 anticipated FY 78-79	1977	Judges
Arizona	Adult Probationers (if assessed)	Pima County	\$2/day max.; highly variable.	County (used for any county expenses).	Fee charging just begun	1978	Judges
California	Adult Probationers (unless waived)	Statewide	Up to average cost of service monthly (e.g., Los Angeles LA county \$416/mo)	County	Just begun	11/81	Court
Colorado	Adult Probationers (unless waived)	Statewide	\$100 (felony) \$50 (misdemeanor), flat rates	State (used for any expenses).	\$138,552 FY 76-77	1949	Judges
Florida 65 % collected	37,000 Adult Probationers & Parolees (unless waived)	Statewide	\$10/mo typical; \$50/mo. max.	State (used for any state expenses).	\$3,000,000 FY 77-78, \$3,400,000 FY 78-79	1974	DOC
Michigan	Adult Probationers (if assessed)	District (misdemeanor) Courts	\$5-\$20/mo., varies by District Court.	Municipal or county funds (used for any expenses).	NA	1929	Judges
New Mexico	15,000-17,000 Adult Probationers (if assessed)	Statewide	\$10/mo. typical; \$200/yr. max.	General county funds.	\$7,878 FY 77-78	early 1960's	Judges
Oklahoma	10,000 Adult Probationers (unless waived)	Statewide	\$10/mo.	State (used for probation expenses)	\$385,000 anticipated 1979	1972	Judges
Pennsylvania	Adult Probationers & Parolees (if assessed)	Fayette & Washington Counties	\$2-\$2.50/mo.	County (used for any county expenses).	NA	early 1960's	Judges
Tennessee	9,223 Adult Probationers (unless waived)	Statewide	\$10/mo., flat fee	State Trans. \$5 to Criminal Injury Fund; \$5 Probation Sup & Rehab. Fund.	\$284,500 Over last 8 mos.	1978	Legislation
Texas 60-65% Collected	119,000 Adult Probationers (if assessed)	Statewide	\$5-\$15/mo. \$15/mo. max.; varies by county.	District funds (used for probation expenses).	\$8,082,000 1977	1963	Judges

The advantages of a supervision fee system are:

- (a) Helps to offset the supervision costs to the taxpayer;
- (b) Generates considerable revenue;
- (c) Constitutes a symbolic restitution to society;
- (d) Parolees and probationers share in the costs of their supervision; and
- (e) Assists offenders in developing a sense of responsibility.

The disadvantages of such a system are:

- (a) Affects the officer/client relationship;
- (b) Puts the probation officer in a collections role; and
- (c) Unethical to have a probationer or parolee, as a taxpayer, "pay twice" for services.

As observed by Thomas J. Callanan, the state director of the New York division of probation:

Except for the revenue generation claim, none of these advantages/disadvantages of supervision fee programs have been substantiated. The amount of funds raised through fee charging varies as a function of the number of correctional clients eligible, the fee amounts and the proportion paying.

Further analysis indicates that the major contributing factor to the fluctuation in the amount of fees being collected in states where the fee program has already been started is the number and/or extent of waiver or exemption allowances. This is demonstrated in the revenue figures provided by the Nevada department of parole and probation. At the April 21, 1982, meeting, the department estimated \$74,250 could be generated in fiscal year 1983-84 (based on 225 probation grants a month or 2,700 annually), and \$244,500 could be generated in fiscal year 1984-85

(based on 250 probation grants per month or 3,000 annually). However, these estimates were calculated based upon probationer charges only.

Probation supervision accounted for approximately 73.75 percent of the supervision workload of the department during the last 2 fiscal years. The remainder includes parolees, those being supervised through the provisions of the interstate compact and, to a very small degree, work releasees. While it is recognized some provision for "hardship" cases is necessary, blanket exemption of parolees and compact cases may create an unfair burden for probationers as well as reduce the potential for revenue gains by the state.

#### Findings and Recommendations

The S.C.R. 56 subcommittee believes that those convicted felons who are being supervised at taxpayers' expense should be required to pay for some portion of these costs. Since both parole and probation supervision services are provided by the agency, the subcommittee feels that both groups, as well as those compact parolees and probationers under the supervision of the Nevada department of parole and probation who are not being charged a supervision fee in their home state, should be charged a fee. The subcommittee also recognizes that there will be certain instances where such a charge will work a hardship on the offender; therefore, it is recommended waiver or exemption authority be given to the chief of the department. It is further recommended that the amount of fees be set by the department and that these collections be included in the department's biennial budget as authorized by the legislature.

#### 4. Department of Parole and Probation--Residential Centers Program Review

##### History

One of the charges of the 1979 legislative interim prison subcommittee (A.C.R. 41) was to review the state's actual and potential use of alternatives to incarceration for criminal offenders and the effectiveness of these alternatives. During its

hearings, the subcommittee heard considerable testimony concerning alternatives to incarceration. Much of this testimony stressed Nevada's high rate of incarceration per 100,000 population which, according to December 31, 1981 data collected by the U.S. Department of Justice, has risen to number one among the states.

One of the groups that testified before the subcommittee was the state department of parole and probation which proposed that the state open two multipurpose centers, one in Reno and one in Las Vegas, to provide a supervised, structured environment for those probationers who do not require imprisonment and for parolees who require some supervision and structure in their environment. The department estimated that the multipurpose residential center in the urban areas would result in approximately 150 fewer commitments to prison each year. These deferrals from prison would be: (1) borderline individuals too unstable due to alcoholism, drugs, or other problems who were sentenced to prison because it was apparent that some immediate structure, which could not be provided in the community, was necessary; and (2) those persons who were relatively good probation risks but were sentenced to prison because some element of punishment, i.e., losses of liberty and personal movement, was deemed necessary.

The department indicated that, "If the programs are successful and if alternatives to incarceration are expanded in Nevada, it is conceivable that such programs will eliminate the need, or certainly delay the need to construct expensive new prisons."

The A.C.R. 41 subcommittee was convinced that this program could provide a needed alternative to incarceration and recommended enabling legislation to provide for the establishment of the residential centers on a trial basis, under the administrative supervision of the department of parole and probation. The subcommittee believed these centers should be used to provide structured supervision to adult offenders who had not previously served time in any state prison institution; therefore, it recommended that individuals who had served prior prison time be statutorily excluded from program participation. It was recommended that probationers and

probation violators who had received the prior approval of the department of parole and probation be allowed in the centers.

The 1981 legislature approved legislation (A.B. 691) authorizing the establishment of the centers. The legislature also authorized over \$827,000 for the biennium (over 80 percent was general fund appropriation) with which the department of parole and probation was to establish the two residential centers either through a contract with a private community corrections organization or with in-house staff. The department indicated a preference for the contract option.

It was estimated that each center would have a 25-bed capacity, with clients being required to pay room and board at the same rate that clients of the department of prisons' restitution centers were being charged. The legislatively approved budget provided that the Clark County center was to open on January 1, 1982, while the Washoe County center was to open 3 months later. A.B. 691 also contained a sunset provision to allow for the review of the effectiveness of this program by the 1983 session of the legislature.

On September 14, 1981, the department presented a halfway house progress report to the S.C.R. 56 subcommittee. The department reported that the decision had been made to award the contract for both residential centers to Talbert House, Incorporated of Cincinnati, Ohio. Bids were not solicited from other interested parties because, according to the department of parole and probation, Talbert House had a nationwide reputation for halfway house operation and because the NIC had specifically recommended them.

Although an American Correctional Association endorsement of Talbert House was secured after the contractor had been chosen, it was later discovered that NIC had declined as a matter of operations' policy to recommend any specific organization. The subcommittee was concerned with the "sole-source" approach and requested that a copy of the contract be submitted for subcommittee review prior to board of examiner approval. The department also indicated that the opening of the Las Vegas facility was

scheduled for January or February and that the Reno facility was to be opening in April or May. As it turned out, the Las Vegas house did not receive its first clients until March 3, 1982, and the Reno house apparently will not be opened at all during the current biennium. The department still estimated that between 135-180 felons could be deferred annually through the use of this program and that the estimated daily cost would be between \$26-\$30.

In answer to subcommittee members' concerns about neighborhood acceptance of a residential center, the department assured the subcommittee that Talbert House always established community advisory boards to alleviate neighborhood concerns and that members of the Las Vegas judiciary would be contacted within 2 days to discuss this program. The department was advised by the subcommittee that the program did have a sunset clause and some measure of program success and program performance would be needed to justify continuation of the program in the 1983 session.

By the subcommittee's April 1982, meeting, it was evident that the halfway house program had encountered resistance from the neighborhood which had resulted in strict zoning restrictions (a 6-month provisional license with a population ceiling of 16 clients) being imposed by the city commissioners.

At the April meeting, the department of parole and probation still projected the annual costs for a halfway house client to be between \$27-\$31 a day based upon occupancy rates. The department also estimated that if client room and board fees could be assessed and collected, the actual cost would be \$2,000 per year less than traditional incarceration costs and that the direct benefits to the state of keeping the client's family off welfare and making restitution to the victim could also be achieved. When asked if a higher capacity could bring down the per client costs, the department reported there was little opportunity for expansion to make it more cost-effective due to the need for additional salaried positions that would be necessary to handle increased caseload and facility expansion.

The total actual expenditures, however, as recorded for the Las Vegas house in fiscal year 1981-82, far exceeded the projections that had been presented to



the subcommittee. The chart below shows that the total per client cost ran in excess of \$90 per day. However, if rent, client revenue and startup costs are excluded to provide comparable data with the state's cost of maintaining an inmate (about \$30 per day), the costs dropped to \$55.47 per day. Although new programs frequently experience higher than normal operating costs, the costs realized in the first 4 months of operation of the halfway house program are still extremely high.

LAS VEGAS TALBERT HOUSE  
1981-82 Actual Costs

	<u>Annual Per Client</u>	<u>Per Day Per Client</u>
Expenditures	\$ 32,867	\$ 90.05
Less Rent:	28,142	77.10
Less Client Revenue:	32,179	88.16
Less Start-up/Remodel Costs:	25,658	70.29
Less Rent, Revenue, and Start-up Costs:	20,245	55.47

Many of the high costs that were registered reflect the late start of the program, the low occupancy rate, and the inability of many clients (just over half or 54.9 percent of the clients housed in the program each month were employed) to contribute to their support. Perhaps even more alarming was that only 64 percent of those who had jobs were fully employed, thereby compounding the payment problem.

The chart below shows the employment levels for center clients. However, the employment record for June 1982, does indicate an encouraging trend of 64 percent employment for center clients and 80 percent full employment for those with jobs. This trend must be continued in the future if a lower per client operating cost to the state is to be realized.

LAS VEGAS TALBERT HOUSE  
Monthly Client Count

	<u>Total In-House Count</u>	<u>Employed</u>	<u>%</u>	<u>Full Pay</u>	<u>Partial Pay</u>	<u>Client Revenue Received</u>
March	8	4	50.0%	3	1	\$ 60.00
April	16	7	43.8%	4	3	344.25
May	13	8	61.5%	4	4	1,176.32
June	14	9	64.3%	7	2	1,172.18
4-mo.						
Avg.	12.75	7	54.9%	4.5	2.5	\$2,752.75

As for the type of inmate in the halfway house program, it was explained that the Las Vegas house did not accept probationers from other states under Nevada's supervision; those serving time for gross misdemeanors; or those accused of violent sex crimes, arson, proven involvement with organized crime or those with severe psychiatric problems. The director of the Las Vegas Talbert House testified that this program was best suited to young, first-time offenders and that parolees, who are specifically excluded from program participation by statute, should have been allowed to participate in the program.

On the basis of the program's apparent problems, the S.C.R. 56 subcommittee requested another report at its August 3, 1982, meeting. At that meeting, the department reported that the 6-month provisional licensing would be reviewed in November 1982; and that if, at that time the ceiling was not lifted, the department's two options would be to move the house and forfeit all improvements, or stay at the present location under the population ceiling provision of 16 at which level the program could not be cost-effective. The department was undecided as to which option to take. In addition, it was revealed that Talbert House (who had "run in the red" for fiscal year 1981-82) was withdrawing from their original contract to provide a Reno facility and, as a result, the department was in the process of drafting a bid document with the aim of finding a new contractor who could open a Reno facility by October 1, 1982.

The subcommittee reviewed the brief history of the halfway house program to determine what had caused the delays and misunderstandings that had resulted in the failure of the Reno house to even get started and the high operating costs and relatively inauspicious beginnings of the Las Vegas house.

It was discovered that the department of parole and probation had selected Talbert House to operate the Nevada halfway house program even before A.B. 691 had been passed by the legislature and signed by the governor, thereby eliminating at least two other organizations who had indicated an interest in running the Nevada halfway house program. The letters of reference were not even requested to substantiate the choice of Talbert House until well after the time the contractor had been chosen and then only to provide some documentation to the budget office in order to secure board of examiners' approval for the contract. The decision to forego preparation of a formal bid document, closely outlining the responsibilities and obligations of both the state and the contracting party, has to be considered the major contributing factor in many of the program's problems.

Much of the postagreement correspondence between Talbert House and the department detailed misunderstandings between the two entities over particular terms of the contract; the drafting of new contracts; suggestions designed to strengthen the contract from other entities such as the budget division and purchasing division; negotiations on how payments should be made; turnaround time; what constituted allowable contract expenditures; and a host of other problems. It is believed the large majority of these problems, and the delays in the startup of the program that resulted from them, could have been avoided if the department had drafted a request for proposal (RFP) which clearly outlined the state's program expectations, the obligations under the proposed contract for both entities, and program and claim procedures.

A second major contributing factor to the apparent failure of the program was the apparent role taken by the department in establishing, managing and monitoring the program. It appears the department desired a "turnkey" operation that entailed minimal department

involvement and left Talbert House almost wholly responsible for the program's success.

It also appears from the documentation that the department did not make an aggressive commitment to insure adequate and proper development of the halfway house program. Particularly disturbing is the fact that the chief of the department of parole and probation did not appear to actively participate in the development of the program in the state nor does the department's correspondence show any active involvement to resolve conflicts or assuage fears about the future of the program between Talbert House and the department.

Aside from these two major considerations, there were obviously other factors which contributed to the problems of the program such as the geographic distance between the state and Talbert House's home office (Ohio); the department's unfamiliarity with the pitfalls of establishing and operating a residential program; a change in top administration of the department of parole and probation between the time the legislature adopted the program and startup efforts were begun; the economic climate in which employment was being sought for center clients; and the political situation which hampered efforts to locate a suitable center location in the Reno area (the closing of the NNRC at about the same time the department was searching for a halfway house location).

#### Program Expansion

Since the residential center program never became fully operational, it is difficult to assess its effectiveness or potential for expansion. There are no meaningful cost factors to compare to other programs nor are there any statistics available to indicate whether the program was successful in deferring anyone from incarceration. (It was indicated during 1 month, 11 of the 13 clients in the program were probation violators, and this information could be viewed as encouraging if it is assumed some of those probation violators would have been sentenced to prison without the existence of this center.)

The department told the subcommittee, only after it began experiencing trouble, that this type of program is more effective with parolees (who are statutorily excluded from participation). Information compiled by consultants on prison inmate data indicates that, even if the program is restricted to those who have served no prior prison time, there is a pool of potential clients for program participation.

In its analysis of the prisons' admissions population characteristics, the NCCD indicated that, on the average, 7.5 percent of the total admissions (or approximately 76 incoming inmates per year) were committed to prison for technical probation violations while 61.5 percent of total admissions (or roughly 600 inmates per year) had served no prior adult prison time. This data seemingly indicates that there are available eligible clients in the system to provide sufficient program participants for a halfway program with current statutory eligibility restrictions.

#### Findings and Recommendations

The S.C.R. 56 subcommittee is concerned and disappointed about the department of parole and probation's handling of the halfway house program. The department did not develop a comprehensive request for proposal clearly outlining the state's program expectations and operating procedures and went, without benefit of competitive bidding, "sole source" with Talbert House, Incorporated for program operation. This decision substantially contributed to subsequent disagreements between the state and the contractor and caused program delays over claim payments and program responsibilities. Those disputes began the erosion of the program's promise.

Secondly, it appears that top management of the department of parole and probation did not aggressively pursue the development of the program. The department preferred a "turnkey" approach and had little active involvement, other than administrative, in the selling and development of the program.

The subcommittee feels that the department of parole and probation must bear much of the burden for the program's failure. The department's inattention resulted in a delay in program start, high per client

costs, little development of program performance indicators, and the possibility only one of the two houses that did get started will close at the end of the current biennium. After considerable investment of public funds, the state will be in no better position than it was when the legislature approved the program.

Despite the program's poor performance, the subcommittee believes that there is a need for this type of program in the state's criminal justice system. From the admissions data, there appears to be an adequate pool of offenders who could benefit from this program and, if it is correctly established with capacity levels high enough to be cost-effective, the subcommittee believes it could, with lesser cost and about the same level of community safety, defer offenders from prison.

The subcommittee recommends that the residential center program for convicted offenders be continued and the sunset clause as contained in the current legislation be removed. (BDR 14-337)

The subcommittee also recognized that there may be a need for a lower cost option for parolees or parole violators who need more structure in their lives; therefore, it recommends these felons be allowed to be placed in the restitution centers for supervision purposes. (BDR 16-338) The legislation to implement this recommendation is discussed more fully under the restitution center program review.

## 5. Honor Camp Program Review

### History

The legislature has provided strong support to the honor camp program. In 1977, the legislature reestablished the state's honor camp program through passage of S.B. 355. That measure reauthorized a Nevada honor camp program and provided for four 10-man inmate crews cosupervised on a 24-hour basis by the Nevada division of forestry and the department of prisons. In establishing the program, the legislature statutorily restricted eligibility to exclude those inmates who:

- (a) Were not eligible for parole or release from prison within a reasonable period of time;
- (b) Had recently committed a serious infraction of the rules of an institution of the department of prisons;
- (c) Had not performed the duties assigned in a faithful and orderly manner;
- (d) Had committed an assault upon any person; or
- (e) Had attempted to escape or has escaped from an institution of the department of prisons.

The director of the department was authorized to establish additional eligibility requirements and restrictions for inmates participating in the program.

In the 1979 session, the legislature again endorsed the program by extending the governor's recommended 36-bed expansion of the northern area camp to a 72-bed expansion as well as authorizing the implementation of a second 36-bed camp for southern Nevada. In so doing, the 1979 legislature provided for 72 more honor camp beds than proposed in the Executive Budget.

During the 1979-81 legislative interim, the department of prisons, in testimony before the A.C.R. 41 subcommittee, explained that the department was unable to fill some of the existing honor camp beds due to the statutory restriction disallowing program eligibility for those inmates who had committed an assault upon any person. The department indicated that without a statutory change, existing honor camp beds could not be filled nor could any expansion of the program be planned for the future.

The subcommittee noted that the department's other minimum security programs functioning in or near the community (restitution centers and work living) did not have statutory eligibility requirements and recommended that the statutory prohibition against assigning inmates with assaults in their history to the forestry honor camps be eliminated. It was recommended that the program placements be made on the basis of the department's internal classification

findings and policies as in other minimum security programs.

Although the 1981 session did not fully adopt this recommended change, the eligibility requirements were modified to specifically deny honor camp eligibility only to those inmates convicted of a sexual offense or to those convicted of battery during the previous year. With these changes, the legislature hoped to provide maximum opportunity for program operation while still assuring the lowest possible security risk to the public.

The 1981 session also substantially increased the honor camp program over the number of beds recommended in the Executive Budget. The legislature adopted the recommended expansion of the Southern Nevada Honor Camp (SNHC) in Pioche from 36 to 48 men, but authorized a new camp near the SDCC for 108 beds rather than the proposed 36.

Since 1977, the Nevada legislature has authorized the establishment of over 180 more honor camp beds than recommended in the Executive Budget. Much of the legislature's support for the camp program stems from the large cost differences between the construction costs of honor camp beds and institutional beds as shown in table 20 on page 58 of this report and the shorter time period needed to establish honor camp beds as a solution to critical prison bed shortages.

Another consideration that has sparked legislative enthusiasm is the annual operating costs of honor camps when compared to traditional prison institutions. The chart below reflects those costs on a per inmate basis for the last 2 fiscal years. As detailed, the operating cost of keeping an inmate in an honor camp is approximately one-half the cost of housing an inmate in a traditional institution.

PER INMATE OPERATING COSTS

	<u>FY 1980-81</u>		<u>Est. FY 1981-82</u>	
	<u>Honor</u>	<u>Major</u>	<u>Honor</u>	<u>Major</u>
	<u>Camp</u>	<u>Inst.</u>	<u>Camp</u>	<u>Inst.</u>
Per Inmate Cost				
to State (DOP)	\$4,968	\$10,338	\$5,579	\$10,943
Average Population	105	1,696	144	1,973



The total costs of the honor camp program to the state, however, must also include those costs incurred by the division of forestry. If these costs (which averaged \$2,774 per inmate in fiscal year 1980-81 and \$3,813 in fiscal year 1981-82) are added to the annual operating figures shown above, the total honor camp operating costs per inmate total \$7,742 in fiscal year 1980-81 and \$9,397 in fiscal year 1981-82.

While the cost differences between the two program options are diminished with the inclusion of these costs, the honor camp program still represents a lesser annual per inmate cost than do traditional institutions. However, in considering these cost comparisons, recognition must also be given to the amount of productive hours/days worked by the inmates.

The following chart illustrates the productivity levels of the inmates as well as revenue earned for the state by the inmates in the program from July 1, 1980 to May 1, 1982, in three broad categories of honor camp activities--fire suppression, paid conservation crew projects and nonpaid work projects:

	INMATE PRODUCTIVITY BY FISCAL YEAR			
	FY 1980-81		FY 1981-82*	
	Dollars		Dollars	
	<u>Mandays</u>	<u>Earned</u>	<u>Mandays</u>	<u>Earned</u>
Fire Suppression (hrs)	90,203.5	\$65,066**	31,574	\$62,179**
Paid Projects (days)	5,447	\$72,275	4,743	\$69,711
Non-Paid Projects (days)	7,193		7,673	

\* July 1, 1981 - May 1, 1982.

\*\* Earnings deposited to the credit of the Division of Forestry's Fire Suppression account.

#### 1. Fire Suppression

Honor camp crews are available throughout the state for fire suppression activities which include initial attack and backup fire suppression

and hand-line and mop-up crew support. Inmate crews are frequently used by the BLM and the USFS as well as local fire departments. As shown in the previous chart, the earnings to the state for fire suppression activities totaled in excess of \$65,000 in the last 2 fiscal years; however, the revenue earned for this work (as well as some of the expenses) were recorded in the division of forestry's fire suppression account. The effect of this accounting decision is that the revenue earnings of the total honor camp program are significantly understated. For their participation in this program, inmates receive 80 cents to \$1.00 per hour while on the line and one "good day" for every 8 hours of fire fighting.

## 2. Paid Conservation Projects

The Nevada division of forestry also enters into agreements with state, federal and private land-owners for conservation crew projects for which charges for inmate labor, crew foremen and equipment are assessed. Some of these projects include removal of dead and hazard wood, removal of mistletoe, tree pruning and wood cutting and stacking. Through fiscal year 1981-82, the only camp that had paid conservation crews was in northern Nevada. Those crews earned \$72,275 in fiscal year 1980-81, and \$69,711 in the following fiscal year (through May 1, 1982) with which forestry and prison honor camp expenses were defrayed. The inmates are paid at varying rates from \$1.60 to \$3.20 per day as well as receive 20 "good days" a month for this work.

## 3. Nonpaid Work Projects

The division also enters into agreements with state, county and nonprofit organizations to supply labor at no cost to the cooperator. According to the division of forestry, "This type of project may consist of but not limited to, weed abatement for Buildings and Grounds, erosion control at State Parks, sodding of little league baseball grounds, erecting metal buildings for Forestry, pruning of trees for State Prison and road repair, hazard reduction of the Marlette/Hobart Project." In addition, work for Lincoln County communities was also reported by the

southern camps. All told, a total of 14,866 man-days were allocated to nonpaid projects from July 1, 1980 to May 1, 1982, or over 57 man-years (based on a 260-day work year) of labor.

#### Inmate Characteristics

The analysis of the characteristics of the inmates participating in the honor camp program demonstrates that offenders participating in the program require less supervision and represent lower security risks. The comparison tables which follow show selected characteristics of inmates in the honor camp program as taken from the stock data compiled by the NCCD (tables 31-34, on pages 100 through 103), as well as a random sampling of 140 inmates assigned to the program since January 1, 1980, compiled by the department of prisons and tabulated by the fiscal analysis division and displayed in tables 35-37, on pages 104 through 106.

**TABLE 31**  
**BASE OFFENSE**

FREQUENCY PERCENT ROW PCT COL PCT	OTHER	INJIC	LCMC	TOTAL
PERSONS	521	14	5	540
	42.67	1.15	0.41	44.23
	96.48	2.59	0.93	
	45.33	25.45	27.78	
PROPERTY	244	16	7	267
	19.90	1.31	0.57	21.87
	91.39	5.99	2.62	
	21.25	29.09	30.89	
CHILDREN/FAMILY	1	0	0	1
	0.08	0.00	0.00	0.08
	100.00	0.00	0.00	
	0.09	0.00	0.00	
SEX	136	0	0	136
	11.14	0.00	0.00	11.14
	100.00	0.00	0.00	
	11.85	0.00	0.00	
FORG, FRAUD, CONSP	141	13	3	157
	11.55	1.06	0.25	12.86
	89.81	0.28	1.91	
	12.20	23.64	16.67	
WEAPONS, DRUG, ALC	77	9	2	88
	6.31	0.74	0.16	7.21
	87.50	10.23	2.27	
	6.71	16.36	11.11	
TRAFFIC VIOLATIONS	11	1	1	13
	0.90	0.08	0.08	1.06
	84.62	7.69	7.69	
	0.96	1.82	5.56	
OTHER	17	2	0	19
	1.39	0.16	0.00	1.56
	89.47	10.53	0.00	
	1.48	3.64	0.00	
TOTAL	1149	55	15	1221
	94.02	4.50	1.47	100.00

Source: NCCD Special Comparisons, July 1, 1982.

TABLE 32  
SENTENCE LENGTH

FREQUENCY PERCENT ROW PCT COL PCT	OTHER	INDIC	LCMC	TOTAL
LIFE SENTENCE	202	0	0	.
	.	.	.	.
	.	.	.	.
DEATH PENALTY	7	0	0	.
	.	.	.	.
	.	.	.	.
1 YEAR	8	3	0	11
	0.79	0.30	0.00	1.09
	72.73	27.27	0.00	
	0.05	5.45	0.00	
2 YEARS	67	14	6	87
	6.62	1.38	0.59	8.60
	77.01	16.09	6.90	
	7.14	25.45	33.33	
3 YEARS	113	9	3	125
	11.17	0.89	0.30	12.35
	90.40	7.20	2.40	
	12.03	16.36	16.67	
4 YEARS	93	7	1	101
	9.19	0.69	0.10	9.98
	92.03	6.93	0.99	
	9.90	12.73	5.56	
5 YEARS	109	3	2	114
	10.77	0.30	0.20	11.26
	95.61	2.63	1.75	
	11.61	5.45	11.11	
MORE THAN 5 YEARS	549	19	6	574
	54.25	1.88	0.59	56.72
	95.64	3.31	1.05	
	59.47	34.55	33.33	
TOTAL	939	55	18	1012
	92.79	5.43	1.78	100.00

TABLE 33

AGE

FREQUENCY PERCENT ROW PCT COL PCT	OTHER	NNIC	LCMC	TOTAL
	2	0	0	.
	.	.	.	.
	.	.	.	.
	.	.	.	.
LESS THAN 10 YEAR	12	1	0	13
	0.98	0.00	0.00	1.07
	92.31	7.69	0.00	
	1.05	1.02	0.00	
10-20	76	4	0	80
	6.23	0.33	0.00	6.56
	95.00	5.00	0.00	
	6.63	7.27	0.00	
21-24	257	10	8	275
	21.03	0.82	0.66	22.56
	93.45	3.64	2.91	
	22.43	18.18	44.44	
25-29	321	17	3	341
	26.33	1.39	0.25	27.97
	94.13	4.99	0.03	
	20.01	30.91	16.67	
30-34	191	6	4	203
	15.67	0.66	0.33	16.65
	94.09	3.94	1.97	
	16.67	14.55	22.22	
35-39	105	5	1	111
	8.61	0.41	0.00	9.11
	94.59	4.50	0.90	
	9.16	9.09	5.56	
40-49	115	4	2	121
	9.43	0.33	0.16	9.93
	95.04	3.31	1.65	
	10.03	7.27	11.11	
MORE THAN 49	69	6	0	75
	5.66	0.49	0.00	6.15
	92.00	8.00	0.00	
	6.02	10.91	0.00	
TOTAL	1146	55	18	1219
	94.01	4.51	1.48	100.00

TABLE 34  
ETHNIC STATUS

FREQUENCY PERCENT ROW PCT COL PCT	OTHER	INDIC	LCNC	TOTAL
.	7	0	0	.
.	.	.	.	.
.	.	.	.	.
.	.	.	.	.
WHITE	742	42	15	799
	61.12	3.46	1.24	65.82
	92.87	5.26	1.08	
	65.03	76.36	83.33	
MEXICAN AMERICAN	45	1	1	47
	3.71	0.08	0.08	3.87
	95.74	2.13	2.13	
	3.94	1.82	5.56	
BLACK	327	12	2	341
	26.94	0.99	0.16	28.09
	95.89	3.52	0.59	
	20.66	21.82	11.11	
INDIAN/NAT AMER	16	0	0	16
	1.32	0.00	0.00	1.32
	100.00	0.00	0.00	
	1.40	0.00	0.00	
ASIAN	9	0	0	9
	0.74	0.00	0.00	0.74
	100.00	0.00	0.00	
	0.79	0.00	0.00	
OTHER	2	0	0	2
	0.16	0.00	0.00	0.16
	100.00	0.00	0.00	
	0.18	0.00	0.00	
TOTAL	1141	55	18	1214
	93.99	4.53	1.48	100.00

TABLE 35

CRIMES FOR WHICH SENTENCED OF INMATES  
ASSIGNED TO HONOR CAMP PROGRAM

	<u>Frequency</u>	<u>Percentage</u>
Murder/Manslaughter	6	4.3%
Aggravated Assault	1	.7%
Robbery	25	17.9%
Larceny/Theft	14	10.0%
Burglary	28	20.0%
Other	1	.7%
Forgery	8	5.7%
Fraud	12	8.6%
Stolen Property	16	11.4%
Weapons	1	.7%
Drugs	27	19.3%
Not Available	1	.7%
	<u>140</u>	<u>100.0%</u>

Source:

Random Sample Inmates Assigned to Honor Camp since July 1, 1979; survey conducted by Department of Prisons; tabulated by Fiscal Analysis Division.



TABLE 36

TIME REMAINING ON SENTENCE OF INMATES  
ASSIGNED TO HONOR CAMP PROGRAM  
 (When Assigned to Program)

0 - 2 Months	8.6%
2.5 - 4 Months	12.1%
4.5 - 6 Months	16.4%
6.5 - 9 Months	25.0%
9.5 - 12 Months	22.9%
More than 12 Months	14.3%
Not Available	.7%

Source:

Random Sample Inmates Assigned to Honor Camp since July 1, 1979; survey conducted by Department of Prisons; tabulated by Fiscal Analysis Division.

TABLE 37

HONOR CAMP INMATE CHARACTERISTICS  
BY COUNTY, WEAPON AND  
CONTROLLED SUBSTANCE

<u>County</u>	<u>Percent</u>
Washoe	42.1%
Clark	43.6%
Other Nevada Counties	14.3%

<u>Use of Weapon</u>	<u>Percent</u>
Yes	16.4%
No	83.6%

<u>Under Influence of Controlled Substance</u>	<u>Percent</u>
Alcohol	30.0%
Narcotics	30.7%
Alcohol & Narcotics	8.6%
None	30.0%
Unknown	.7%

Source:

Random Sample Inmates Assigned to Honor Camp since July 1, 1979; survey conducted by Department of Prisons; tabulated by Fiscal Analysis Division.

Some of the more significant factors are that while 44.2 percent of the total prison stock population was incarcerated for a crime against a person, considerably less (25.5 percent and 27.8 percent) of the honor camp stock population was incarcerated for such crimes. Conversely, the honor camp population has a much higher proportion of property offenders and those convicted of forgery, fraud or conspiracy than those subject to traditional institutional confinement. Table 35, page 104, provides additional detail on the crimes for which honor camp inmates were convicted.

In addition, it appears honor camp inmates have shorter sentences (over 30 percent of the inmates at both the Northern Nevada Honor Camp and the Lincoln County Honor Camp were sentenced to 2 years or less as compared to nearly 8 percent of the inmates in other institutions while nearly 60 percent of those inmates in institutions had sentences of more than 5 years as compared to slightly over 30 percent in each camp). A considerably higher proportion of white inmates are assigned to the honor camps than are in the general population.

Table 36, page 105, indicates that over 85 percent of the inmates sampled in the random survey had 12 months or less remaining on their sentence when they were assigned to the program.

Table 37, page 106, details additional information--county of residence, weapon use, and substance abuse history--on inmates assigned to the honor camp program.

A review of honor camp program participant performance factors has been compiled by the department of prisons and follows as table 38 on page 108. In reviewing the information the following definitions should be kept in mind:

- (a) The category containing persons returned with a change in custody was defined as "a management problem of some form or other resulting in a raise in custody from minimum to at least medium"; and,
- (b) The category containing persons returned with no change in custody was explained as indicating "administrative moves for prerelease, medical reasons, parole denial or for job changes from forestry to the work experience program or other minimum custody assignment."

TABLE 38

NEVADA DEPARTMENT OF PRISONS

Information for period 8/81 through 6/82

NORTHERN NEVADA HONOR CAMP

350 persons received in the program  
    (35 assigned to outside work programs)  
23 persons paroled  
29 persons expired sentence  
    3 persons walked away or escaped  
56 persons transferred to a restitution center  
    6 persons returned for unknown reason  
27 persons returned with a change in custody  
98 persons returned with no change in custody  
108 persons in N.N.H.C. on June 30, 1982

LINCOLN COUNTY HONOR CAMP

157 persons received in the program  
    9 persons paroled  
15 persons expired sentence  
    2 persons walked away or escaped  
17 persons transferred to a restitution center  
    3 persons returned for an unknown reason  
24 persons returned with a change in custody  
40 persons returned with no change in custody  
47 persons in L.C.H.C. on June 30, 1982

SOUTHERN DESERT HONOR CAMP

This facility opened in June, 1982

59 persons received in the program  
    1 person paroled  
    0 persons expired sentence  
    0 persons walked away or escaped  
    3 persons transferred to a restitution center  
55 persons in S.D.H.C. on June 30, 1982

This data suggests that the honor camp program has experienced a successful participation rate of over 81 percent (including those transferred to other institutions with no change in custody). Five inmates, or 1.4 percent of those participating, escaped or walked away while 51 or 14.3 percent were management problems that resulted in a raise in custody level.

This represents a successful program completion or participation rate of about 81 percent (that is, no significant security breeches while in the program). If it is assumed that revocation rates in both parole and probation programs measure successful program participation levels, then the honor camp program compares favorably against both parole and probation. In the last 5 fiscal years, 88 to 92 percent of those on probation did not have their probation revoked while 74 to 86 percent of those on parole were not revoked. The 81 percent successful completion or participation level for honor camp inmates falls within the same general area.

#### Program Expansion

The comparison of beds available by custody level as compared to the projected numbers of inmates by custody level at the critical operating level (table 17, page 53) indicates that future growth of inmates within the department of prisons can be accommodated through the expansion of minimum security beds. Based on population projections prepared by the NCCD, as of June 30, 1983, it is estimated that, at the current operating capacity level, there will be a system bed deficit of only 25 beds; however, within the various security classifications, as of that date, there is an 843 minimum security bed deficit. By June 30, 1985, the deficit of minimum security beds for eligible inmates increases to 1,006 minimum beds while the system's bed deficit is 307. Without some provision for additional minimum security beds, these inmates will have to be housed in the more costly higher security levels of medium and maximum custody.

In addition, the division of forestry reported to the S.C.R. 56 subcommittee that a number of expansion work projects for additional crews would be available in the coming biennium. In northern Nevada the division of forestry reported that there are projects for five more 12-man crews, three of which would work on projects on a pay basis for the USFS and two for nonpaid projects such as maintenance and public service projects. The division has stipulated that some expansion of the northern Nevada camp would be necessary to accommodate this expansion.

The division of forestry also explained that through operating agreements between the state division of forestry and federal agencies such as the USFS and the BLM, the potential exists for a 108-man camp (8 crews) in the Austin/Tonopah area, with a "spike" camp capability to extend the range for work projects to cover all of central Nevada. A "spike" camp would require mobile trailer units that could accommodate up to 50 men for approximately 4 or 5 months at a time. The division of forestry also indicated that there is a possibility that an intensive forest management prison industry program could be developed using inmate labor, thereby allowing additional inmates to participate in the program.

#### Findings and Recommendations

Available information indicates that there is currently a need for minimum security bedspace within the department of prisons' facilities; that a greater proportion of inmates will be classified to minimum custody levels in the future; that the per inmate annual operating and per bed construction costs for honor camp facilities is less than traditional institutions; and that there are additional work projects that would be available for inmate conservation crews in the coming biennium. Based on these factors, the S.C.R. 56 subcommittee recommends that the department of prisons accommodate increased bedspace needs through expansion of the honor camp program.

The subcommittee feels that the honor camp program should be as cost-effective as possible and recommends that the division of forestry actively and aggressively pursue the acquisition of paid projects for the crews. The division should attempt, to the

maximum extent possible, to generate revenues for crew work performed for state government, local jurisdictions and community activities.

The subcommittee also recommends that all funds earned by honor camp work crews be deposited in honor camp programs, especially all revenues earned from fire suppression activities for the BLM and USFS. The current practice is that payments received from the BLM and the USFS for fire suppression are deposited into the division's fire suppression account, thereby understating revenues received from honor camp activities. These revenues totaled over \$65,000 in each of the last 2 fiscal years and should justifiably be placed in the honor camp account to further defray program costs and to provide an accurate accounting of the revenue benefits of the program.

#### 6. Restitution Center Program Review

##### History

The restitution centers operated by the department of prisons provide a unique opportunity for prison inmates to begin reintegration into society; earn money to support themselves and their families; and, most importantly, pay restitution to the victims of their crimes.

The program originated through legislative initiative in 1979 and was the result of the legislature's concern that victims of crime were being overlooked in Nevada's criminal justice system. It was also recognized that because community corrections residential programs require inmates to contribute toward their support, they are usually more cost-effective than traditional institutions in housing offenders.

As a result of these concerns, the 1979 session passed A.B. 804 (chapter 422, Statutes of Nevada 1979) which established, as a pilot project, two restitution centers, one in the north and one in the south, for 30 to 40 inmates each, in which offenders who agreed to pay restitution to the victims of their crimes were to be housed while working at jobs in the community. The legislation contained a sunset provision to allow the 1981 session to review the progress of this program.

The 1979 session also passed A.C.R. 41 which authorized a legislative interim subcommittee to review the alternatives to incarceration in this state. Although the state's restitution program had just recently started when the subcommittee began its work (October 1979), the A.C.R. 41 subcommittee reviewed the operation as far as practicable. Despite the lack of substantial historic operating data, the subcommittee, in S.B. 29, recommended to the 1981 session that the centers be continued. In making this recommendation, the subcommittee realized that the centers represent a cost-effective method of dealing with certain convicted felons--the centers have no capital costs because they use leased facilities and the per inmate operating costs are lower than in the traditional institutional setting. Some of the most attractive features of the program include the opportunities provided for inmates to gain job skills, repay the victims of their crimes, defray some of the costs of their incarceration, help support their family, and begin their reentry into society. In order to expand the program, the A.C.R. 41 subcommittee also recommended that inmates be allowed to initiate the restitution process by volunteering to make restitution to the crime victim.

These proposals were presented to the 1981 session which not only adopted the recommendation for continuation of the restitution centers, but upon request by the department of prisons, expanded eligibility for center participation to those offenders assigned to work or educational release programs. The 1981 legislature also increased the daily room and board charges to inmates at the centers to keep pace with increasing support costs to the state and, perhaps most importantly, set the budgets for the centers at the capacity levels contemplated when the program was initiated (i.e., 30 to 40 inmates) rather than the average population level of 25 as called for in the 1981-83 Executive Budget. In so doing, the 1981 legislature recognized the need to maintain program populations at levels that are both cost and program-matically effective.



The chart below details the effect of higher population levels upon the annual costs per client in each of the restitution centers for the two most recently completed fiscal years as compared to the costs of traditional institutional incarceration:

<u>Annual Per Inmate Cost FY 1980-81</u>	<u>NNRC*</u>	<u>SNRC**</u>	<u>Major Institution</u>
Avg. GF Cost Per Inmate	\$10,446	\$10,124	\$10,338
Avg. GF Cost Per Inmate Less Rent	9,075	9,296	10,338
Avg. Population	21	21	1,696

<u>Estimated Annual Per Inmate Cost FY 1981-82</u>	<u>NNRC*</u>	<u>SNRC**</u>	<u>Major Institution</u>
Avg. GF Cost Per Inmate	\$7,566	\$7,652	\$10,943
Avg. GF Cost Per Inmate Less Rent	\$6,666	\$6,692	10,943
Avg. Population	32	30	1,973

\* NNRC - Northern Nevada Restitution Center

\*\* SNRC - Southern Nevada Restitution Center

As shown on the chart, an increase in average populations at both centers in fiscal year 1981-82 directly effected a decrease of over 27 percent in the average per client operating costs for those incarcerated in the restitution programs.

After deducting rent charges from total restitution center costs in order to develop strictly comparable data (institutional per inmate costs contain no ongoing bed costs), it appears that the restitution centers cost Nevada taxpayers less, on an annual per inmate operating basis, than any other form of prison housing.

Another feature that makes a community residential corrections program attractive is the amount of client-generated support that defrays the cost of the program's support to taxpayers as well as goes toward

paying restitution to victims and supporting the inmate's families.

The chart below illustrates the earnings of inmates who participated in each center from their opening through June 23, 1982. As shown, over \$100,000 in restitution to victims was paid in that period, over \$326,000 in room, board and transportation payments was paid to the state by the clients, and over \$184,000 in social security and federal income taxes was paid by center inmates.

FINANCIAL REPORT  
INMATE EARNINGS

<u>Level of Earnings</u>	<u>NNRC</u> <u>10/15/79-6/23/82</u>	<u>SNRC</u> <u>4/7/80-6/23/82</u>
Gross Earnings	\$ 515,502	\$ 554,977
Social Security & FIT	(80,927)	(103,504)
Employer Deductions	(10,662)	(8,590)
Net Earnings	<u>\$ 423,913</u>	<u>\$ 442,883</u>

Disposition of Earnings

Restitution	\$ 60,549	\$ 39,825
Room, Board & Transportation	159,971	166,167
Family Support	49,079	22,713
Work Tools & Clothing	35,795	4,554
Personal Expenses	60,588	52,795
Savings	57,931	156,829
Total	<u>\$423,913</u>	<u>\$442,883</u>

Source:

Nevada Department of Prisons

Inmate Characteristics

As of July 30, 1982, to be eligible to enter the restitution program, an inmate had to: (1) be within 6 months of release; (2) have no convictions for sexual offenses (past or present) and no pattern of arrests for sex-related offenses; (3) be serving a sentence for a nonviolent crime (excluding murder, sexual assault, arson, kidnapping, robbery, mayhem, assault,

battery and child abuse); (4) have no conviction for violent crime within the past 10 years; (5) have no escape history; and, (6) have demonstrated satisfactory institutional adjustment (i.e., 6 months without a major violation and 90 days without a general violation).

An analysis of the characteristics of the inmate population participating in the restitution center program, as shown by the inmate profile information taken from the NCCD stock file of April 1, 1982, (tables 39 through 43, on pages 116 through 121) and a random sampling of 146 inmates who had been assigned to the state's restitution centers, compiled by the department of prisons and tabulated by the fiscal analysis division (tables 44 through 46 on pages 122 and 123) demonstrates that they are relatively better security risks and a more "lightweight" type of offender than is found in the state's traditional institutions. The surveys show selected demographic factors that demonstrate characteristic differences between restitution center inmates and other inmates under the jurisdiction of the department housed in both the honor camps and institutional facilities.

TABLE 39

Source: NCCD Comparison Data, July 21, 1982.

PART 1 OFFENSE

NEVADA PRISON STOCK

TABLE OF V1 BY V15

V1	V15					
FREQUENCY ROW PCT COL PCT	OTHER	NNHC	NNRC	SNRC	LCHC	TOTAL
MURDER MANSLTR	191 96.46 17.16	4 2.02 7.27	1 0.51 5.56	1 0.51 5.88	1 0.51 5.56	198
AGG ASSAULT	24 96.00 2.16	1 4.00 1.02	0 0.00 0.00	0 0.00 0.00	0 0.00 0.00	25
ROBBERY	253 94.76 22.73	8 3.00 14.55	0 0.00 0.00	3 1.12 17.65	3 1.12 16.67	267
NON PART1	322 86.10 28.93	26 6.95 47.27	11 2.94 61.11	8 2.14 47.06	7 1.87 33.89	374
LARC THEFT	91 91.92 8.13	4 4.04 7.27	2 2.02 11.11	0 0.00 0.00	2 2.02 11.11	99
BURGLARY	136 83.95 12.22	12 7.41 21.82	4 2.47 22.22	5 3.09 29.41	5 3.09 27.78	162
ARSON	4 100.00 0.36	0 0.00 0.00	0 0.00 0.00	0 0.00 0.00	0 0.00 0.00	4
RAPE	92 100.00 8.27	0 0.00 0.00	0 0.00 0.00	0 0.00 0.00	0 0.00 0.00	92
TOTAL	1113	55	18	17	18	1221

## Key:

OTHER - Housed in a traditional institution  
 NNHC - Northern Nevada Honor Camp  
 NNRC - Northern Nevada Restitution Center  
 SNRC - Southern Nevada Restitution Center  
 LCHC - Lincoln County Honor Camp

TABLE 40

16:44 WEDNESDAY, JULY 21, 1982 1

NON-PART 1 OFFENSE

## TABLE OF V1 BY V15

V1	V15						
FREQUENCY							
ROW PCT							
COL PCT	OTHER	NNMC	NNRC	SNRC	LCMC	TOTAL	
PART1	791	29	7	9	11	847	
	93.39	3.42	0.83	1.06	1.30		
	71.07	52.73	38.89	52.94	61.11		
OTHER ASSAULT	9	1	0	1	1	12	
	75.00	8.33	0.00	8.33	8.33		
	0.81	1.82	0.00	5.83	5.56		
OTHER	48	2	0	0	0	50	
	96.00	4.00	0.00	0.00	0.00		
	4.31	3.64	0.00	0.00	0.00		
OTHER SEX	44	0	0	0	0	44	
	100.00	0.00	0.00	0.00	0.00		
	3.95	0.00	0.00	0.00	0.00		
FORGERY	22	1	1	0	0	24	
	91.67	4.17	4.17	0.00	0.00		
	1.98	1.82	5.56	0.00	0.00		
FRAUD	44	5	4	0	1	54	
	81.48	9.26	7.41	0.00	1.85		
	3.95	9.09	22.22	0.00	5.56		
STOLEN PROPERTY	67	7	3	0	2	79	
	84.81	8.86	3.80	0.00	2.53		
	6.02	12.73	16.67	0.00	11.11		
TOTAL	1113	55	18	17	18	1221	

TABLE 40 Continued

## NEVADA PRISON STOCK

V1	V15	NON-PART 1 OFFENSE (Continued)					
FREQUENCY RCM PCT COL PCT	OTHER	INNIC	INNC	SNRC	LCNC	TOTAL	
WEAPONS	6 75.00 0.54	2 25.00 3.64	0 0.00 0.00	0 0.00 0.00	0 0.00 0.00	8	
DRUGS	57 78.03 5.12	6 8.22 10.91	3 4.11 16.67	6 8.22 35.29	1 1.37 5.56	73	
GAMBLING	5 71.43 0.45	1 14.29 1.82	0 0.00 0.00	0 0.00 0.00	1 14.29 5.56	7	
DUI	3 60.00 0.27	0 0.00 0.00	0 0.00 0.00	1 20.00 5.88	1 20.00 5.56	5	
OTHER TRAFFIC	7 87.50 0.63	1 12.50 1.82	0 0.00 0.00	0 0.00 0.00	0 0.00 0.00	8	
ESCAPE	10 100.00 0.90	0 0.00 0.00	0 0.00 0.00	0 0.00 0.00	0 0.00 0.00	10	
TOTAL	1113	55	18	17	18	1221	

TABLE 41

LENGTH OF SENTENCE

FREQUENCY ROW PCT COL PCT	OTHER	NNHC	NNRC	SNRC	LCNC	TOTAL
LIFE SENTENCE	201	0	1	0	0	.
	.	.	.	.	.	.
DEATH PENALTY	7	0	0	0	0	.
	.	.	.	.	.	.
1 YEAR	7	3	1	0	0	11
	63.64	27.27	9.09	0.00	0.00	
	0.77	5.45	5.08	0.00	0.00	
2 YEARS	60	14	4	3	6	87
	68.97	16.09	4.60	3.45	6.90	
	6.63	25.45	23.53	17.65	33.33	
3 YEARS	101	9	5	7	3	125
	80.80	7.20	4.00	5.60	2.40	
	11.16	16.36	29.41	41.13	16.67	
4 YEARS	88	7	3	2	1	101
	87.13	6.93	2.97	1.93	0.99	
	9.72	12.73	17.65	11.76	5.56	
5 YEARS	105	3	2	2	2	114
	92.11	2.63	1.75	1.75	1.75	
	11.60	5.45	11.76	11.76	11.11	
MORE THN 5 YEARS	544	19	2	3	6	574
	54.77	3.31	0.35	0.52	1.05	
	60.11	34.55	11.76	17.65	33.33	
TOTAL	905	55	17	17	18	1012

TABLE 42

AGE

TABLE OF AGE BY V15						
AGE	V15					
FREQUENCY ROW PCT COL PCT	OTHER	MMHC	MMRC	SMRC	LCMC	TOTAL
	2	0	0	0	0	
UNDER 14	9	1	0	0	0	10
	90.00	10.00	0.00	0.00	0.00	
	0.81	1.82	0.00	0.00	0.00	
15 TO 19	28	1	0	1	0	30
	93.33	3.33	0.00	3.33	0.00	
	2.52	1.82	0.00	5.88	0.00	
20 TO 24	258	12	3	6	7	286
	90.21	4.20	1.05	2.10	2.45	
	23.22	21.82	16.67	35.29	33.89	
25 TO 29	317	16	4	6	4	347
	91.35	4.61	1.15	1.73	1.15	
	28.53	29.09	22.22	35.29	22.22	
30 TO 39	306	14	7	3	5	335
	91.34	4.18	2.09	0.90	1.49	
	27.54	25.45	38.89	17.65	27.78	
40 OR OLDER	193	11	4	1	2	211
	91.47	5.21	1.90	0.47	0.95	
	17.37	20.00	22.22	5.88	11.11	
TOTAL	1111	55	18	17	18	1219



TABLE 43

ETHNIC

TABLE OF V14 BY V15						
V14	V15					
FREQUENCY RCN FCT COL PCT	OTHER	NRMC	NRRC	SMRC	LCMC	TOTAL
	7	0	0	0	0	
WHITE	716	42	15	11	15	799
	89.61	5.26	1.88	1.38	1.63	
	64.74	76.36	83.33	64.71	83.33	
MEXICAN AMERICAN	44	1	1	0	1	47
	93.62	2.13	2.13	0.00	2.13	
	3.98	1.82	5.56	0.00	5.56	
BLACK	319	12	2	6	2	341
	93.55	3.52	0.59	1.76	0.59	
	28.84	21.02	11.11	35.29	11.11	
NATIVE AMERICAN	16	0	0	0	0	16
	100.00	0.00	0.00	0.00	0.00	
	1.45	0.00	0.00	0.00	0.00	
ASIAN	9	0	0	0	0	9
	100.00	0.00	0.00	0.00	0.00	
	0.81	0.00	0.00	0.00	0.00	
OTHER	2	0	0	0	0	2
	100.00	0.00	0.00	0.00	0.00	
	0.18	0.00	0.00	0.00	0.00	
TOTAL	1106	55	18	17	18	1214

TABLE 44

CRIME FOR WHICH SENTENCED OF INMATES  
ASSIGNED TO RESTITUTION CENTERS

	<u>Frequency</u>	<u>Percentage</u>
Murder/Manslaughter	8	5.5%
Robbery	17	11.6%
Larceny/Theft	15	10.3%
Burglary	35	23.9%
Other Assault	1	.65%
Forgery	8	5.5%
Fraud	14	9.6%
Stolen Property	14	9.6%
Weapons	3	2.1%
Drugs	25	17.1%
D.U.I.	2	1.4%
Other Traffic	1	.65%
Escape	3	2.1%
	<u>146</u>	<u>100.0%</u>

Source:

Random Sample Inmates Assigned to Restitution since October 1979; survey conducted by Department of Prisons; tabulated by Fiscal Analysis Division.

TABLE 45

TIME REMAINING ON SENTENCE OF INMATES  
ASSIGNED TO RESTITUTION CENTERS  
(When Assigned to Program)

Less Than 2.4 Months	17.8%
2.5 - 4.4 Months	26.0%
4.5 - 6.4 Months	31.5%
6.5 - 9.4 Months	15.1%
9.5 - 12.0 Months	8.2%
More Than 12 Months	0
Not Available	1.4%

Source:

Random Sample Inmates Assigned to Restitution since October 1979; survey conducted by Department of Prisons; tabulated by Fiscal Analysis Division.

TABLE 46

CHARACTERISTICS OF INMATES IN RESTITUTION CENTERS  
BY COUNTY AND CONTROLLED SUBSTANCE

<u>County</u>	<u>Percent</u>
Washoe	29.5%
Clark	58.2%
Other Nevada Counties	11.0%
California	.65
Other States	.65

<u>Under Influence of Controlled Substance</u>	<u>Percent</u>
Alcohol	32.8%
Narcotics	23.3%
Alcohol & Narcotics	6.2%
None	35.6%
Unknown	2.1%

Source:

Random Sample Inmates Assigned to Restitution since October 1979; survey conducted by Department of Prisons; tabulated by Fiscal Analysis Division.

The foregoing data shows that 61.1 percent and 47.1 percent of the inmates assigned to the two restitution centers were convicted on non-part I crimes (the less serious types of offenses) as compared to 29 percent of those incarcerated in traditional institutions. A more detailed breakdown by crime of conviction is shown in table 44 on page 122. The data also indicates that over 58 percent of the population in both the restitution centers is serving sentences of 3 years or less while only 18.5 percent of those in institutions fall under the same category; and 100 percent of all the inmates assigned to restitution centers whose remaining time was known, as shown on table 45 on page 122, had 12 months or less remaining

on their sentence when they were assigned to the centers.

Neither the demographic characteristic review provided by the NCCD nor the random sample survey of restitution center inmates conducted by the department of prisons show the admission status of those inmates in the centers. In testimony before the S.C.R. 56 subcommittee concerning the need for noninstitutional housing for parolees similar to the halfway house program for probationers, the director of the department of prisons suggested that the restitution centers could be used for that purpose. The director testified that if the subcommittee was reluctant to mingle parolees with probationers or those with no prior prison time (as is the case with the department of parole and probation's halfway house program), the restitution centers could be used to provide structured supervision to certain parolees instead of reincarceration.

Data collected by the NCCD did indicate that over 10 percent of the prison admissions population from 1979-1981 were admitted as technical parole violations. Although placing certain technical parole violators in a restitution center does not truly divert them from the prison system, the restitution center does afford a more cost-effective means of housing offenders than does traditional institutional incarceration.

The department of prisons reported that 210 offenders were received in the northern center from its opening on October 15, 1979, through June 21, 1982, while the southern center received 247 from April 1980 through June 23, 1982. The northern center reported a successful program participation or completion rate of nearly 52 percent (paroled, expired or nondisciplinary return to institution), while 31 clients, or 16.3 percent, walked away and 31.5 percent were returned to the institution for disciplinary reasons.

The southern center reported a 48 percent successful participation or completion rate with a considerably lower walk away rate of 8.6 percent and 42.9 percent being returned to the institution for disciplinary reasons. The performance factors for both centers as reported by the department are shown below.

NORTHERN NEVADA RESTITUTION CENTER  
(October 15, 1979 through June 21, 1982)

210	Offenders Housed in Center
78	Paroled or Expired Sentence
31	Walked Away
58	Returned to Institution for Disciplinary Reason
17	Returned to Institution for Nondisciplinary Reason
26	In NNRC on June 21, 1982

SOUTHERN NEVADA RESTITUTION CENTER  
(April 1980 through June 23, 1982)

247	Offenders Received at Center
74	Paroled or Expired Sentence
18	Walked Away
89	Returned to Institution for Disciplinary Reason
26	Returned to Institution for Nondisciplinary Reasons
40	In SNRC on June 23, 1982

As explained above, the successful participation or completion rate of both programs averages nearly 50 percent. However, the two centers differed significantly in the percentages of walk away and disciplinary returns to institutions. The fact that the southern center had a lower walk away rate and higher disciplinary return rate, perhaps, is indicative of a more tightly controlled program that prevented problems before they developed. The higher walk away rate for the northern center could be interpreted to be indicative of the problems that led to the closure of the program during the course of the study.

Northern Nevada Restitution Center Closure

On June 24, 1982, the Northern Nevada Restitution Center (NNRC) was ordered closed following the occurrence of an incident in which an inmate allegedly raped a Reno housewife, followed shortly thereafter by separate incidents involving unauthorized drinking and

driving on nonjob related business. The prison administration convened a critical incident review committee which reviewed the procedures and operating practices of the center to determine if any improvements in center operation could be made. The committee made several recommendations, including:

1. All participants be transported to and from work by either an inmate driver with proper prior approval or an employee in a state vehicle.
2. Center personnel know the exact location of all inmate workers at all times. It was suggested inmates be spot-checked on the job either through visual surveillance or by telephone.
3. Random urine and blood tests to detect controlled substance use be performed with all inmates subject as a condition of program participation.
4. Improved coordination and communication with local law enforcement agencies.
5. Elimination of the current pass policy.

Ironically, the S.C.R. 56 subcommittee had discussed these same weaknesses with the correctional lieutenant in charge of the northern center at its November 2, 1981, meeting. Specifically, the subcommittee questioned how center personnel verified inmate job attendance, authorized absences for extended periods of time, and checked for inmate alcohol or drug use while in the program. Unfortunately, these concerns (which included the development of work verification forms that were to be submitted to the subcommittee for review) were not addressed or modified by prison management and it was, in fact, these practices that contributed to the subsequent closure of the center.

The department attempted to find a new location for the restitution center in the Reno area and reviewed the use of some empty buildings on the campus of the Nevada Mental Health Institute (NMHI) for housing the restitution program. In response to this review, the division of mental health and mental retardation established a Restitution Center Task Force, a group of mental health professionals who, in their final report recommended:

1. The division of mental hygiene and mental retardation enter into a contract with the department of prisons to locate the NNRC on NMHI grounds with clearly defined cost and program expectations.
2. The restitution program be located and assigned to building 11 on the grounds of the NMHI with no more than 35 inmates admitted at any one time.
3. The division assign a mental health professional to participate in the screening process.
4. That any changes in program be mutually agreed upon.
5. All involved groups, including appropriate law enforcement agencies, client groups, and neighboring businesses be advised of the intention to locate the restitution center on NMHI grounds.

Unfortunately, the events surrounding the NNRC closure halted efforts in acquiring any NMHI buildings for use for the program. In addition, in phase III of state general fund budget cuts, the administration directed the northern center not be reopened until July 1, 1983. At the conclusion of the subcommittee's review no new sites had been found while efforts to relocate the program were continuing.

#### Program Expansion

In their inmate population projections, the NCCD indicated that the state could handle much of its projected growth in inmate population through the development of minimum security beds. Based on the NCCD population projections, when compared to available beds, by June 30, 1983, it was estimated there would be 800 more inmates eligible for minimum security beds than beds available and that by June 30, 1985, this minimum bed shortage would grow to 1,006.

Based on historic cost comparisons, the restitution centers are an attractive, cost-effective option for housing a portion of Nevada's current and projected inmate population. In addition, the leasing option obviously does not require an initial construction

investment by the state as well as serves as a financial impetus to local economies where restitution centers are located. The problem of neighborhood opposition, however, is a delicate one that needs extensive public relations work with all sectors to ensure successful program development.

In addition to the cost factors which make the program an appealing prospect for housing future inmate populations, the restitution program offers additional benefits of: (1) providing regular restitution payments to the victims of crime which provides a means of recovery for the victim who was innocently involved as well as development of responsibility in the offender; (2) reestablishing the offender's career goals and a stable employment pattern; (3) encouraging inmate responsibility for caring for the family at the same time helping to keep the family off government support; and, (4) possibly deterring future criminal activity.

The most severe restriction to program expansion at the current time is the limitation of suitable sites in the north and expansion of the existing site in the south. The department of prisons has indicated that the southern Nevada location will be expanded to allow for a significantly increased capacity which will subsequently lower per inmate operating costs. As has been shown, increased facility capacity positively affects the operating costs of the program.

Meanwhile, the site selection and community education process continues in the north. It appears that the location of a new center in any residential or business neighborhood will be difficult; therefore, the state may have to seriously investigate the use of existing institutional facilities to house a northern restitution center.

#### Findings and Recommendations

Cost analysis figures show that the cost efficiency of the restitution centers dramatically increases when the centers are kept at or near full capacity. While it is understood that there will be some additional costs to expansion or relocation efforts, it is anticipated that higher capacities will further reduce inmate operating costs as well as provide additional opportunities for more inmates to participate in the program. Therefore, the subcommittee recommends that the Southern Nevada



Restitution Center (SNRC) be expanded to increase program cost efficiency and allow more inmates to participate in the program.

The subcommittee also believes that restitution centers could provide a cost-efficient, structured environment for those parolees in danger of revocation to a traditional institution. In this instance the restitution centers could serve as a "halfway out" program, without having to comingle those felons with prior prison experiences with the relatively unsophisticated felons without prison time currently being assigned to the department of parole and probation's halfway house program. The subcommittee, therefore, recommends that parolees be allowed to be housed in restitution centers. (BDR 16-338)

In addition, the S.C.R. 56 subcommittee recommends that the NNRC be reestablished. The subcommittee strongly urges, however, that the center be much more carefully and strictly supervised so that the events leading to the closure of the northern center will not be repeated. In addition, the subcommittee realizes that relocation of a center will be extremely difficult; however, the department of prisons is urged to work with neighborhood and community groups to achieve harmony in such placement. The subcommittee also suggests that the department once again review the possibility of using vacant buildings on the NMHI as this site may represent a viable option in terms of size, location and cost savings.

## **7. Parole Program Review**

### **History**

Nevada's full-time parole board was created in 1977 through passage of A.B. 138. As established by that measure, the parole board consists of three members, appointed by the governor, who are charged with the responsibility of conducting all hearings for parole, statutory good-time, parole revocation and work release.

The chart below demonstrates the board's workload and decision rates for the last 3 years:

PAROLE BOARD HEARINGS  
1979-1981

	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1st 6 Mo.</u> <u>1982</u>
Parole Hearings	1,218	1,130	1,281	736
Denied	357	411	487	439
Percent	29.3%	36.3%	38.0%	59.6%
Parole Revocation				
Hearings	312	321	273	164
Revoked	171	200	175	114
Percent	54.8%	62.3%	64.1%	69.5%
Statutory Good-Time				
Hearings	44	84	127	N/A
Work Release				
Hearings	71	114	53	N/A
Denied	6	25	17	
Percent	8.5%	21.9%	32.1%	

Obviously, the bulk of the board's work is dedicated to parole hearings. NRS 213.1099 (effective until November 25, 1982) allows the board to release a prisoner on parole only if, from all the information known to the board, it appears: "(a) that there is a reasonable probability that such a prisoner will live and remain at liberty without violating the laws; and (b) that such release is not incompatible with the welfare of society."

After November 25, 1982, however, an additional stipulation to the board's release authority will be added because of passage of Question 4 on the November 1982 ballot. This question amended the Nevada constitution to prohibit commutation of sentences of death or life imprisonment without possibility of parole. As a result of passage of this question, the statutes encompassing board authority reads:

The board may not release on parole a prisoner whose sentence to death or to life without possibility of parole has been

commuted to a lesser penalty unless it finds that the prisoner has served at least 20 consecutive years in the state prison, is not under an order that he be detained to answer for a crime or violation of parole or probation in another jurisdiction, and that he has no history of: (a) recent misconduct in the institution, and that he has been recommended for parole by the director of the department of prisons; (b) repetitive criminal conduct; (c) criminal conduct related to the use of alcohol or drugs; (d) repetitive sexual deviance, violence or aggression; or (e) failure on parole, probation, work release, or similar programs.

Based upon the NCCD profile information of the department of prisons' stock, on April 1, 1982, there were 202 inmates sentenced to life sentences and seven sentenced to death. No breakdown of those sentenced to life without the possibility of parole was provided, however, passage of this measure probably will have an effect upon that segment of the prison population sentenced to death or life without the possibility of parole.

The number of parole hearings has increased slightly in the last 2 years (there was an approximate 5 percent increase from calendar years 1979-1981). In 1982, however, the workload of the first 6 months surged to 736 parole hearings and, if continued at this pace, will result in a 15 percent increase in parole hearings over the previous year.

The most dynamic element of the parole board's workload has been the dramatic shift in the percentages of parole denials in the first 6 months of 1982. As can be seen, nearly 60 percent of those applying for parole during that period were denied as compared to a 30 to 40 percent denial rate in the previous 3 years. This acceleration in the denial rate actually began in October of 1981, when the denial rate jumped from 37 percent of those cases decided in September to 51 percent. The following 2 months contributed a 66 percent and 65 percent denial percentage. Because approximately 60 percent of those denied receive waiting times of 1 to 2 years until the next parole hearing eligibility, this

increase in denial rates means more prisoners are staying in prison longer, thereby impacting the growing prison population.

The second largest work assignment of the board is parole revocation hearings. A 12.5 percent decrease in the number of revocation hearings was noted from calendar years 1979-1981; however, board representatives point out that due process legal requirements cause these hearings to consume more time than regular parole hearings.

The parole board has also, during the same 3 1/2-year time period, revoked an increasing percentage of those inmates appearing before it on violation hearings. In 1979, 54.8 percent of the total revocation hearings resulted in revocation, while nearly 70 percent were revoked in the first 6 months of 1982. (Over half, or 55 percent, of those whose paroles are revoked are sent back to prison until the expiration of their sentence.)

The board also holds "stat-hearings," or a review of disciplinary infractions of inmates still incarcerated, to determine whether any loss of statutory good-time credits should occur. These hearings serve as a lever to aid department of prisons' personnel in enforcing rules and regulations. The board has experienced nearly a 200 percent increase in the number of "stat hearings" since 1979.

Responsibility for supervision of the department of prisons' work release program was placed under the board of parole commissioners by the 1977 legislature through passage of S.B. 116. This measure provided that an inmate could be granted the privilege of leaving secure custody to work in the state at gainful private employment or to obtain additional education only after the request had been approved by the state board of parole commissioners. Since 1979, there has been a 25 percent decrease in work release hearings; however, there has been a substantial increase in the percentage of board denials for work release applications.

The reason for the increase in board denial rates was explained by the chairman of the parole board in testimony before the S.C.R. 56 subcommittee. He said:

Turning to work release, that program hasn't been well utilized in Nevada. Under present procedures, work release applicants come to the board only after they have been approved by institution classification committees and the director of the Nevada department of prisons. I have a strongly held belief at the institutional level, work release is given a lower priority than is the selection of inmates to fulfill housekeeping and administrative slots on the prison work roster \* \* \* it appears to me that good work release candidates are being siphoned off to institutional assignments and are thus never considered for the outside work program. As long as the law requires the setting of a parole date when work release is approved, the parole board would have to remain in the picture. Perhaps a more logical way to handle such a program would be to make the selection entirely a prison function, and the inmate would then appear at a later date before the parole board with a track record and a transition-to-streets program.

The S.C.R. 56 subcommittee noted the dramatic shift in parole denial and revocation rates and asked the parole board chairman if policy changes had affected these changes. Although the chairman reported no policy changes, he explained the board had begun gradually to base its decisions on the severity of the crime for which the inmate was convicted and not on institutional behavior while incarcerated. The chairman also explained that the board made their parole decisions on instinctive reactions to the available information and the interview with the offender. He later characterized the parole decision as being highly subjective.

He also explained that the board revokes a large percentage of those appearing on violation charges on the theory that it is best to incarcerate a parolee who is beginning to challenge the guidelines set by his parole program before he commits a new crime. The chairman also said he had no objections to the establishment of parole guidelines to bring about more consistency in sentences and time served, but he

cautioned the process can become burdensome, expensive and involved as it has in California.

According to prison release data, over 62 percent of the inmates leaving prison do so through the parole process with the next largest group (35.4 percent) leaving through sentence expiration. The responsibility for supervising parolees in the community belongs to the department of parole and probation. The cost of supervising those parolees in the community, \$614 in fiscal year 1980-81 and \$717 in fiscal year 1981-82, compares favorably with the cost of traditional institutional incarceration, estimated at \$10,943 in fiscal year 1981-82.

At the subcommittee's April 21, 1982, meeting in Las Vegas, the chief of the department of parole and probation indicated that if the use of parole had been increased by 10 percent in fiscal year 1980-81, 53 more people would have been paroled to the streets, but assuming a 50 percent success rate (to account for the more marginal candidate who would be included in such an expansion), only 26 would have successfully completed their parole. This parole success rate compares to a revocation rate of between 14 to 26 percent for the last 5 fiscal years. The revocation rate has, however, been increasing during the period from slightly over 15 percent in fiscal year 1976-77 to slightly under 26 percent in 1980-81. Nevertheless, the total estimated savings were \$296,036.

The shift in parole board policies has had an effect on prison populations in the last 3 years and, if not modified, will have a substantial impact on future prison populations. In preparing prison population estimates, the NCCD used different parole board policy assumptions. As shown on models II and III of the input-output population projection method, table 9 on page 39, if the more stringent parole and parole revocation policies of the recent past continue into the future, the Nevada department of prisons will have an inmate population 300 inmates larger on June 30, 1983, than it would have been under previous parole board policies. If the current policies continue at the rate currently being realized, there will be nearly 1,200 more inmates in the prison system at the end of fiscal year 1991 than there

would have been under parole board policies in effect from 1979 to 1981.

### Findings and Recommendations

The S.C.R. 56 subcommittee is concerned with the effect that changes in paroling policies have had on the numbers of inmates incarcerated within the Nevada prison system. The subcommittee believes that there should be some consistency within the system to allow for the orderly flow of offenders and to allow adequate time to plan for system changes; therefore, the subcommittee recommends that the parole board adopt objective parole guidelines. Those guidelines employ factors to which numerical values can be attached to provide some consistency in parole decisions and eliminate some of the subjective judgment factors currently being used by the board in its decisions. (BDR 399)

Implementation of parole guidelines would correspond to the department of prisons' development of an objective classification system as well as the department of parole and probation's risk assessment factoring system used in making probation recommendations. Development of these guidelines should involve a review of parole guidelines in use in other states and a review of objective classification/decisionmaking instruments in use in Nevada. Once established, the guidelines should particularly be reviewed as a measure of parole board performance.

The subcommittee also recommends that the board of parole commissioners be removed from approving or denying work release candidates and recommends that the work release program be placed under the jurisdiction of the department of prisons. This is currently the case in the restitution, honor camp and work experience programs. (BDR 16-341)

## E. Expansion Potential and Limitations of Existing Facilities

### Overview

The master plan was to include the development of two elements important to the analysis of the potential

and need for future prison expansion. The first element was an inventory of the existing facilities of the department of prisons to determine each of the capacity levels of the institutions and programs of the department of prisons. Completion of the inventory and determination of the capacity levels was followed by the evaluation and selection of the capacity level most viable for planning purposes. As discussed previously, that capacity level was the critical operating capacity level.

The second element was the estimation of the expansion potential for each existing facility within the department of prisons. As stated in a legislative letter of intent to the state public works board, the money committees of the 1981 session concluded that any calculation of expansion potential should include "necessary information regarding water, sewer, zoning and all other physical considerations associated with the need for and location of state facilities."

Selected excerpts from the information which was developed by Dolven Larson Daniels for each of the facilities of the department of prisons is included in sections A through I, in appendix B, and include a site map of each institution, an analysis of each facility or program, and the limitations to expansion for each facility. Section J, in appendix B, presents a table which lists potential additional housing space at each institution.

#### Findings and Recommendations

As explained in part II, section C on page 18, of this report, the S.C.R. 56 subcommittee, based upon all available prison population and facility capacity information developed by the NCCD and the department of prisons, recommended that the department expand its minimum security capacity to meet the projected demand for the lower security housing.

In part II, section D on page 64 of this report, the subcommittee made specific recommendations as to the types of minimum security programs or alternatives to incarceration that should be expanded. If these expansions and diversions from incarceration are implemented as recommended, the subcommittee does not



believe that any institutional construction will be necessary in the immediate future (1983-85 biennium). At the S.C.R. 56 subcommittee's September 17, 1982, work session, the director of the department of prisons concurred that it would not be necessary for the state to authorize construction of a new prison facility in the 1983 legislature.

Depending upon the extent of the minimum security program development and the future directions of policies as they relate to the state's criminal justice system, the need for institutional construction may even be delayed past the 1985 session. However, the subcommittee suggests that the available capacity and the custody levels of that capacity be periodically compared to the projected inmate populations and their custody level needs to insure authorization of the most cost beneficial construction decisions when such decisions became appropriate.

### III. NEVADA STATE PRISON RENOVATION INQUIRY

During the course of its hearings, the S.C.R. 56 subcommittee conducted an ongoing inquiry into the design of the state's renovated maximum security prison. This inquiry came about not only as an outgrowth of the entire master plan process and the effects of design decisions upon future manpower and operating needs for prison institutions but also as the result of an increasing number of incidences of violence in the renovated portions of the Nevada State Prison and the need for resolution of these security problems. The inquiry began with legislative review and approval of the maximum security renovation project.

#### 1977 and 1979 Legislative Sessions

In 1977, the Executive Budget contained a recommendation that the legislature appropriate \$7,785,000 either to completely renovate the existing maximum security facility or to provide for phase I construction of a new maximum security facility (Project 77-G1). The budget narrative indicated that, if the option of renovating the existing facility was chosen, the funds recommended would provide for "a new 102-man living unit similar to the most recent one at Northern Nevada Correctional Center, a new administrative building, and a new vocational shop building."

The Executive Budget also recommended Project 77-1 which called for an appropriation of \$737,400 for a detailed plan of the prison's phased renovation work and to improve housing and recreational areas in the old maximum security prison. In his state-of-the-state address before the 1977 legislature, the governor indicated that the requested \$7.8 million for the renovation of the old maximum security prison, would include "a new 102-man living unit, a new administration building, and a new vocational shop building."

The 1977 legislature's first review of this spending proposal occurred on January 24, 1977, when a joint meeting of the senate standing committee on finance and the assembly standing committee on ways and means heard an overview presentation on the 1977 capital improvement requests. At that time, the secretary-manager of the state public works board indicated that the requested funds would provide for a complete renovation of the existing old buildings, with a new 102-man living unit, a

new administration building, and a new vocational shop building.

On March 22, 1977, A.B. 513 was introduced to implement the two capital improvement projects (77-G1 and 77-1) and the requested appropriations were combined, for a total of \$8,522,400, with the bill indicating that the funds would be used to provide for construction of "a new living unit, a new administration building, and a new vocational shop building."

On March 28, 1977, the state public works board prepared a detailed "capital improvement project estimate" (appendix C) of the proposed remodeling/renovation of the the Nevada State Prison. This estimate combined projects for 77-G1 and 77-1 and included remodeling for four floors of cell block B (24,000 square feet); remodeling of 22,500 square feet of program space; demolition of cell block A (22,000 square feet); demolition of 26,555 square feet of program space; construction of two new housing units (15,008 square feet each); four vocational shop buildings (10,000 square feet each); a new administration building, and other items.

On March 29, 1977, the assembly committee on ways and means heard A.B. 513 and, at that meeting, the secretary-manager of the state public works board, in testimony in support of the measure, indicated that the bill "would provide \$8,522,400 to rehabilitate maximum security prison and construct new facilities which would result in being able to house 300 male inmates." The committee was also told that the requested appropriation "would include a master rehabilitation plan; the demolition of certain obsolete buildings; remodeling; expenditure of certain structures; enlargement of exterior years [sic]; construction of additional shop and industrial buildings; construction of two additional housing units--each housing 100 male inmates--and rehabilitation of utility systems, security, recreation, site improvements, and administrative visiting building."

A.B. 513 was reported from the assembly committee on ways and means with a "do pass" recommendation on March 30, 1977, and was approved by the assembly on April 1, 1977. The measure was referred to the senate committee on finance and was reported from that committee on April 6, 1977, with an "amend and do pass as amended" recommendation. The proposed amendment changed the language contained within the bill to provide that instead of

constructing "a new living unit" as introduced, the bill would allow construction of "new living units." The proposed amendment was adopted by the senate on April 7, 1977.

On April 8, 1977, only 1 day after the adoption of the amended version of A.B. 513 by the senate, the secretary-manager of the state public works board indicated in correspondence to the director of the Nevada State Prison that:

It appears that we are going to be authorized to rehab the maximum security prison and would like to start developing a program.

We know that we are going to build two dormitories--each with a capacity of 100 inmates. Aside from the obvious single cell rooms, toilet and shower rooms, etc., what other facilities need to be included in these dorms?

On April 12, 1977, the senate passed A.B. 513, with the assembly concurring on the senate amendment on April 13, 1977. A.B. 513 was signed by the governor on April 15, 1977.

On May 25, 1977, the state public works board selected Casazza-Peetz and Associates as architects for the renovation/rehabilitation project for the maximum security prison, with the requirement that they employ a prison consultant satisfactory to the state.

On July 20, 1977, Folse-Henningson, Durham and Richardson (HDR), of New Orleans, Louisiana, the prison design consulting firm engaged by Casazza-Peetz and Associates under the state public works board's "scope of work," submitted a preliminary program draft for the renovation/rehabilitation project that recommended four maximum and close custody units and two medium security units, each housing 48 inmates, as part of the renovation/rehabilitation project. This six-housing unit configuration was approved at the November 21, 1977, meeting of the state public works board. Later correspondence from the state public works board indicated that the project also included a new administration building, a new education building, a new infirmary, a new recreation field, fencing, towers, and other items.

In order to complete the project with a minimum disruption to the maximum security institution, the state public

works board did the project in two phases, with phase I being the construction of the six housing units and phase II being the construction of the infirmary, education and administration buildings and the balance of work. On December 19, 1978, bids for phase I were awarded by the state public works board, with a construction start work date in January 1979.

During the 1979 legislature, A.B. 7 was introduced to modify the provisions of A.B. 513 by providing that the old quarry area need not be enlarged for the athletic field and that remodeled facilities be substituted for the new administration building and the new vocational shop buildings. Testimony before the money committees indicated that the purpose of this legislation was to eliminate the statutory requirement that the quarry be enlarged to provide an athletic field for the maximum security prison and to provide the state public works board with the option of using new or remodeled prison facilities for vocational and administrative purposes.

Testimony further indicated that costs of implementing the 1977 bill (A.B. 513) would cost \$3.7 million, while under A.B. 7, these costs would be \$2.69 million, thus helping complete the project within the original \$8.5 million appropriation. A.B. 7 was approved by the legislature and signed by the governor on March 6, 1979. On November 21, 1979, the state public works board contracted for the remainder (phase II) of the renovation/rehabilitation project and on November 24, 1980, phase I of the project was completed with phase II being completed on May 22, 1981.

### 1981 Legislature

The new housing units were opened November 24, 1980. During the course of the 1981 legislature, reports of inmate violence, hostage taking incidents and the use of weapons in the maximum security facility were frequent. Despite assurances from the prison administration as late as February 1981 that the budget for the prison recommended in the Executive Budget was adequate, a national expert recommended a number of capital improvement items including a catwalk, security fencing and perimeter alarm to restore the prison administration's control of the institution. The report pointed to the physical plant and its layout as the root of the security problems.

A second report issued by the task force on security and control, formed in the wake of additional violence at the institution, again pointed out the problems of the layout of the physical plant and concluded:

The kind of compact and well designed plant, capable of good visual observation and free of blind spots necessary for a good maximum security prison, does not exist at NSP.

#### S.C.R. 56 Subcommittee

At the S.C.R. 56 subcommittee's November 2, 1981 meeting, the State of Nevada Employees' Association (SNEA) appeared before the subcommittee to request that line officers be included in design discussions for all future building programs at the prison. In appearing before the committee, the executive director explained that in October 1981, three officers had been attacked and stabbed by inmates and his purpose in appearing was to say that many of the design shortcomings that resulted in the violence could have been avoided had line officers been included in discussions with the architect.

The subcommittee questioned both the secretary-manager of the state public works board and the director of prisons concerning the design changes that were made in the maximum security facility from the original one or two housing unit plans approved by the legislature and in the security aspects of that facility. At that meeting, the secretary-manager of the state public works board indicated that the original concept which was shown to the legislature was a preliminary schematic and that the design change from a two-unit to a six-unit configuration was an evolutionary process that developed between the state public works board, the department of prisons and the architects engaged to realize the project.

In addition to the design change in the project from that shown to the 1977 legislature, the subcommittee also heard considerable testimony on the adequacy of the design that finally emerged as a result of the rehabilitation/renovation project. The secretary-manager indicated this design was similar to many designs of prison facilities around the country and indicated these same types of units were working in other areas.

Additional testimony on the adequacy of this design was also heard by the subcommittee at its April 21, 1982,

meeting. On this occasion, the subcommittee heard testimony from representatives of Casazza-Peetz, principal architects for the project, and HDR, the prison consulting firm engaged by Casazza-Peetz. Testimony indicated that security problems that occurred in the area between the six housing units known as the "gauntlet" occurred primarily because an observation post that was to have been on top of an educational building and provide surveillance of the "gauntlet" area was missing and because the building was not constructed due to budgetary constraints.

The subcommittee was not able to ascertain the reason for various blind spots that resulted from the design of the six housing units or what design configurations mandated the arrangements of the six housing units that subsequently resulted in the formulation of the dangerous "gauntlet" area.

The subcommittee also reviewed staffing charts (appendix D) which compared the Nevada State Prison's recommended staffing as contained in the prison master plan (developed by the architects for the rehabilitation/renovation project) and staffing requirements that were requested by the department of prisons and eventually approved by the legislature and interim finance committee. The subcommittee noted that the required staffing as approved by these legislative bodies involved considerably higher staffing ratios and would eventually drive the institutional operating costs even higher.

Simultaneous to the hearings of the S.C.R. 56 subcommittee and as a result of the October stabbings at "max," the legislative interim finance committee also reviewed a request from the department of prisons to provide substantial funds for additional security construction, additional security personnel, and related security items at the Nevada State Prison. At the November 12, 1981, meeting of the interim finance committee, the department of prisons requested \$363,424 in fiscal year 1981-82 and \$615,512 for fiscal year 1982-83 for additional security staff and security equipment at the Nevada State Prison.

The department of prisons also requested \$284,301 for construction of a catwalk over the "gauntlet" area between the six housing units, and the state public works board requested \$105,310 for construction of additional security fencing within the new housing unit area at the Nevada State Prison. The interim finance committee approved an allocation of \$105,310 for interior yard fencing at the

Nevada State Prison; approved the transfer of 11 correctional officers from the SDCC to the Nevada State Prison; approved \$12,645 for communication equipment at the Nevada State Prison; and appointed a subcommittee to examine in depth the department of prisons' request for substantial additional staffing at the renovated maximum security facility.

On December 1, 1981, the subcommittee reported back to the interim finance committee and recommended an allocation of \$563,177 for additional security staff, ammunition, and security equipment at the Nevada State Prison and \$179,000 for construction of a gunrail or "catwalk" to provide armed supervision of the inmates in the area referred to as the "gauntlet" between the buildings known as the new housing units. The subcommittee expressed concern over the design of the six new housing units and recommended that the construction process of a similar housing unit, as approved by the 1981 legislature, be stopped and that a new design configuration be developed.

Additionally, the subcommittee requested that information be developed on the cost of renovating cell blocks A and B in the old part of the institution. The interim finance committee adopted these recommendations and approved the requested funds and, on February 9, 1982, allocated an additional \$275,000 for construction of the new "seventh" housing unit in a different configuration at the Nevada State Prison.

At its August 5, 1982 meeting, the S.C.R. 56 subcommittee reviewed the findings of the prison construction committee of the Carson City grand jury which were filed with the clerk of the district court on July 13, 1982. This report (appendix E) commended the staff of the department of prisons for their efforts to "correct a difficult situation through implementation of corrective measures in the area of safety and security" which "were necessary because of apparent insufficient planning and design considerations." The grand jury report also indicated that due to economic reasons, the six housing units were placed in the current configuration which resulted in creation of the "gauntlet," a major security problem.

The grand jury report was critical of both the interior and exterior design of the housing units and the security which they offered to both inmates and prison staff. The grand jury recommended that when new prison facilities become necessary, "consideration be given to eliminating



the Nevada State Prison as a maximum security facility with conversion of that facility to a medium security facility using the old cell blocks as industrial buildings" and concluded that "prison design deficiencies have created a need for an unusually high guard-to-inmate ratio which will need to be maintained as long as the facility is used as a maximum security facility."

In addition, the grand jury made a number of recommendations to improve security within the institution. The grand jury also recommended that there should be improved liaison between those individuals planning a new facility and the legislative branch to assure compliance with legislative intent and that, in the event new facilities are constructed, a citizens' review committee be established composed of a cross section of professionals--i.e., architects, civil engineers, electrical engineers, mechanical engineers and contractors--to review state public works board plans and specifications. The grand jury also indicated that future operating costs and manpower be a more important factor governing planning and design considerations than just the building costs.

At the subcommittee's August 5, 1982 meeting, the state public works board responded to the Carson City grand jury's report and the contingent inquiry that was being conducted by the subcommittee (appendix F). The chairman of the state public works board indicated that "procedures that have proven successful in development of hundreds of projects were followed on this project" and that "the two-building plan that was reviewed by the 1977 legislature to indicate the economy and feasibility of rehabilitation, and used as a basis for a preliminary estimate, was never presented as a final plan." The board's position was that "legislative intent" was not violated in the development of the plan for the six housing units and that "under the provisions of NRS 341, the board has final authority for the approval as to architecture of all buildings, plan designs, types of construction, major repairs and designs of landscaping." The board further indicated that budget restrictions and the development of the rehabilitation/renovation project prevented implementation of certain improvements included within the master plan.

#### Findings and Recommendations

The subcommittee recommends that the state public works board consult and advise with the interim finance committee on the design of all capital improvement projects. (BDR 28-240)



A P P E N D I X    A

NEVADA PRISON MASTERPLAN  
Final Report  
The National Council on Crime  
and Delinquency Research Center



DRAFT

NEVADA PRISON MASTERPLAN

Final Report

August 18, 1982

Submitted by

Barry A. Krisberg, Ph.D.  
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NATIONAL COUNCIL ON CRIME AND DELINQUENCY  
RESEARCH CENTER

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Appendix



## NEVADA PRISON MASTER PLAN STUDY

### I. BACKGROUND OF THE STUDY

Pursuant to S.C.R. 56, the Nevada legislature created a subcommittee to oversee the development of a prison master plan. The primary objectives of the master plan are as follows:

1. Determine the inmate population to be served both in terms of number and characteristics.
2. Assess the state's correctional classification system as well as alternative models of assigning inmates to classification levels.
3. Examine the possible use of alternatives to incarceration.
4. Analyze existing institutions as to the current and future adequacy of existing custodial facilities.
5. Project future needs of the Nevada Correctional System.

The first two objectives were incorporated into a Request for Proposals from contractors to perform these study components. After a competitive bid process, the Nevada Public Works Board awarded a contract to the National Council on Crime and Delinquency (NCCD) to complete objectives #1, #2 and #5 of the master plan. A separate contract was awarded to an architectural firm to complete the assessment of existing custodial facilities (objective #4). Legislative staff compiled data on study objective #3 -- examining the possible use of alternatives to incarceration for Nevada. Preliminary data on all components of the prison master plan were provided at two meetings of the S.C.R. 56 subcommittee. The purpose of this report is to summarize the findings of study objectives #1, #2 and #5 performed by NCCD.

## STUDY METHODS

The logic of correctional master planning is straightforward. Inmate population forecasts are calculated to get estimates of future prison capacity needs as well as the average lengths of stay of the inmate population. Combining these data with an analysis of the classification system, the prison population forecasts produce estimates of the number and types of security placements required to manage offenders. Since these various security levels have differential budgetary and program consequences, results of prison population forecasts and classification studies are powerful tools for the legislature and prison officials. For example, these data can be compared with the existing inventory of correctional space to determine the range of facility and program options required to effectively manage both current and future inmate populations. Fairly precise estimates of both capital construction costs and operational costs can be detailed to meet the needs emerging from this correctional planning process.

The logic of correctional planning may be clear, but the successful execution of the master planning process is a complex effort. Each of the study components mentioned above are heavily dependent on the quality and accessibility of correctional data. Many states simply do not possess the necessary information or these data exist in individual inmate records that are not included in automated Management Information Systems (MIS). Even states with highly automated systems may

be missing key data elements for correctional planning. Further, these data must be regularly verified and updated to reflect changing policies and practices.

The Nevada Department of Prisons (NDP) possesses extremely limited aggregate data on the flow of inmates through its system. Like most states, Nevada records are organized around individual case files that are not routinely tabulated for management purposes. The Department lacks a planning and research unit required to translate individual case-based data into meaningful policy and management analyses. Because of the absence of readily accessible correctional data, NCCD's first task was to build a rudimentary MIS for the Nevada Department of Prisons. While the MIS was specifically geared to developing classification analyses and prison population forecasts, this system can be employed for a broad range of correctional planning tasks. A basic correctional MIS has been field-tested and developed for the NDP; however, it is essential for Nevada that these data be maintained and updated on a regular basis.

#### COMPONENTS OF THE NDP MANAGEMENT INFORMATION SYSTEM

NCCD developed two data collection instruments to obtain pertinent prisoner information on three samples of inmates: 1) Admissions, 2) Stock, and 3) Releases. The first data collection instrument was applied to a .33 systematic probability sample of all NDP admissions during the period 1979-1981 (Exhibit A). This created an admissions cohort data base of 1,026 cases. Data were coded from inmate files including pre-sentence investigations,

classification sheets, court dispositions, and other related materials. The Admissions cohort data were employed in the classification analyses as well as the prison population forecasts.

The second data instrument was used to gather pertinent data on the resident (or Stock) population on April 1, 1982 (Exhibit B). The inmate population on April 1 was 2,440. A .50 systematic probability sample was drawn resulting in a total of 1,221 cases in the prison stock data file. Information was obtained from the Inmate Work Record Cards which contain inmate personal characteristics (e.g. birthdate, race), their offense, sentence, parole board information, and good time credits. In several instances NCCD found that the Work Record Cards were not routinely updated. This meant that NCCD staff frequently had to locate other inmate files to gather missing information. The Stock population data base is principally used to estimate the lengths of stay or release dates of offenders already in the NDP, which is central to the prison population forecasts.

The same data collection instrument was employed to gather information on all persons released from NDP during 1979-1981. A .40 systematic probability sample resulted in a total of 1,015 releasees being coded. The source of Release data was the Inmate Work Record Cards also used in the Stock data collection. Data from the Release sample were principally used to compute estimates of actual time served for various categories of inmates, methods of release, and parole decision-

**EXHIBIT A**

**MDP Admission Data Sheet**

Identifying Data Today's Date: 

month	day	year
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MDP: 

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7	8	9	10	11

 Last Name: 

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<p>1) Birthdate: <table border="1" style="display: inline-table; vertical-align: middle;"><tr><td>month</td><td>day</td><td>year</td></tr><tr><td><div></div></td><td><div></div></td><td><div></div></td></tr><tr><td>24 25</td><td>26 27</td><td>28 29</td></tr></table></p> <p>2) Sex: 1= Male <input type="checkbox"/> 2= Female <input type="checkbox"/></p> <p>3) Ethnic Status: <table border="0" style="display: inline-table; vertical-align: middle;"><tr><td>1= White</td><td>5= Asian</td></tr><tr><td>2= American Samoan</td><td>6= Cuban</td></tr><tr><td>3= Black</td><td>7= Other</td></tr><tr><td>4= Indian-Native American</td><td>specify _____</td></tr></table></p> <p>4) Marital Status: <table border="0" style="display: inline-table; vertical-align: middle;"><tr><td>1= Single</td><td><input type="checkbox"/></td></tr><tr><td>2= Separated</td><td>12</td></tr><tr><td>3= Divorced</td><td><div></div></td></tr><tr><td>4= Common Law</td><td><div></div></td></tr><tr><td>5= Married</td><td><div></div></td></tr></table></p> <p>5) No. of Children: <table border="1" style="display: inline-table; 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**EXHIBIT B**

**WFO Prison Search and Release Data Form**

Today's Date: 

month	day	year
1	2	3
4	5	6

WFO: 

7	8	9	10	11
---	---	---	----	----

 Last Name: 

12	13	14	15	16	17	18	19	20	21
----	----	----	----	----	----	----	----	----	----

 Initials: 

22	23
----	----

1) Base Offense: specify

24	25	26
----	----	----

2) Sentence (in months): 

27	28	29	30
----	----	----	----

3) Country: specify

31	32
----	----

4) Sentence Date: (33-38) 

month	day	year

5) Parole Date: (39-44) 

month	day	year

6) Parole Board Date: (45-50) 

month	day	year

7) Expiration Date: (51-56) 

month	day	year

8) Date Received: (57-62) 

month	day	year

9) Date Received for Parole Violators: (63-68) 

month	day	year

10) Jail Delivery Credits: 

69	70	71	72
----	----	----	----

11) Detainer: 

73
----

12) Birthdate: 

month	day	year
74	75	76
77	78	79

13) Sex: 

80
----

14) Ethnic Status: 

81
----

Institutional Data

15) Assigned Institution: specify

82	83
----	----

16) Work Program: specify

84	85
----	----

17) Housing Unit: 

86	87	88	89	90	91
----	----	----	----	----	----

18) Custody Level: 

92
----

19) Sentence Status: 

93	94
----	----

Good Time Credits

20) START: 

95	96	97	98
----	----	----	----

21) WORK: 

99	100	101	102
----	-----	-----	-----

22) SLS: 

103	104	105	106
-----	-----	-----	-----

23) SCH: 

107	108	109	110
-----	-----	-----	-----

24) Total Losses: 

111	112	113	114
-----	-----	-----	-----

25) Total Restorations: 

115	116	117	118
-----	-----	-----	-----

making practices needed both for the prison population projections and for estimating future security bed needs.

### DATA ANALYSIS

Exhibit C provides an overview of the objectives of S.C.R. 56, the three components of data collection and the primary analyses performed in the classification study, and the prison population forecasting model. In the following section of this report NCCD summarizes basic findings about the NDP inmate population. Next, the findings of the classification study and forecasting models are presented. Finally, NCCD will present a brief list of recommendations aimed at assisting the Nevada legislature develop their correctional master plan.

## II. DESCRIPTION OF THE NEVADA PRISON POPULATION

Three data sets (Admissions, Stock, and Release) permit a comprehensive analysis of the prison population from three vantage points. Admission data reflect trends over a three year period (1979-1981) on the number and type of inmates entering the system. Recent changes in sentencing policy and commitment practice can be discerned by examining rates over time. The Stock data highlight the characteristics of the population as of April 1982. Finally, the Release data report lengths of incarceration, and the methods of release over the same 1979-1981 period.

This section selectively analyzes trends and characteristics which are of direct interest to the classification analysis

## **EXHIBIT C**

### **Nevada Master Plan Study Overview**

#### **Objectives**

##### **5 Primary Goals:**

- 1) Determine the number and characteristics of the Nevada inmate population.
- 2) Assessment of Nevada's classification system and alternative classification models.
- 3) Possibility of employing alternatives to incarceration in the future.
- 4) Analysis of existing institutions as to current and future adequacy of existing custodial facilities.
- 5) Project future needs

#### **Data Collection**

##### **3 Distinct Data Sets 1979 to 1981**

- 1) Admissions Data Collection
  - a) Total number of cases coded were 1,026.
  - b) Approximately every third case was sampled from 3449 admissions during 1979-1981
  - c) Source of Data: Inmate's file which contains PSI, classification sheet, court disposition, and other related materials.
- 2) Prison Stock Data Collection
  - a) Total number of cases coded were 1,220.
  - b) Half of resident population was sampled on April 1, 1982.
  - c) Source of Data: Inmate's Work Record Card which contains personal characteristics (i.e. birthdate, race), offense, sentence, parole board information, and good time credits.
- 3) Prison Release Data Collection
  - a) Total number of cases coded were 1,015.
  - b) Approximately a .40 probability sample of 2,624 release cases
  - c) Source of Data: Inmate's Work Record which contains date and type of release, personal characteristics (i.e., birthdate, race), offense, sentence, parole board decisions, and good time credits.

#### **Data Analysis**

- 1) Classification Analysis
  - a) Current MNP System
  - b) In comparison with California Department of Corrections
  - c) In comparison with Federal Bureau of Prisons
  - d) In comparison with National Institute of Corrections
  - e) In comparison with proposed MNP model.
- 2) Prison Population Forecasting
  - a) Demographic Model
  - b) Input-Output Model
- 3) Requirements for implementation



and prison population projections. However, the state will have the capacity to conduct additional analyses and other topics related to prison management, sentencing, probation, and parole practices if these data sets are updated and maintained.

### ADMISSION CHARACTERISTICS

Tables 1 and 2 summarize the personal and criminal characteristics of the admission population. The most striking characteristics are as follows:

- 64.2% are from the two counties of Washoe and Clark
- 65.7% have lived at the same place of residence for over a year
- 23.6% are admitted to NDP as either a technical violator (of probation or parole) or on a pre-sentence 120 day diagnostic commitment
- 82.7% of the cases are plea negotiated
- 72.1% of the cases revealed no weapons were used
- 45.7% have not experienced adult probation status
- 66.8% have not experienced adult parole
- 81.9% have not previously been incarcerated in NDP

These data suggest an admission population which has relatively "light" or non-extensive prior criminal histories. In terms of custody needs and classification, many of these prisoners are probable candidates for low security settings.

We were also interested in determining if these characteristics were changing during the 1979-1981 period. If so, it would have important consequences for future classification

TABLE 1

SOCIO-ECONOMIC AND CRIMINAL CHARACTERISTICS  
OF THE ADMISSION POPULATION  
1979-1981

Background Variable	%	Background Variable	%
<u>Place of Residence</u>		<u>Weapon Used?</u>	
Washoe	21.7	No	72.1
Clark	42.5	Gun	16.3
Other Nevada	9.8	Knife	8.7
California	15.8	Gun and knife	0.3
Other States	12.2	Other	2.6
<u>Length of Residence</u>		<u>Prior Misd. Convictions</u>	
Less than 30 days	13.5	None	33.4
1-6 Months	10.5	One or more	66.6
7-12 Months	5.4		
More than 1 yr.	65.7	<u>Prior Felon Convictions</u>	
<u>Type of Admission</u>		None	44.5
New Commitment	69.4	One or more	55.5
Parole Violator -	10.0		
Tech		<u>Prior Probation</u>	
Parole Violator -	2.4	<u>Experiences</u>	
New Off		None	45.7
Probation Violator -	7.5	One or more	54.3
Tech			
Probation Violator -	4.2	<u>Prior Parole</u>	
New Off		<u>Experiences</u>	
Inter-State Compact	0.5	None	66.8
120 Day Diagnostic	6.1	One or more	33.2
Other	0.1		
<u>Maximum Sentence Length</u>		<u>Prior Jail Commitments</u>	
1 Year	10.3	None	63.6
2 Years	11.9	One or more	36.4
3 Years	15.3		
4 Years	11.7	<u>Prior NDP Sentences</u>	
5 Years	12.0	None	31.9
More than 5 years	38.8	One or more	18.1
<u>Total Charges or Counts</u>		<u>Prior Non-NDP Sentences</u>	
1	72.0	None	74.9
2	20.5	One or more	25.1
3 or more	7.5		
<u>Was Plea Negotiated?</u>			
Yes	82.7		
No	17.3		

TABLE 1 Con't.

Background Variable	%	Background Variable	%
<u>Sex</u>		<u>Previous Years of Employment</u>	
Male	91.9	None	8.4
Female	8.1	6 months or less	15.1
		7-12 months	14.6
<u>Age</u>		13-24 months	24.3
Less than 18	1.9	25 months and above	37.6
18-20	15.7	<u>Completed Education</u>	
21-24	24.2	0-9 Grade	15.3
25-29	24.1	10th Grade	13.4
30-34	13.9	11th Grade	19.9
35-39	8.0	12th Grade or GED	42.5
40-49	7.7	College and above	10.7
49 and above	4.7		
<u>Ethnic Group</u>		<u>History of Alcohol Abuse</u>	
White	68.4	None	55.1
Black	25.9	Yes	44.9
Hispanic	3.2		
Other	2.5	<u>History of Heroin Abuse</u>	
		None	81.9
		Yes	18.1

Source: NDP Admissions File

Note: Not all categories tally to 100% due to rounding.  
Missing cases vary from 18 to 69, total cases = 1026.

TABLE 2

OFFENSE CHARGE OF THE ADMISSION POPULATION

1979-1981

OFFENSE	%
Murder and Attempted Murder	5.5
Manslaughter	1.9
Sexual Assault/Rape	2.1
Robbery	17.0
Aggravated Assault	1.3
Simple Assault	2.4
Kidnapping	1.5
Arson	0.5
Other Sex Crimes	3.2
Total Violent Offenses	35.4
Burglary	17.8
Larceny and Theft	15.8
Forgery	6.1
Stolen Property	8.8
Fraud	1.5
Weapons Violations	1.0
Total Property Offenses	49.0
Total Drug Offenses	9.7
Escape	0.5
Gambling Violations	0.8
Driving Under the Influence	0.9
Other Traffic Violations	0.4
Other Charges	3.2
Total Other Offenses	5.8
TOTAL	100.0

Source: NDP Admissions File

Note: 27 cases missing.

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policies and the validity of the demographic prison populations projections. Sex, age, and race characteristics were stable for the three year period. However, there were three variables which, if they continue to change will directly impact the future growth of the prison population.

The proportion of inmates entering NDP as new commitments from court has declined 8% since 1979 (Table 3). However, probation violators with new offenses (i.e., convicted of a new crime while on probation status) have increased 4%. If both parole violators with new commitments and probation violators with new commitments are combined with the new commitment category we still find declining rates for this expanded new commitment category. The largest growth in admissions is attributable to the court's increased use of 120 day diagnostic commitments which by 1981 accounted for over 10% of all admissions. Assuming an admission rate of 120-125 per year and an average length of time served of six months, these pre-sentenced prisoners will require an additional 70-75 beds which were not needed prior to 1980.

Table 4 indicates that the proportion of maximum sentence lengths of more than five years are decreasing although the admission rate of cases with these sentence lengths has remained stable. However, considerable growth can be seen in the number of sentences with five or less years. Particularly noteworthy is the growth in one year sentences since 1979. It may be that the overall increases in the number of admissions, especially in 1981, is attributable to the courts collective decision to

TABLE 3

TYPE OF ADMISSION TO  
PRISON BY YEAR OF ADMISSION

Admission		YEAR				TOTAL
FREQUENCY PERCENT ROW PCT COL PCT		79	80	81		
0	1	0	0	0	0	0
						0.00
NEW CORR	8	220	312	268	700	
		21.93	21.03	26.59		69.64
		31.43	30.29	38.29		
		74.58	68.39	66.50		
PAR VIOL-TECH	8	32	36	33	101	
		3.17	3.57	3.27		10.02
		31.68	35.64	32.67		
		10.85	11.61	8.19		
PAR VIOL-NEW OFF	0	9	7	8	24	
		0.89	0.69	0.79		2.38
		37.50	29.17	33.33		
		3.05	2.26	1.99		
PRO VIOL-TECH	0	26	25	25	76	
		2.58	2.48	2.48		7.54
		34.21	32.89	32.89		
		8.81	8.06	6.20		
PRO VIOL-NEW OFF	0	7	10	25	42	
		0.69	0.99	2.48		4.17
		16.67	23.81	39.52		
		2.37	3.23	6.20		
IN-STATE COMPACT	0	0	0	3	3	
		0.00	0.00	0.30		0.30
		0.00	0.00	100.00		
		0.00	0.00	0.74		
120 DAY DIAGNOSTIC	1	1	19	41	61	
		0.10	1.80	4.07		6.03
		1.64	31.15	47.21		
		0.34	6.13	10.17		
OTHER	0	0	1	0	1	
		0.00	0.10	0.00		0.10
		0.00	100.00	0.00		
		0.00	0.32	0.00		
TOTAL		295	310	403	1008	
		29.27	30.73	39.98	100.00	

Source: NDP Admissions file

Note: 18 cases missing

TABLE 4

SENTENCE LENGTH BY  
YEAR OF ADMISSION TO PRISON

Sentence Length		YEAR			TOTAL
FREQUENCY					
ROW PCT					
COL PCT		79	80	81	
DEATH PENALTY		1	2	1	4
		25.00	50.00	25.00	
		0.34	0.65	0.25	
ONE YEAR		18	34	52	104
		17.31	32.69	50.00	
		6.14	11.07	13.03	
TWO YEARS		26	48	54	128
		20.16	37.98	41.86	
		8.87	15.96	13.53	
THREE YEARS		50	51	67	168
		29.76	30.36	39.86	
		17.06	16.61	16.79	
FOUR YEARS		35	33	55	123
		28.46	26.83	44.72	
		11.95	10.75	13.78	
FIVE YEARS		48	36	52	136
		35.29	26.47	38.24	
		16.38	11.73	13.03	
MORE THAN 5 YRS		95	88	101	284
		33.45	30.99	35.56	
		32.42	28.66	25.31	
LIFE SENTENCE		20	14	17	51
		39.22	27.45	33.33	
		6.83	4.56	4.25	
TOTAL		293	307	359	959

Source: NDP Admissions file

Note: 27 cases missing

increase the use of one year prison sentences for less serious cases. An examination of the types of charges per year (Table 5) suggests this is indeed happening. The largest growth in admissions has been for burglary, larceny, theft, stolen property and fraud.

### PRISON STOCK CHARACTERISTICS

This analysis describes the static or daily population of NDP. These characteristics will differ significantly from admission and release profiles since they emphasize the attributes of inmates who remain in prison for substantial periods of time. For example, Table 6 compares the type of offense charges and sentence lengths for the admission and stock populations. The stock population contains a significantly higher proportion of prisoners convicted of violent offenses and serving longer prison sentences. These differences between the two data sets dramatize the "stacking" phenomenon noted above. As persons convicted for serious crimes and thus receiving longer sentences enter the system, they will increasingly occupy a larger proportion of the prison system's bed capacity.

Table 7 summarizes both the Nevada stock population's characteristics and compares them with the 1979 U.S. stock prison population. NDP differs from the U.S. for the following reasons:

- higher proportion of whites, lower proportion of blacks and Hispanics



TABLE 5

OFFENSE TYPE BY YEAR OF  
ADMISSION TO PRISON

Offense	YEAR			TOTAL
FREQUENCY	YEAR			
RGH PCT COL PCT	79	80	81	
MURDER	17 30.91 5.80	14 25.45 4.56	24 43.64 6.02	55
MANSLAUGHTER	5 25.32 1.71	10 52.63 3.25	4 21.05 1.00	19
AGG ASSAULT	4 30.77 1.37	7 53.25 2.28	2 15.38 0.50	13
KIDNAP	4 25.67 1.37	3 20.00 0.98	8 53.33 2.01	15
RAPE	10 47.62 3.41	5 23.81 1.63	6 28.57 1.50	21
OTHER SEX	9 28.13 3.07	13 40.63 4.23	10 31.25 2.51	32
ROBBERY	52 30.59 17.75	53 31.12 17.26	65 38.24 16.29	170
ASSAULT	7 29.17 2.39	8 33.33 2.61	9 37.50 2.26	24
OTHER	10 31.25 3.41	13 40.63 4.23	9 29.13 2.25	32
WEAPONS	4 40.00 1.37	6 60.00 1.55	0 0.00 0.00	10
ARSON	1 20.00 0.34	2 40.00 0.65	2 40.00 0.50	5

TABLE 5 Con't.

Offense		YEAR			TOTAL
FREQUENCY					
ROW PCT					
COL PCT					
	79	80	81		
BURGLARY	50	53	75		178
	29.09	29.78	42.13		
	17.06	17.25	18.80		
FORGERY	24	19	18		61
	39.34	31.15	29.51		
	8.19	6.19	4.51		
LARCENY THEFT	33	36	69		138
	23.81	26.09	50.00		
	11.25	11.73	17.25		
STOLEN PROPERTY	24	24	40		88
	27.27	27.27	45.45		
	8.15	7.52	10.03		
FRAUD	2	4	9		15
	13.33	26.67	60.00		
	0.68	1.30	2.25		
ESCAPE	4	0	1		5
	80.00	0.00	20.00		
	1.37	0.00	0.25		
DRUGS	29	32	36		97
	29.90	32.99	37.11		
	9.30	10.42	9.02		
GAMBLING	2	2	4		8
	25.00	25.00	50.00		
	0.68	0.65	1.00		
OTHER TRAFFIC	0	2	2		4
	0.00	50.00	50.00		
	0.00	0.55	0.50		
DUI	2	1	6		9
	22.22	11.11	66.67		
	0.52	0.33	1.50		
TOTAL	233	307	399		969

Source: NOP Admissions file

Note: 27 cases missing

TABLE 6

COMPARISON OF ADMISSIONS, 1979-1981 AND  
PRISON STOCK ON APRIL 1, 1982

Background Variable	Admission	Stock
<u>Offense</u>		
Violent		
Murder and Attempted Murder	5.5	14.4
Manslaughter	1.9	1.8
Sexual Assault/Rape	2.1	7.5
Robbery	17.0	21.9
Assault and Kidnapping	5.2	3.0
Arson	0.5	0.3
Other Violent Offenses	3.2	3.6
Property		
Burglary	17.8	13.3
Forgery, Fraud, Embezzlement	7.6	6.4
Larceny, Theft	13.3	8.1
Stolen Property	8.8	6.4
Other	1.0	0.7
Drugs	9.7	6.0
Other	5.8	6.5
<u>Sentence Length</u>		
Less than 5 years	52.4	26.5
5 years or more	42.0	56.3
Life	5.1	16.5
Death	0.4	0.6

Source: NDP Admissions file, NDP Stock Data file

Note: 27 cases missing from admissions file  
No cases missing from prison stock file

TABLE 7

COMPARISONS OF NEVADA AND U.S. DAILY  
PRISON POPULATIONS

Background Variable	U.S.	Nevada
<u>Age</u>		
Under 30	63.0	64.0
30 and Over	37.0	36.0
Median Age	27.3	26.0
<u>Sex</u>		
Male	96.0	94.8
Female	4.0	5.2
<u>Race</u>		
White	49.6	65.8
Black	47.3	23.1
Other	2.5	6.1
<u>Ethnicity</u>		
Hispanic	9.4	3.9
Non Hispanic	90.6	96.1
<u>Education</u>		
Less than 12 years	58.0	NA
12 years or more	42.0	NA
Median	11.2	NA
<u>Current Offense</u>		
Violent	57.5	32.5
Murder and Attempted Murder	13.6	14.4
Manslaughter	4.0	1.3
Sexual Assault	6.2	7.3
Robbery	24.9	21.9
Assault and Kidnapping	6.4	3.0
Other	2.4	3.9
Continued.....		

TABLE 7 Con't

Background Variable	U.S.	Nevada
	%	%
Property	31.1	34.9
Burglary	18.1	13.3
Larceny Theft	4.7	8.1
Auto Theft	1.9	0.0
Forgery, Fraud, Embezzlement	4.3	6.4
Other	2.1	7.1
Drugs	7.1	6.0
Other	4.3	6.5
<u>Maximum Sentence Length</u>		
Less than 5 years	20.6	26.5
Five years or more	68.8	56.3
Life	10.1	16.5
Death	0.5	0.6

Sources: Bureau of Justice Statistics Bulletin Prisons and Prisoners, January 1982.

Nevada Department of Prisons Stock Data File, April 1982.

- higher proportion of prisoners convicted of property offenses, lower proportion of prisoners convicted of violent offenses
- higher proportion of prisoners serving sentences of less than five years, lower proportion of prisoners serving sentences of five years or more
- higher proportion of prisoners serving life sentences

### RELEASE CHARACTERISTICS

The most critical information to be generated from the Release file concerns length of time served by age, race, sex, and offense distributions. These estimates are especially critical for the demographic projections which follow. Table 8 summarizes these findings. The most striking observation for persons unfamiliar with corrections is the seemingly short lengths of incarceration. The mean length of incarceration is 22.4 months or slightly less than two years. However, these rates are very comparable to other states. In Nevada, most inmates will be eligible, with good time credits, at approximately 21% of their maximum sentence. And most inmates eligible for parole are granted parole within their first two hearings. Furthermore, to increase these lengths of incarceration by even the seemingly small amount of nine months would have profound effects upon population growth.

### III. CLASSIFICATION ANALYSIS

The classification study was intended to serve two basic purposes:

TABLE 8  
LENGTH OF TIME SERVED BY  
SELECTED CHARACTERISTICS

Background Variable	Mos.	Background Variable	Mos.
Total Population	22.4	<u>Offenses</u>	
<u>Sex</u>		Part I	26.2
Male	24.2	Murder	77.8
Female	18.4	Attempt Murder	47.9
		Manslaughter	26.2
		Agrevated Assault	29.2
<u>Ethnic Background</u>		Robbery	29.2
White	23.2	Larceny/Theft	18.2
Black	24.8	Burglary	19.0
Hispanic	21.3	Arson	43.0
		Rape	57.1
<u>Age</u>		Part II	20.7
15 to 19	24.0	Forgery	21.9
20 to 24	20.8	Fraud	17.3
25 to 29	23.3	Stolen Property	16.3
30 to 34	25.8	Weapons	18.7
35 to 39	22.7	Drugs	22.3
40 to 44	28.1	Gambling	14.0
45 to 49	26.4	Driving under the	
50 or older	27.4	Influence	12.3
		Other Traffic	12.6
		Escape	18.2
		Simple Assault	14.3
		Other Sex Offenses	33.3
		Other Offenses	31.0

Source: NDP Release data file  
Note: One case missing

1. Determine the current distribution of inmate security levels as assigned by the present Nevada Classification system;
2. Determine how these classification levels would be altered by different classification models used in other prison systems.

The first objective was accomplished by recording the classification level assigned to each inmate admitted to the NDP using the 1979-1981 Admission data base. Exhibit D graphically displays the inmate classification scores as determined by the NDP classification committee. These data show that the vast percentage of inmates at intake are assigned to medium security (68%). Approximately equal proportions are assigned to the higher close security and the lower minimum security levels. Only a small percentage are assigned directly to maximum security (1%).

The second phase of analysis involved simulation of classification models being used in other prison systems on the NDP admission population. NCCD chose to simulate three well known models: the California Department of Corrections model, the National Institute of Corrections model, and the Federal Bureau of Prisons model. All three models use "objective" point systems to determine security levels. Appendix A contains the scoring sheets used for each model. Table 9 summarizes the statistical results of the simulation efforts. In essence, these models emphasize inmate attributes which are more factual and less subjective in nature to determine the



EXHIBIT D

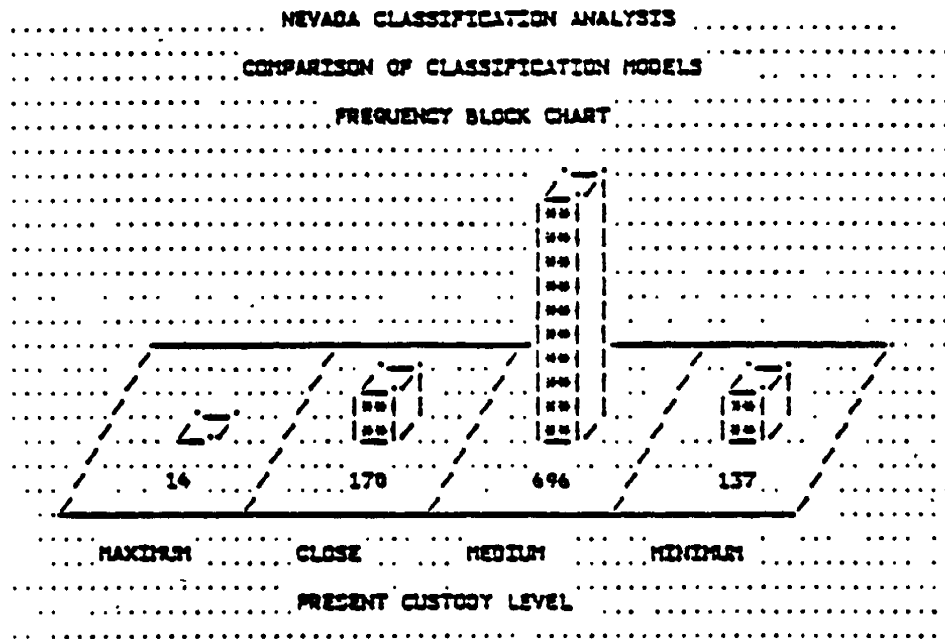


TABLE 9

SUMMARY OF CLASSIFICATION ANALYSIS

Custody Level	NDP	California	NIC	Federal	New NDP
Maximum	1.4%	3.7%	8.2%*	2.1%*	8.2%*
Close	16.7%	15.5%	-	-	-
Medium	68.4%	28.2%	35.3%	41.8%	47.1%
Minimum	13.5%	52.7%	56.5%	56.1%	44.7%

\* Simulation estimates combined Maximum and Close custody scores.

Note: Percentages may not total 100.0% due to rounding.

appropriate security rating. None of these models directly use the more subjective clinical or psychometric variables in computing inmate security needs. However, all three systems do allow for administrative over ride decisions which could be based on special factors not captured in the classification model.\*

#### CALIFORNIA MODEL

The first model was the California Department of Corrections model. This system uses seven types of data to compute a classification score:

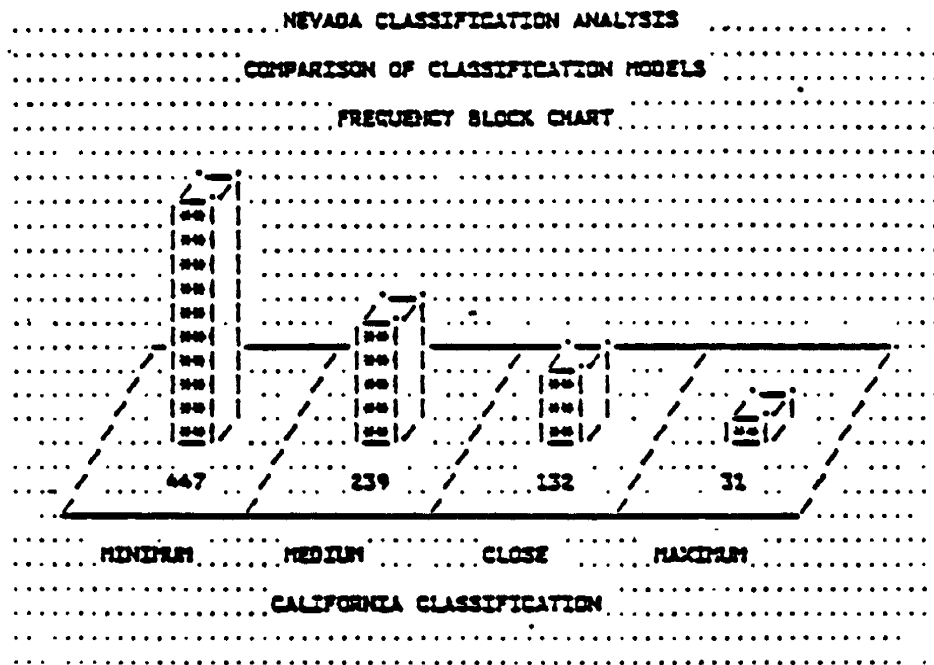
1. Incarceration Length Estimate
2. Stability (i.e., age, education, etc.)
3. Prior Escapes
4. Holds and Detainers
5. Prior Sentences Served
6. Unfavorable Prior (Institutional Behavior)
7. Favorable Prior (Institutional) Behavior

Using the Admission data base, we were able to determine how NDP inmates would have been classified using the California model. Exhibit E shows that 53% would have received minimum security, 28% would have received medium, 16% would have received close security and 4% would have been placed in maximum security. Compared to the NDP existing system, the California model is pushing intakes out of the medium level and primarily into the minimum level and to a lesser extent the higher security levels.

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\* For an excellent discussion on these models please see Prison Classification: A Model Systems Approach, NIC, 1981.

EXHIBIT E



### NIC MODEL

The NIC model is quite similar to the California model with the noted exception that it does not use sentence length as a criterion for classification. Instead it relies upon the seriousness of the offense for which the inmate was convicted and committed. Consequently, this model is less sensitive to differences in sentence lengths which may vary considerably both within a prison population and between state prison systems. The NIC model uses eight factors which are as follows:

1. History of Institutional Violence
2. Severity of Current Offense
3. Prior Assaultive Offense History
4. Escape History
5. Alcohol-Drug Abuse History
6. Detainers
7. Prior Felon Convictions
8. Stability Factors (e.g., age, education, employment)

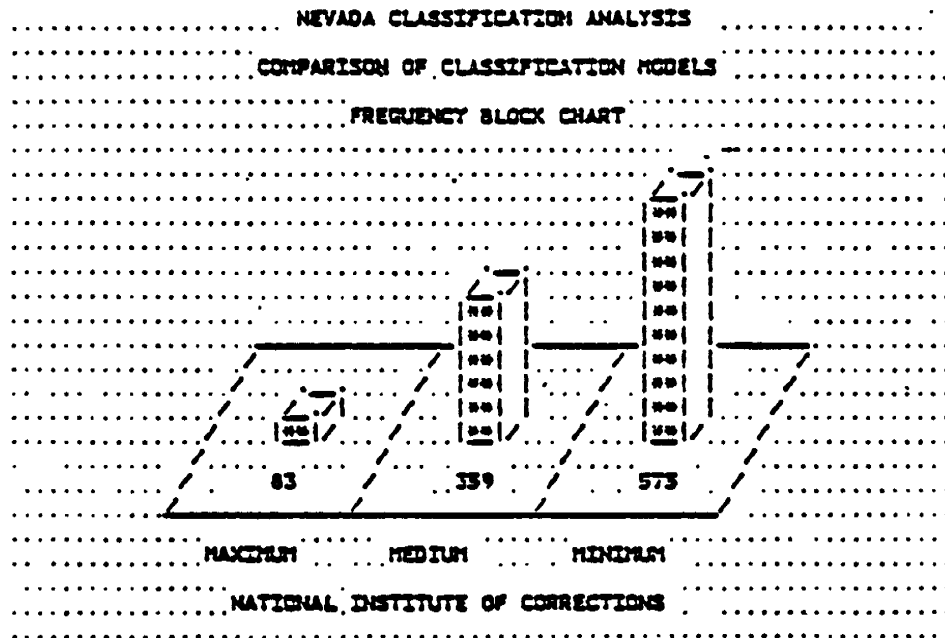
The results of the NIC simulation are presented in Exhibit F. Here we find that, similar to the California model, inmates previously classified as medium security are being pushed into the minimum and maximum security levels. However, a slightly higher number of prisoners (56%) are being designated as minimum security compared to the simulated California rate of 53%.

### FEDERAL BUREAU OF PRISONS MODEL

The Federal Bureau of Prisons classification model uses the following seven factors to determine security rankings:

1. Type of Detainer

EXHIBIT F



2. Severity of Current Offense
3. Expected Length of Incarceration
4. Type of Prior Commitments
5. History of Escapes or Attempts
6. History of Violence
7. Pre-Commitment Status

Also included are three administrative factors which can be selectively used to reach housing and institutional placement decisions (sentence limitations, medical/psychological considerations and judicial recommendations).

The Federal model scores inmates according to six security levels which approximate physical descriptions of their institutions. Examination of the security definitions suggest that levels 1 and 2 approximate the minimum security level, levels 3 and 4 approximate medium security, and levels 5 and 6 approximate the close and maximum levels. Exhibit G illustrates how Nevada's inmates would have been scored using the six levels. As with previous simulations, the majority of inmates are falling into the lowest security categories with very few being designated into the higher levels. No inmates qualified for the highest Federal security level (Level 6). When we collapse the five operating levels into minimum, medium, and maximum categories as discussed above, we find that 56% enter minimum, 42% are medium, and 2% are maximum (Exhibit H).

#### NDP PROPOSED MODEL

The final task was to simulate a model being proposed by NDP officials and largely based on the NIC model with one

EXHIBIT G

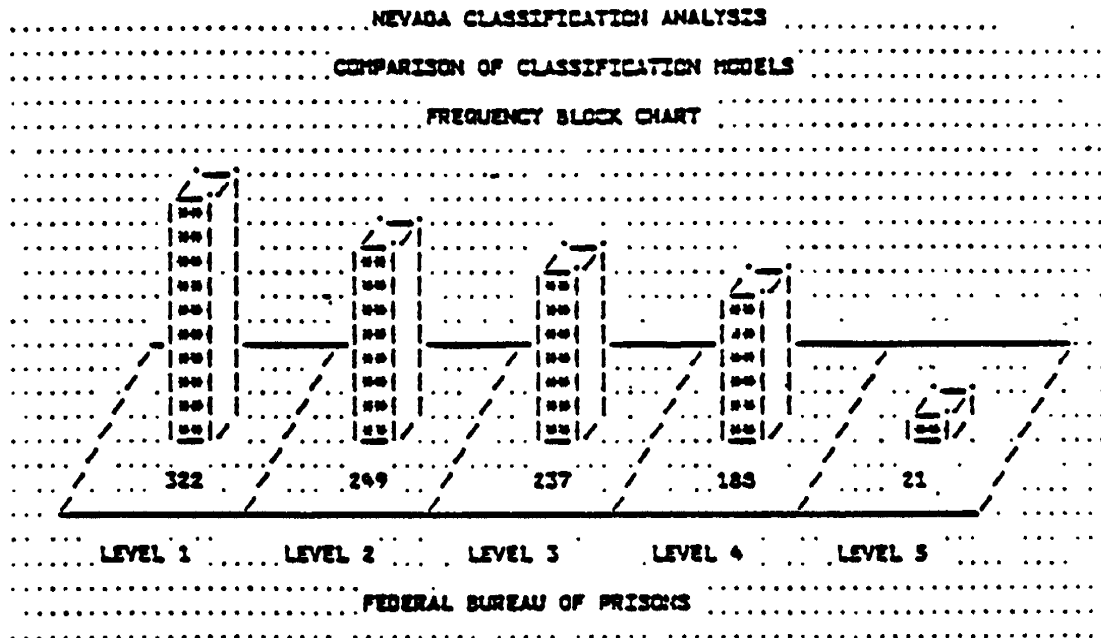
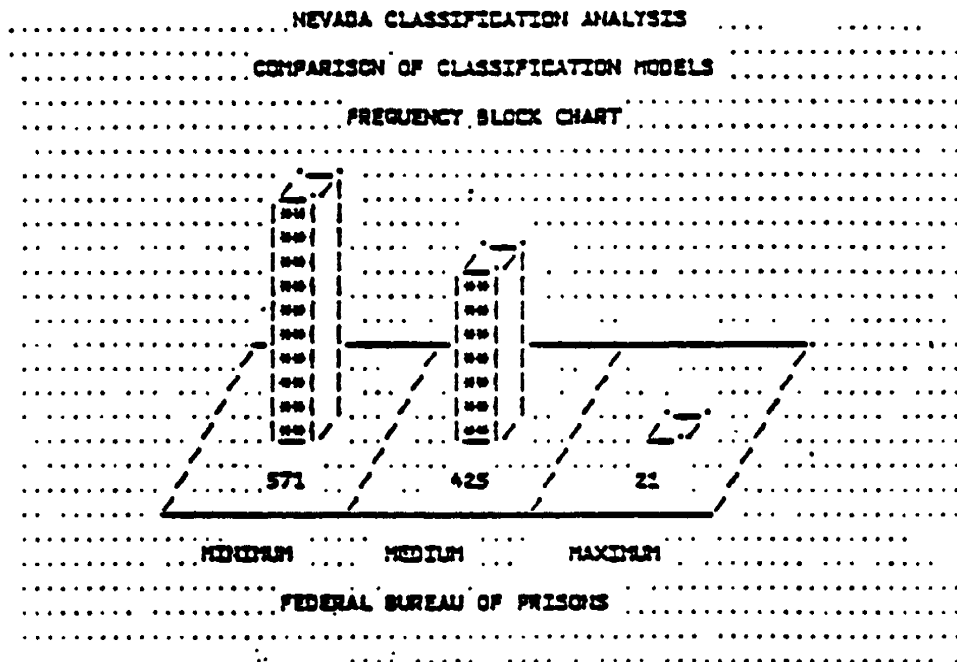




EXHIBIT H



exception; the proposed NDP model will incorporate a sentence length factor.\* Exhibit I shows the proposed NDP model is the most conservative projection but still places high percentages of newly admitted inmates into the minimum security level (45%). Table 10 shows that the inclusion of the sentence length factor pushes 21% of previously classified minimum security inmates under the NIC model into the medium security category.

#### ESTIMATING DAILY PRISON POPULATION SECURITY NEEDS

Assuming the proposed NDP model becomes operational, what would this mean in terms of daily population security needs? Admission analysis only informs us on intake rates but fails to inform us on what type of beds are needed to house the stock population. As noted elsewhere, inmates designated as maximum security will tend to "stack up" in the prison population over time and thus occupy an increasing proportion of the existing prison beds.

To make rough estimates of the consequences of a new classification model on bed capacity needs, we computed an estimated average length time served using information from the Release file. Using the data shown in Table 11 on admission rates and mean lengths of expected incarceration, we can compute the expected daily security level needs of the NDP system.

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\* The California and Federal models use an estimated length of incarceration factor which is radically different and more liberal than a sentence length factor.

EXHIBIT I

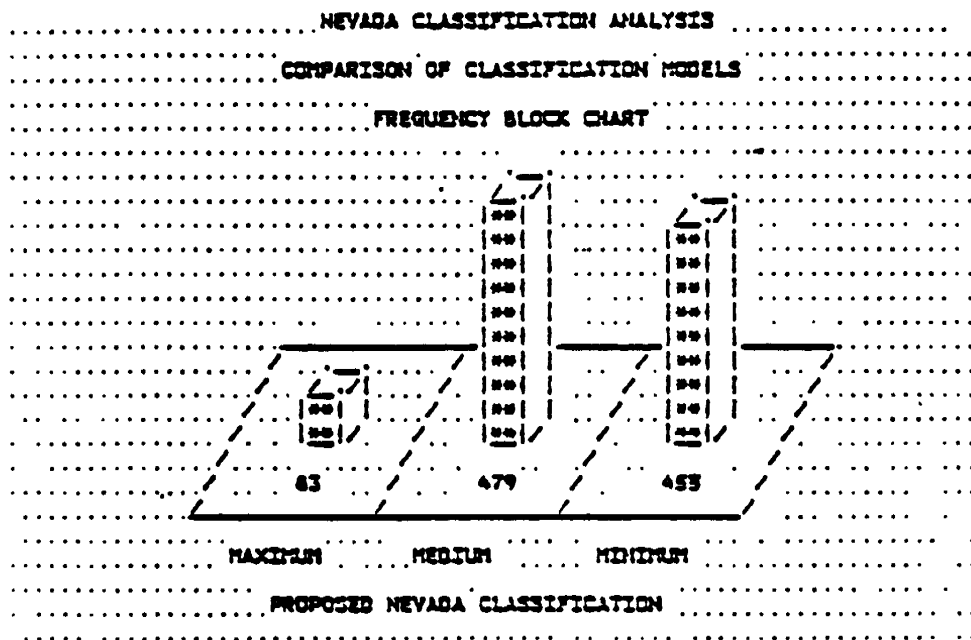


TABLE 10

CROSSTABULATION OF PROPOSED NDP CLASSIFICATION MODEL  
BY NIC MODEL

PROPOSED NDP MODEL	NIC MODEL			
	(Freq) Row % Col. %	Max.	Medium	Min.
				Total
	Max	(85) 100.00 100.00	(0) 0.00 0.00	(0) 0.00 0.00
	Medium	(0) 0.00 0.00	(360) 74.84 100.00	(121) 25.16 20.83
	Min.	(0) 0.00 0.00	(0) 0.00 0.00	(460) 100.00 79.17
	Total	(85) 8.38%	(360) 35.08%	(581) 56.62%
		(85) 8.38	(481) 46.88	(1026) 100.0%

TABLE 11

CLASSIFICATION CUSTODY LEVELS  
CAPACITY NEEDS USING PROPOSED  
NDP CLASSIFICATION MODEL

Custody Level	X Incarceration Length	Admissions Per Year*	X Daily Bed Capacity*	Security Bed Percentages
Maximum	2.6 yrs.	82	215	10.5%
Medium	2.2 yrs.	468	1029	50.9%
Minimum	1.8 yrs.	435	779	38.5%
Total	2.1 yrs	985	2021	100.0%

---

\* Based on 1979-1981 yearly admission rates taken from the admission data file

As expected, the maximum and medium security inmates occupy an increasing proportion of the daily population (10.5% and 50.9% respectively) in contrast to the admission rates of 8.2% and 47.1%. However, when contrasted to the 1981 stock classification rates (Table 12), the proposed NDP classification model, if implemented, would significantly decrease maximum and medium security populations. One should also remember that the rate of this trend toward increasing the minimum security population is conservative, since we are not taking into account the reclassification process. When reclassification occurs the trend will be to place increasing numbers of inmates into medium and minimum security settings since most inmates will have demonstrated no escape or disciplinary problems.\*

### SUMMARY AND CONCLUSIONS

Based on the classification simulations, four major findings should be emphasized.

1. NDP's current classification system is placing excessive numbers of inmates into the medium security level and insufficient numbers of inmates into the minimum security level.
2. The principal reason for the high number of inmates eligible for minimum security is related to the high proportion of inmates entering NDP with minimal or non-existing prior adult criminal histories.

---

\* Release file data show that 96.7% of all releases had no good time or work credits revoked due to disciplinary infractions.

TABLE 12

COMPARISON OF CURRENT VERSUS PROPOSED  
CLASSIFICATION LEVELS FOR DAILY POPULATIONS

	Proposed	Current
Maximum and Close	10.5%	18.9%*
Medium	50.9%	65.4%
Minimum	38.5%	15.6%**

\* Maximum security combines close custody inmates which represent 10.7% of the total stock population

\*\* Minimum security combines community trustee inmates which represent 5.2% of the total stock population.

3. Implementing a new classification model will place immediate demands upon NDP to plan, implement, and monitor a rather large minimum security system. NDP presently does not have the capacity to implement such a system.
4. Future expansion plans, if adopted by policymakers, should focus on the development of minimum security/community housing facilities.

#### IV. PRISON POPULATION FORECASTS

Previous legislative reviews of NDP's inmate projections methods have highlighted some of the weaknesses of this approach. Basically, the Department employs a curve-fitting approach using average monthly prison population counts. This is a widely used method that is relatively inexpensive and relies on a minimum of data. While this approach may produce reasonably accurate short term estimates, the curve-fitting approach loses accuracy in making long term projections. More troubling is that the curve-fitting equation does not contain any policy factors. Put differently, the method cannot forecast dramatic changes and only has utility when criminal justice policies and other environmental forces (e.g., high rates of unemployment) are essentially unchanging -- which is rarely the case. Curve-fitting assumes that the past is the best predictor of the future, but this is a perilous assumption in the corrections field. At present the NDP curve-fitting approach is seriously underestimating the number of inmates that will be under the jurisdiction of NDP.

NCCD developed two prison population forecasting models for Nevada:



1. A demographic model linking changes in the state's general population with rates of incarceration for specific demographic subgroups.
2. An input-output model which simulates the flow of offenders through the prison system.

Two models were used because they provide independent estimates of the inmate population. The models possess different strengths and they are, to some extent, complementary. When used together they produce the most accurate forecasts of future prison population needs.

It is important to note that prison population forecasts are especially subject to changes in criminal justice policies. For example, the California prison population was relatively stable for a number of years, but under Governor Ronald Reagan's administration the prison population declined by almost one-third. This decline was due to changes in the policies of the state paroling authority and a 1965 probation subsidy act. After 1972, the prison population began to rise and in the late 1970's it rapidly expanded. The recent upsurge in California's prison population is partly due to new laws (e.g., mandatory prison terms and determinate sentencing) as well as to changed practices at the local level. During this period, legislative enthusiasm for community corrections waned and a "get tough" attitude was reflected in legislative deliberations.

California's experience is quite similar to reports from Minnesota, Oregon, Pennsylvania and many other states. The main point is that inmate forecasting technologies cannot overcome the potent effects of changing criminal justice policies.

Legislative policies, parole board practices and the actions of court officials are the most important influences on future prison population figures. Indeed, the best use of prison population forecasts is to model or simulate the potential effects of proposed policies before they are enacted so that accurate fiscal impact statements can be made. Examples of these policy simulations are provided in this report.

#### DEMOGRAPHIC MODEL OF PRISON POPULATION FORECASTING

Demographic-based inmate forecasting techniques were first suggested by Alfred Blumstein (1980) of Carnegie Melon University. The main strength of this model is that it looks at two types of data: correctional practices and changes in the state's general population. Since most observers believe that Nevada's general population will continue to grow in the 1980's, the demographic-based model yields interesting and sound planning data.

The model, previously applied in Pennsylvania, relies on the fact that certain well-defined subgroups in the population have very different rates of incarceration. By computing the rates of imprisonment of specific age and ethnic groups, one can then estimate future prison populations by linking the incarceration figures to the size of these demographic subgroups in the general Nevada population (see Exhibit J). For example, we know that persons aged 25-29 years generally possess the highest rates of imprisonment. If the proportion of 25-29 year olds who are incarcerated can be estimated, and

EXHIBIT J

DEMOGRAPHIC PRISON POPULATION

FORECASTING MODEL

I. Demographic Subgroup's Incarceration Rate

X

II. Length of Stay for Demographic Subgroups

X

III. Size of Demographic Subgroups in Year of Forecast

=

Average Daily Population of that Demographic Subgroup  
in Year of Forecast

---

Note:  $\text{Total Admissions in time } (t) = \sum_i \sum_j \sum_k \sum_l G_{ijkl} \cdot N(t)_{ijkl}$

$\text{Average daily population in time } (t) = \frac{\text{Total Admissions in time } (t)}{S_{ijkl}}$

Where: i = ith offense group  
j = jth age group  
k = kth sex group  
l = lth race group

And:  $G_{ijkl}$  = the incarceration rate for each (ijkl) subgroup

$N(t)$  = the predicted number of each (ijkl) subgroup in the general population

$S_{ijkl}$  = the average sentence length of each (ijkl) subgroup

the size of that age group in the state's population can be projected, then a large component of the prison population can be determined.

NCCD obtained data on projected sizes of demographic subgroups from the Nevada Governor's Office of Planning Coordination (1981). These forecasts were compared with actual figures reported by the U.S. Census Bureau for 1980. The Nevada projected population for 1980 was very slightly below (4%) the actual U.S. Census figure. This represents an acceptable statistical error margin for demographic projections. Moreover the 1980 actual figures for demographic subgroups were quite similar to the projected data. NCCD employed the Nevada projections but adjusted these figures slightly upward (4%) to correspond with the findings of the 1980 U.S. Census.

Estimates of incarceration rates for demographic subgroups and length of time served were calculated from the NDP Admissions and Release data bases. The ultimate demographic-based prison forecasts were computed using 80 demographic subgroups (i.e., male and female sex groups, white and black ethnic groups, four age groups and five offense types). Exhibit K and Table 13 summarize the results of three simulations of the demographic forecast model.

In analyzing the NDP Admissions we have already noted that the rate of prison admissions in 1981 had increased sharply over 1979 and 1980. The demographic forecasting approach was accurate about the actual 1981 fiscal year-end prison population, but the FY 1982 forecasts were too low because they were

EXHIBIT K

DEMOGRAPHIC PRISON POPULATION  
FORECASTING MODELS

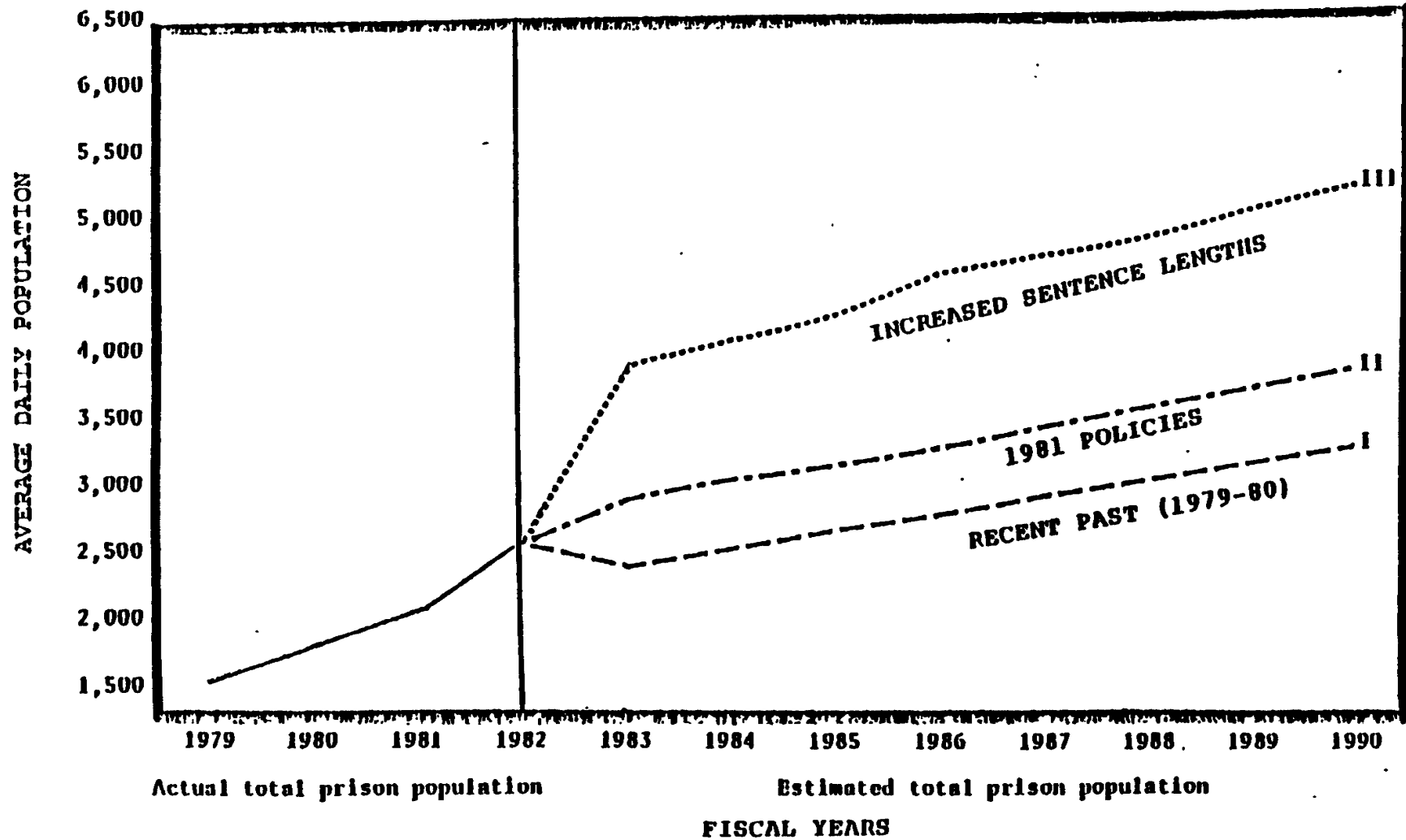


TABLE 13

DEMOGRAPHIC PRISON POPULATION  
FORECASTING MODELS

<u>FISCAL</u> <u>YEAR</u>	DEMOGRAPHIC <sup>A</sup> <u>I</u>	DEMOGRAPHIC <sup>B</sup> <u>II</u>	DEMOGRAPHIC <sup>C</sup> <u>III</u>
1983	2,461	2,910	3,939
1984	2,584	3,052	4,129
1985	2,706	3,194	4,322
1986	2,827	3,337	4,513
1987	2,949	3,479	4,705
1988	3,071	3,621	4,898
1989	3,196	3,765	5,092
1990	3,319	3,909	5,288

---

A. Assumes admission policies for 1979-1980

B. Assumes admission policies for 1981

C. Assumes admission policies for 1981 plus 9 months added to average length of stay

suppressing the sharp increase in 1981 admissions. It was then decided to generate two forecasts: (I) using admission rates from 1979-1980, (II) using the higher admission rates of 1981. The second model was quite accurate in forecasting the year-end FY 1982 actual prison population. A third model (III) was simulated using the 1981 admission rates and assumed the average sentence length was suddenly increased by 9 months to dramatize the impact of increasing incarceration lengths on population growth.

Comparing Models I and II reveals that the increased incarceration rates of 1981 will produce a major impact on the NDP average daily population if these trends continue. For example, in 1983 the higher prison admission rates (Model II) generates 449 more inmates than the 1979-1980 incarceration rate (Model I). By 1988 the two models differ by 550, and by 1990 Models I and II differ by 590 inmates. The reader should note that under Model I the growth of the Nevada general population alone would cause the NDP inmate population to grow by 858 inmates, or 35 percent from 1983-1990, assuming arrest and sentencing policies remain constant over the decade.

Model III illustrates the cumulative effect of high rates of admissions and increasing sentence lengths. By 1990 Model III would add 1379 inmates or 35 % over Model II estimates for that same year. Although Model II provides the best estimates of the short-term trends in NDP inmate population, Model III may more accurately reflect the long-term trends. Recent reports from the Nevada Parole Board as well as data from the 1979-1981

NDP releases suggest that the average length of stay of NDP inmates is significantly increasing. Increased sentence lengths are occurring largely because of changes in parole release and revocation rates. These parole factors are treated more elaborate in the next section using the input-output model.

#### THE INPUT-OUTPUT PRISON POPULATION FORECASTING MODEL

This model was successfully developed by the California Department of Corrections and has been used for several years to estimate the impact of new laws and administrative policies on population growth (Pannell, 1977). This model employs a complex interactive computer program that simulates the flow of offenders through prison and parole systems. Its chief strength is its high sensitivity to future criminal justice policy changes.

In simple terms, the input-output model estimates daily population levels by measuring how offenders enter the system, how long they remain, and how many are returned as parole violators. Exhibit L lists the factors that are entered into the input-output model. Data on prison intake, sentencing factors, and prison time are used to estimate the flow of admissions through the NDP. Information on the existing prison population and the existing parole population are used to estimate how long the current prison population will remain in the corrections system.

Virtually all of the elements or parameters of the input-output model were computed from data gathered in the Admissions,



EXHIBIT L

INPUT-OUTPUT PRISON POPULATION

FORECASTING MODEL

I. Prison Intake

Number arriving, distribution of offenses

II. Sentencing Variables

Length of sentences, jail time credit, consecutive vs.  
concurrent sentences

III. Prison Time

Good time credits, parole probability, time between parole  
hearings

IV. Existing Prison Population

Size of current prison population, offense distribution,  
distribution of sentences, prison credits, minimum  
eligible parole dates, time until next parole hearing

V. Existing Parole Population

Current parole population, distribution of time on parole,  
parole violation rate, percentage of violations getting  
new terms vs. technical violations

Stock and Release data bases. Data from the Nevada Department of Probation and Parole were gathered to refine the model and estimate parole granting rates, "wait time" until next parole hearings, and revocation rates. Finally, to reflect the impact of growth in Nevada's general population on the prison population, NCCD applied the demographic model described above to yield estimates of future admissions. Merging of demographic and input-output methods creates an extremely sophisticated and accurate forecasting approach.

Table 14 and Exhibit M illustrate the results obtainable from the input-output technique. Model III represents the best estimate of how Nevada prison population will grow if current policies continue. It should be noted that these policies, especially actions of the paroling authority, are considerably more stringent than in the recent past. Model II reflects policies operative during 1979-1981 but current information suggest that the rate of granting paroles at first hearing has been cut in half (from .60 to .30), and the parole revocation rates have almost doubled (from .012 per month to .022 per month). Taken together these policy changes exert a "double whammy" effect that drives up NDP average daily counts. For example, Model III (current policies) produces a fiscal year end 1983 population of 3185 compared with 2885 forecasted by Model II (policies of recent past). By 1988 the two models differ by 969 inmates or almost 26 percent. In fiscal year 1991, Model III forecasts a prison population of 5586, which is 1195, or 27 percent higher than Model II forecasts. Most

TABLE 14

INPUT-OUTPUT PRISON POPULATION  
FORECASTING MODELS

<u>FISCAL YEAR</u>	<u>I</u>	<u>II</u>	<u>III</u>
1983	2788	2885	3185
1984	2646	2903	3398
1985	2725	3026	3631
1986	3010	3308	4022
1987	3250	3562	4452
1988	3460	3792	4761
1989	3577	3944	4984
1990	3772	4171	5357
1991	3938	4391	5586

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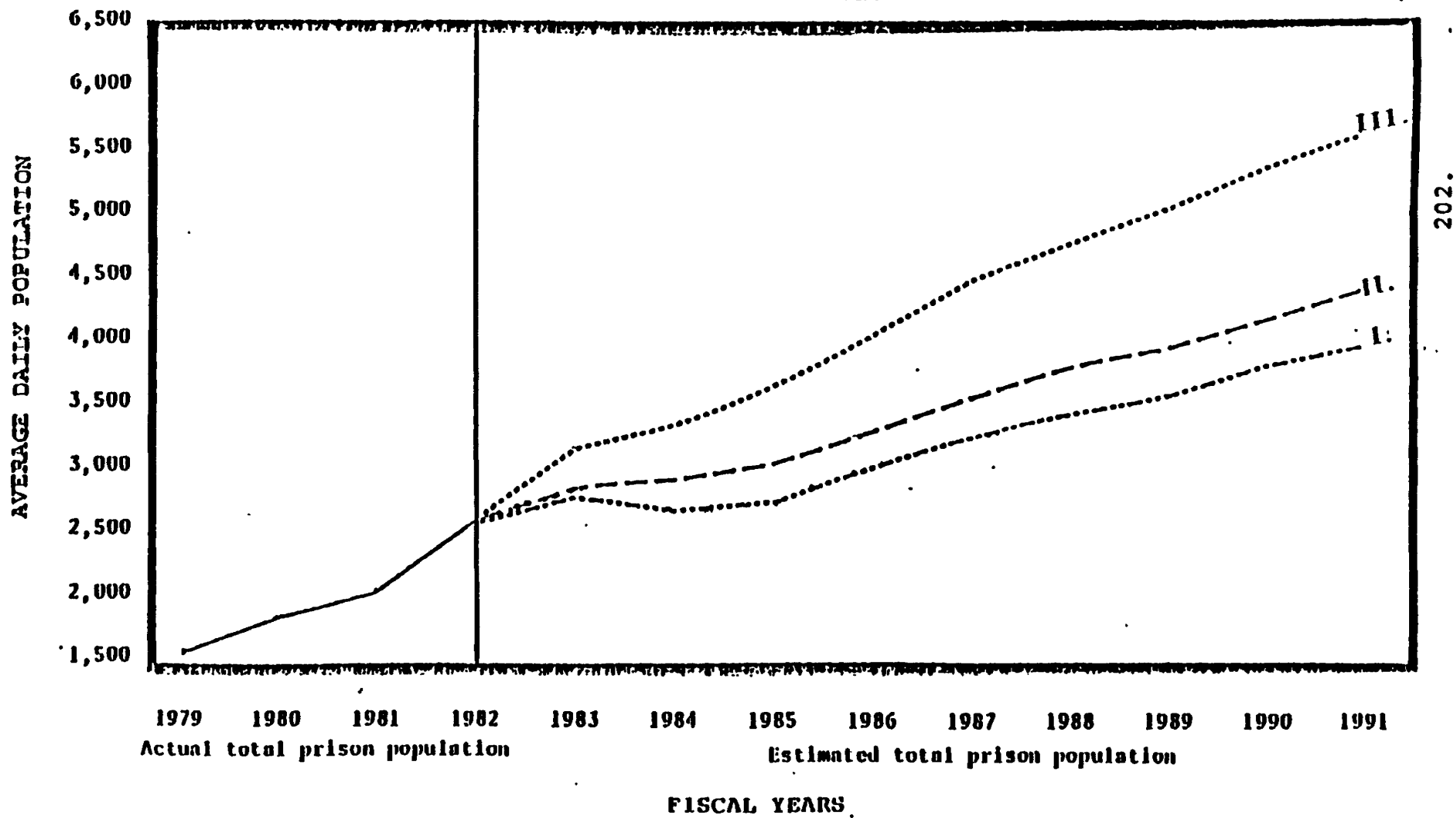
Model I: Assumes a .60 First Hearing Grant, .012 Monthly Parole Revocation Rate, 10% Diversion of Intake Cases

Model II: Assumes a .60 First Hearing Grant, .012 Monthly Parole Revocation Rate

Model III: Assumes a .30 First Hearing Grant, .022 Monthly Parole Revocation Rate

# EXHIBIT M

## INPUT-OUTPUT PRISON POPULATION FORECASTING MODELS



important, Model III forecasts prison populations far in excess of existing NDP bed space. If Model III policies persist, NDP faces a prison crowding crisis of the highest magnitude.

NCCD also generated a hypothetical forecast, Model I, which assumes a return to old parole practices and a diversion of 10 percent of annual prison admissions to probation, local jails or other "front-end" alternatives to incarceration. The ten percent figure was selected because the NDP Release data base revealed that 10 percent of admissions currently serve less than 12 months in NDP. Further, data from the Nevada Department of Probation and Parole suggest that the state possesses an incarceration rate that is among the highest in the nation. Model I generates estimates of fiscal year inmate populations well below Model III. In 1983, Model I forecasts 397 inmates lower than Model III. By 1988 the two models differ by 1501, and by 1991, the difference in forecasted inmate population is 1648. If adopted, by 1991 Model I policies would produce an inmate population approximately 42 percent lower than the Model III policies.

While NCCD is not advocating any one of these models as a policy standard, the wide differences between them should be instructive. These applications of the input-output show just a few of the many forecasts that can be generated by simulating new sentencing and parole policies. Of particular importance are forecasts reflecting the impact of major criminal justice bills introduced in the next Nevada legislative session.

### COMPARING THE INPUT-OUTPUT AND DEMOGRAPHIC MODELS

Exhibit N graphically compares the two generic forecasting methods. Worth noting is the close convergence of the models during the early years but their divergence after 1985. Input-Output Models I and II generally yield higher estimates than the Demographic Models I and II because the Input-Output approach reflects the "stacking up" of long term offenders in the prison system. The Input-Output Model complemented by the demographic estimates of future prison admissions will yield useful and reliable planning data to NDP and the legislature. If these models are annually updated to reflect key correctional policy changes, Nevada officials will possess a powerful management tool to avert the crisis of dangerously crowded prison facilities.

### INMATE FORECASTS AND CLASSIFICATION DATA

The forecasts discussed above can be combined with the classification study results. Using figures from Table 11 which reported the proportions of the NDP average daily population that should be housed in maximum, medium and minimum security, assuming the proposed NDP classification model is implemented, one can construct estimates of the types of correctional space required in future years. Combining the inmate population forecasts from Input-Output Model III and the proposed NDP classification data produces estimates of prison capacity needs.

# EXHIBIT N

..... Input-Output Forecast  
 — Demographics Forecast

## INPUT-OUTPUT AND DEMOGRAPHIC MODELS COMPARED

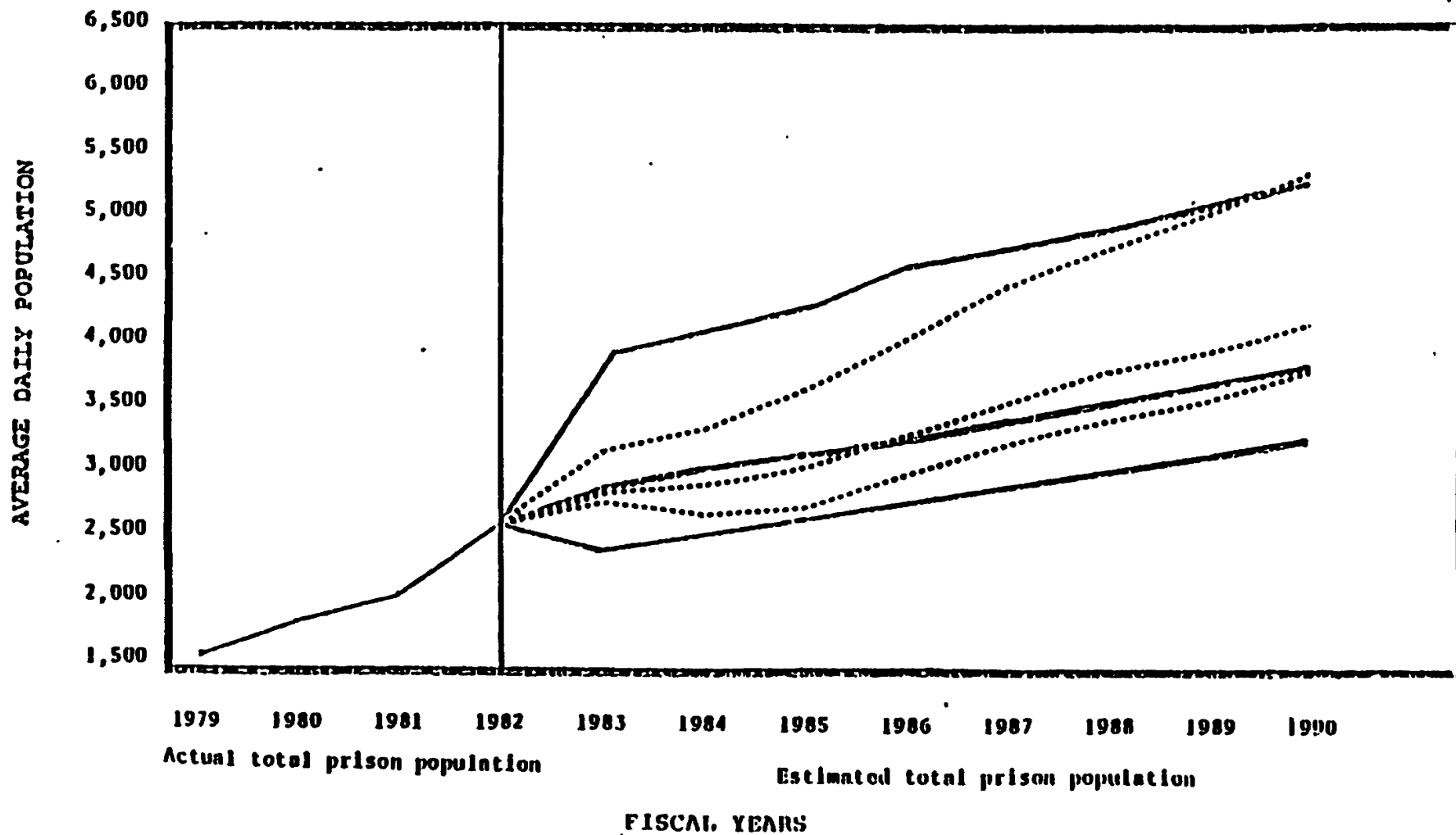


TABLE 15  
PROJECTED CORRECTIONAL SPACE NEEDS  
BY SECURITY LEVELS

Year	Maximum	Medium	Minimum	Model III Estimates
Proposed NDP Classifi- cation rates	.105	.509	.385	
1983	334	1621	1226	3185*
1985	381	1848	1398	3631
1987	467	2266	1714	4452
1989	523	2537	1919	4984
1991	587	2843	2151	5386

\* Model III totals will differ from totals generated from the three classification levels due to rounding.

These data should be compared with the inventory of existing NDP cells reported by the architectural consultants. Next, steps should also include cost estimates required to construct and operate these levels of correctional space. The fiscal implications of these estimates should become a major issue of legislative and public policy debate. It is crucial to remember that these estimates will change according to changing correctional policies. Nevada can choose among alternative correctional futures in light of budget constraints and other competing demands for public revenues. But these choices imply policy decisions by the legislature, the governor, parole board members and judges. Ultimately the



public must be educated to the fiscal facts of correctional policy costs and benefits so that they can support effective and affordable criminal justice policies.

V. RECOMMENDATIONS

1. The proposed NDP Management Information System should be maintained and routinely updated.
2. NDP should adopt the Input-Output Model to produce regular inmate population forecasts as well as special analyses of the impacts of proposed criminal justice policies.
3. The policies and practices of the Department of Probation and Parole should receive in-depth study to identify the prospects for alternatives to incarceration for potential NDP inmates. Data on probation and parole decisions should be integrated with the proposed NDP information system.
4. NDP should adopt its own version of an objective classification system, both to promote effective correctional management and to assist correctional planning.
5. Given Nevada's likely future budget constraints, state officials should explore penal code revisions, parole guidelines, a sentencing commission, and the more extensive use of non-prison sanctions to manage its offender population.
6. Nevada should establish a special Task Force on prison/jail crowding including:
  - a) representatives of the executive and legislative branches of state government
  - b) local elected officials and criminal justice officials
  - c) representatives of the private sector, especially the media, business groups and community-based organizations

The Task Force should monitor criminal justice policies, conduct on-going research and centralize leadership to achieve fiscally and politically acceptable strategies to manage Nevada's offender population.

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**APPENDIX A**

**California, NIC, Federal  
Classification Score Sheets**

# CDC CLASSIFICATION SCORE SHEET

<b>RACE/ETHNIC STATUS</b> (code one): 1-White      6-Japanese 2-Mexican descent   7-Filipino 3-Black      8-Mexican 4-Indian      9-Other 5-Chinese	<b>DATE LAST RECEIVED CDC:</b> mo   day   year <div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> </div>	<b>COUNTY:</b> <div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> </div>	<b>BASE OFFENSE:</b> (name) _____
<b>BASE OFFENSE CODE:</b> NUMBER: <div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> </div>	<b>MINIMUM RELEASE DATE:</b> mo   day   year <div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> </div>	<b>STATUS (code one):</b> 1-New Commitment 2-PV-MNT 3-PV-ETC	<b>RECEPTION CENTER:</b> REC   REC CMC   CMC RCN   RCN CTV   CTV

## CALCULATION OF SCORE

BACKGROUND FACTORS	PRIOR INCARCERATION BEHAVIOR
<b>1. Total PSL Term</b> a) Sentence length( ) b) Minus 1 year      X 4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 32	<b>6. Unfavorable Prior Behavior</b> ✓ a) / serious or major disciplinary last incarcerated year      X 4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 4
<b>2. Stability</b> a) Under 28 yrs. at reception      +2 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 36 b) Never married/common law or marriage not intact      +2 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 38 c) Not high school graduate or GED      +2 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 40 d) Not more than 6 months with one employer      +2 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 42 e) No military or not honorable discharge      +2 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 44	1/6) Escape in last incarceration      X 8 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 8 1/4) / physical assaults on staff      X 8 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 8 1/4) / physical assaults on inmates      X 4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 4 1/4) / smuggling/trafficking drugs      X 4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 4 1/4) / possessing deadly weapons      X 4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 4 1/2) / inciting disturbances      X 4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 4 1/2) / cause serious injury/assault      X 16 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 16 <b>Total Unfavorable Points</b> = <div style="border: 1px solid black; width: 20px; height: 20px;"></div>
<b>3. Prior Escapes</b> a) / walkways/escapes      X 4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 32 b) / breached perimeter or escape is committing crime      X 8 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 40 c) / escapes with force      X 16 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 48	<b>7. Favorable Prior Behavior</b> a) Successfully completed last four months in any minimum custody or successful term living last incarceration      -4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 23 or successful minimum custody last year of incarceration      -4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 24 b) No serious or major IIS's last year of incarceration      -4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 24 c) Full time work/school/vec. above average program last incarcerated year      -4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 25 <b>Total Favorable Credits</b> = <div style="border: 1px solid black; width: 20px; height: 20px;"></div>
<b>4. Holds and Detainers</b> a) / holds were new prison sentence, deportation likely      X 6 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 48	<b>12) Net Incarceration Behavior Score</b> Unfavorable minus Favorable      = - or - <div style="border: 1px solid black; width: 20px; height: 20px;"></div>
<b>5. Prior Sentences Served</b> a) / jail or county juvenile of 30+ days (limit to 3)      X 2 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 67 b) / CJA, state level juvenile (limit to 3)      X 2 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 69 c) / CDC, CMC, adult state-federal level (limit to 3)      X 4 = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 71	<b>TOTAL COMBINED BACKGROUND FACTORS AND PRIOR INCARCERATION SCORE</b> = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 74
<b>1) Total Background Factors Score</b> = <div style="border: 1px solid black; width: 20px; height: 20px;"></div> 71 <b>Work Skills</b> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div>	

Counselor's signature: \_\_\_\_\_ Supervisor's Signature: \_\_\_\_\_ Date: \_\_\_\_\_

## CLASSIFICATION STAFF REPRESENTATIVE ACTION

Institution Approved:	Catt:	CDC Last Year:	P.S.:	Exceptional Placement:	Date of Action:
<div style="border: 1px solid black; width: 40px; height: 20px;"></div>	<div style="border: 1px solid black; width: 40px; height: 20px;"></div>	<div style="border: 1px solid black; width: 60px; height: 20px;"></div>	<div style="border: 1px solid black; width: 40px; height: 20px;"></div>	<div style="border: 1px solid black; width: 60px; height: 20px;"></div>	mo   day   year <div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> </div>

Explain Exceptional Placement: \_\_\_\_\_

CDC NUMBER: (code in Col. 5) INMATE'S LAST NAME: (start in Col. 7)	INITIALS:	YEAR OF BIRTH:
<div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> <div style="border: 1px solid black; width: 20px; height: 20px;"></div> </div>	<div style="border: 1px solid black; width: 40px; height: 20px;"></div>	<div style="border: 1px solid black; width: 40px; height: 20px;"></div>

# INITIAL INMATE CLASSIFICATION CUSTODY

NAME \_\_\_\_\_  
Last First MI

NUMBER \_\_\_\_\_

CLASSIFICATION CASEWORKER \_\_\_\_\_

DATE \_\_\_\_/\_\_\_\_/\_\_\_\_

**1. HISTORY OF INSTITUTIONAL VIOLENCE**

(Jail or Prison, code most serious within last five years)

None ..... 0  
Assault and battery not involving use of a weapon or resulting in serious injury ..... 3  
Assault and battery involving use of a weapon and/or resulting in serious injury or death ..... 7

score

**2. SEVERITY OF CURRENT OFFENSE**

(Refer to the Severity of Offense Scale on back of form. Score the most serious offense if there are multiple convictions.)

Low ..... 0  
Low Moderate ..... 1  
Moderate ..... 2  
High ..... 4  
Highest ..... 6

score

**3. PRIOR ASSAULTIVE OFFENSE HISTORY**

(Score the most severe in inmate's history. Refer to the Severity of Offense Scale on back of form.)

None, Low, or Low Moderate ..... 0  
Moderate ..... 2  
High ..... 4  
Highest ..... 6

score

**4. ESCAPE HISTORY (Rate last 3 years of incarceration.)**

No escapes or attempts (or no prior incarcerations) ..... 0  
An escape or attempt from minimum or community custody, no actual or threatened violence:  
Over 1 year ago ..... 1  
Within the last year ..... 3  
An escape or attempt from medium or above custody, or an escape from minimum or community custody with actual or threatened violence:  
Over 1 year ago ..... 5  
Within the last year ..... 7

score

**CLOSE CUSTODY SCORE (Add items 1 through 4)**

(If score is 10 or above, inmate should be assigned to close custody. If score is under 10, complete Items 5 through 8 and use medium/minimum scale.)

**5. ALCOHOL/DRUG ABUSE**

None ..... 0  
Abuse causing occasional legal and social adjustment problems ..... 1  
Serious abuse, serious disruption of functioning ..... 3

score

**6. CURRENT DETAINER**

None ..... 0  
Misdemeanor detainer ..... 1  
Extradition initiated - misdemeanor ..... 3  
Felony detainer ..... 4  
Extradition initiated - felony ..... 6

score

**7. PRIOR FELONY CONVICTIONS**

None ..... 0  
One ..... 2  
Two or more ..... 4

score

**8. STABILITY FACTORS**

(Check appropriate box(es) and combine for score.)

☐ Age 25 or over ..... -2  
☐ High school diploma or GED received ..... -1  
☐ Employed or attending school (full or part-time) for six months or longer at time of arrest ..... -1

score

**MINIMUM/MEDIUM SCORE (Add items 1 through 8.)**

**TOTAL SCORE**

**MEDIUM/MINIMUM SCALE:**

Medium Custody ..... 7-22  
Minimum Custody ..... 6 or less

FEDERAL BUREAU OF PRISONS MODEL

Section 8 Page 1  
5100.1 CI-1  
March 19, 1981

SECURITY - DESIGNATION									
1. DATE MONTH DAY YEAR						2. AGENCY OFFICE CODE		3. CP CODE	
SECTION A		GENERAL DATA							
1. NAME		LAST		FIRST		MIDDLE		2. DATE OF BIRTH MONTH DAY YEAR	
3. SEX M - MALE F - FEMALE		4. RACE W - WHITE B - BLACK		5. RELIGION 1 - METHODIST LUTHERAN 2 - OTHER		6. ETHNIC GROUP		7. NATIONALITY 1 - AMERICAN 2 - OTHER	
8. LEGAL RESIDENCE		CITY		STATE		ZIP CODE			
9. CURRENT EMPLOYMENT CLASS 0 - NONE 1 - INFORMATION CLASS 2 - OTHER									
10. EMPLOYER									
11. EMPLOYEE IDENTIFICATION		0 - NONE 1 - IDENTICAL		2 - DIFFERENT 3 - YES		4 - STUDY 5 - SPOT INSPECTION		6 - NONE	
12. ADDITIONAL CONSIDERATION		0 - NONE 1 - MEDICAL		2 - PSYCHOLOGICAL 3 - AGGRESSIVE BEHAVIORAL TENDENCIES		4 - POTENTIAL TO DEVELOP INTO A CRIMINAL			
13. ADDITIONAL RECOMMENDATION		0 - YES 1 - NO		14. INSTITUTION		PROGRAM			
SECTION B		SECURITY MEASURES							
1. TYPE OF STAFFING		0 - NONE 1 - LOWEST STAFFING		2 - MODERATE 3 - HIGH		4 - GREATEST			
2. SECURITY OF CUSTODY OF PRISON		0 - LOWEST 1 - LOW MODERATE		2 - MODERATE 3 - HIGH		4 - GREATEST			
3. EXPECTED LENGTH OF INCARCERATION		0 - 0 - 12 MONTHS 1 - 13 - 18 MONTHS		2 - 19 - 24 MONTHS 3 - 25 PLUS MONTHS					
4. TYPE OF PRISON CONFINEMENT		0 - NONE 1 - MODERATE		2 - HIGH					
5. HISTORY OF VIOLATIONS		0 - NONE 1 - PAST VIOLATIONS		2 - RECENT VIOLATIONS 3 - PAST VIOLATIONS		4 - RECENT VIOLATIONS 5 - PAST VIOLATIONS			
6. HISTORY OF VIOLATIONS		0 - NONE 1 - PAST VIOLATIONS		2 - RECENT VIOLATIONS 3 - PAST VIOLATIONS		4 - RECENT VIOLATIONS 5 - PAST VIOLATIONS			
7. SUB-TOTAL		TOTAL OF ITEMS 1 THROUGH 6							
8. PRE-CONFINEMENT STATUS		0 - NOT APPLICABLE 1 - OTHER RECOMMENDATION		2 - VOLUNTARY SUBSIDIARY WITH FORMALIZED OBLIGATION 3 - VOLUNTARY SUBSIDIARY WITH FORMALIZED OBLIGATION					
9. SECURITY TOTAL		SUBTRACT ITEM 8 FROM ITEM 7; IF ITEM 8 IS GREATER THAN ITEM 7, ENTER 0							
10. SECURITY LEVEL		1 - 0 - 4 MONTHS 2 - 5 - 6 MONTHS		3 - 7 - 12 MONTHS 4 - 13 - 18 MONTHS		5 - 19 - 24 MONTHS 6 - 25 - 36 MONTHS			
11. IF (LEVEL FOR SECURITY LEVEL 1, AND MEDICAL RECOMMENDATION)		0 - YES 1 - NO		2 - YES 3 - NO		4 - YES 5 - NO			
12. COMMENTS									
SECTION C		ADDITIONAL OFFICE ACTION							
1. DATE MONTH DAY YEAR						2. AGENCY OFFICE		3. SECURITY LEVEL	
4. INSTITUTION RECOMMENDATION		ADDITIONAL		CODE		LEVEL		5. ACTION FOR DESIGNATION 1 - SECURITY TOTAL 2 - COMMENTS	
6. COMMENTS		0 - NOT APPLICABLE 1 - MEDICAL RECOMMENDATION 2 - YES		3 - RECENT VIOLATIONS 4 - PAST VIOLATIONS 5 - MEDICAL RECOMMENDATION		6 - RECENT VIOLATIONS 7 - PAST VIOLATIONS 8 - MEDICAL RECOMMENDATION			
7. COMMENTS									
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100. COMMENTS									

## A P P E N D I X    B

Selected Excerpts  
STATE OF NEVADA PRISONS MASTER PLAN  
EXISTING FACILITIES ANALYSIS - AN INVENTORY  
Dolven Larson Daniels

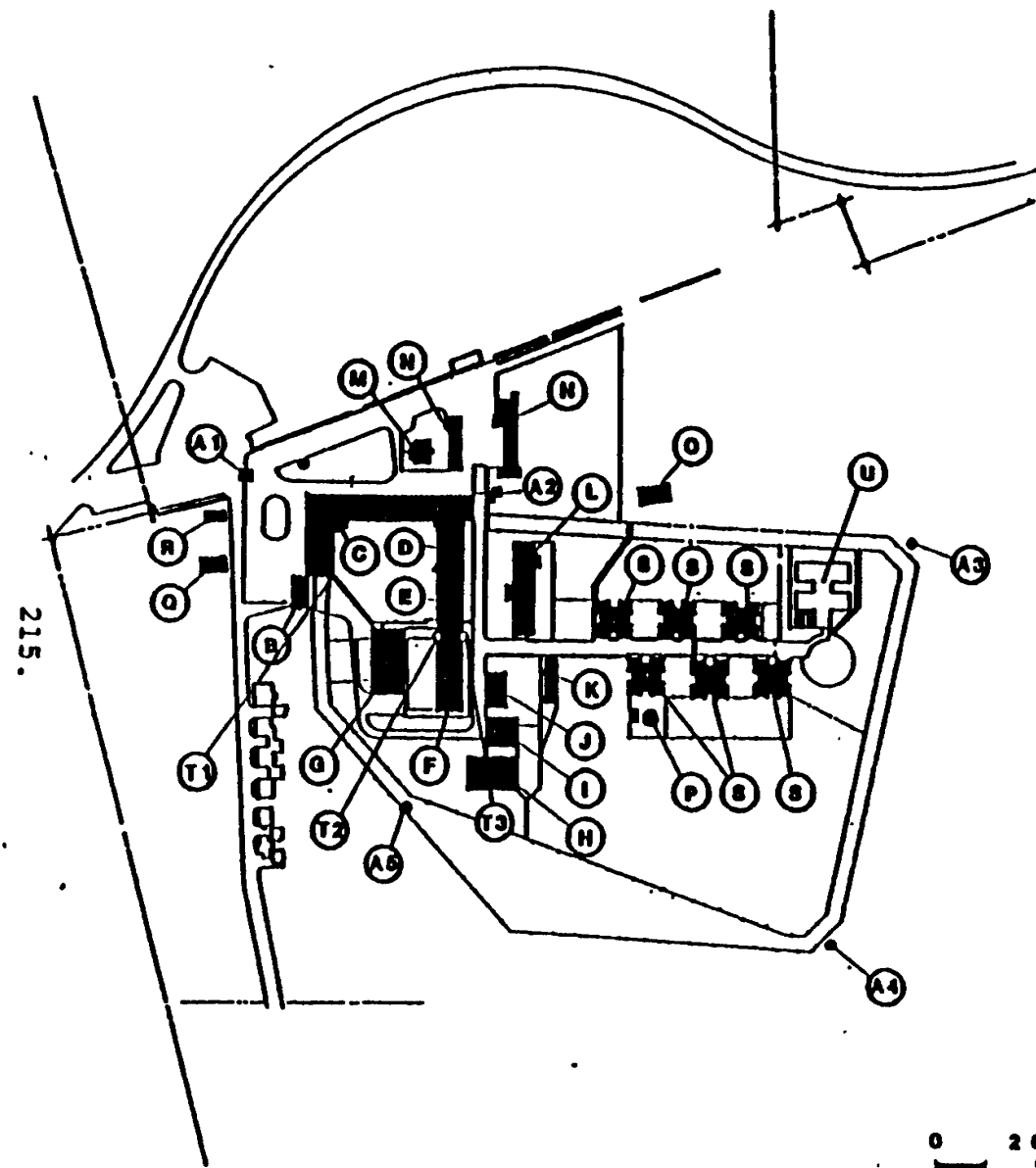
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**SECTION A**  
**NEVADA STATE PRISON**





215.

# **BUILDING SCHEDULE**

- (A) TOWERS
- (B) CHAPEL
- (C) ADMINISTRATION
- (D) CELL BLOCK A
- (E) CELL BLOCK B INFIRMARY
- (F) CELL BLOCK C
- (G) DINING
- (H) GYMNASIUM
- (I) PRINT SHOP
- (J) BOILER PLANT
- (K) EDUCATION
- (L) INDUSTRIAL
- (M) TRAINING
- (N) MAINTENANCE
- (O) WAREHOUSE
- (P) WATER STORAGE
- (Q) MAILROOM
- (R) GREENHOUSE
- (S) HOUSING UNITS
- (T) GUN POSTS
- (U) FUTURE HOUSING UNIT

0 200 400  
FEET



NEVADA STATE PRISON - CARSON CITY



## PRISONS' ANALYSES

### NEVADA STATE PRISON - Carson City, Nevada

#### Background:

Nevada State Prison is a maximum security prison originally constructed between 1919 and 1921 (parts of the northwest wing). Other older structures, some of which are currently vacated, contain housing (Cell Blocks "A" and "B") and program spaces. The remainder of the buildings, except for the new housing units done in February, 1981, are ten to twenty years old. The warden is George Sumner.

#### Security System:

The security system at Nevada State Prison consists of the following: a perimeter system of 12-foot-high double fences, 30 feet apart, around most of the complex. At the north and west perimeter only a single fence exists, with the existing Administration Building forming the second barrier. Access to the facility is from one primary point—a gatehouse at the northwest corner of the facility which electrically controls both a vehicular and a pedestrian entry. A metal detector is also used for those using the pedestrian entry.

The site of the facility is a sandstone hillside, flat on the north and west and rising to the south and east in uneven undulations. There are five towers around or near the perimeter of the facility and three gun posts in the interior with one roving station on a catwalk between new housing units. Exterior towers are spaced from 500 feet minimum to 880 feet maximum apart. The existence of hills and buildings yields poor vision from the towers of the perimeter and yard areas. Distance to the perimeter fence from the interior buildings and yards is considerably closer than desirable. For example, in the main yard at the southwest corner, the distance is less than 25 feet between the fence and the yard (though the fence is above a cliff).

Perimeter lighting at the facility consists of a series of high-tower mass lights (sodium quartz lighting clusters) located along the perimeter fence of the facility and on towers in the yard surrounding new housing units. Interior yard lighting occurs on many buildings as well.

Older building security is primarily older style locking systems all manually controlled and locked with separate keys. Security of cells is accomplished in a wide number of ways ranging from gang locking lever to individual key to electronic remote control locking in newer housing units to day spaces and individual locks to cells.

The armory is now located upstairs in the gatehouse tower where access by correctional officers could be cut off. (A new location is now under consideration.)

Separation of inmates is achieved through yard fencing creating separate interior segments—the Main Yard, the new housing units, the area leading to the gym and print shop, the small yard off Cell Block "C", and the sally/access just east of Cell Block "A".

## Nevada State Prison (continued)

The Main Yard, an unimproved, open space sided by buildings and containing two basketball goals, is in good view of two towers. The accesses to the dining area, print shop, gym and the weightlifting areas are in poor view of most towers. Another guard post has been initiated for the east side of the dining hall.

### Housing:

Housing consists of three housing facility types: "A" and "B" cell blocks of 1937-1942 vintage, Maximum Cell Block "C" built about 1958, and the most recent housing units, 1 through 6, completed in 1981.

Cell Blocks "A" and "B" have varying capacities of single occupancy cells, double occupancy cells and dormitories—all in poor condition but structurally sound according to engineering reports. Toilet fixtures are old and need maintenance, heating is less than adequate (because of an antiquated steam system), cooling is nonexistent and electrical service is not adequate. Sizes of typical cells are less than recommended American Correctional Association minimum standards, about 48 square feet per cell. "B" Unit cells are 74 square feet in area.

The Maximum Cell Block, Cell Block "C", (where inmates are currently fed on satellite basis) is mostly single cells converted by knocking out partitions between two smaller cells. Problems include gypsum board or plaster walls surrounding the heat exchanger room, which is a fire hazard as well as a security hazard.

The 6 new housing units were designed in 4 pods with common dayrooms to 12 cells (6 on each of two levels). A central control per each of 48 inmates controls access to each building and has some vision of each dayroom and most doors. Area per cell is adequate per American Correctional Association standards and equals about 75 square feet each.

Dayroom space doesn't exist in Cell Block "A", while Cell Block "B" has dayroom space of 384 square feet. Cell Block "C" has two dayrooms of 384 square feet each. In the new center housing units dayroom sizes are about 280 square feet each.

### Daily Schedule:

The daily schedule was reviewed briefly in relation to efficient use of facilities.

Mealtime hours are almost continuous, starting with breakfast at about 6:30 A.M. to dinner ending at 6:30 P.M., with a half-hour break after breakfast and lunch. (This interview was conducted during a partial lockdown that is still in effect at this writing.) Continuous meal scheduling is inefficient from a cooking and staffing standpoint and also makes programming time difficult to schedule.

Visiting occurs from 7:30 A.M. until 2:30 P.M. every day except Tuesdays and Wednesdays.

### Vocational, Recreational and Industrial Programs:

The license plate factory, owned and managed by the State Department of Motor Vehicles, is an industrial program employing about 11 inmates on the production

## Nevada State Prison (continued)

line and 7 in clerical positions. They work typically five hours a day and are paid for their work. This program seems to be working effectively in meeting the objective of producing the State's license plates. According to the supervisor, there is a remote possibility that both the program and facilities will grow in the indeterminate future. There do not appear to be written procedures and goals for this program, although advancement is linked with responsibility and higher paying positions within the program.

The print shop appears to be well supervised and successful in its use for rebinding, making three-ring binders, printing for in-house needs, silk-screening and photo album production. Though no written goals and objectives appear to exist for the program, the individualized approach of working with 15 inmates at once has an atmosphere of productivity and responsibility. The supervisor in charge of training, trains inmates well enough to teach each other and thus compensates for the lack of other assistance. The building size is approximately 3600 square feet which, according to the supervisor, is not sufficient for the amount and size of equipment and the storage needed. Currently one toilet room is partially being used for storage.

There are two industrial programs currently being planned for the existing vacated original North Building: a detergent factory and a mattress, reupholstery, bed pad and pillow (just underway at this writing) factory administered by James Nicholson.

The physical education program consists primarily of activities that take place in the gym and weightlifting in the exercise yard. Gymnasium activities include use of a universal gym machine, weightlifting, boxing, basketball and other gym-related activities. A problem exists when the boxing ring is set up in the gym because it limits use of the remainder of the gym according to the P.E. director. The gym is somewhat remote on the site and poses security problems. There are places not within view of a camera which scans the area, and there is poor vision from the towers. A cliff to the east further complicates security here.

The classroom is small, seating about a dozen, in cramped quarters. There are about 40 inmates currently enrolled in a General Education Diploma program. The entire education program is now under study for revamping by the administration.

### Food Service:

Food service is accomplished in a dining room and commercial kitchen facility off the Main Yard of the complex. (At the time of this writing partial lockdown was in effect and small groups were being fed in the dining room. Inmates in Cell Block "C" were brought food from the kitchen.)

The dining room has a capacity of about 180 inmates at 45 tables seating four inmates each. For the number of inmates now in the institution, the kitchen is being taxed. Food service equipment is old and wearing out. A number of hazards exist within the kitchen such as icy, wet floors in the freezer and wet floors in need of floor drains in the food preparation areas. Storage rooms are too small to hold adequate supplies of food delivered weekly. The heat exchanger room reaches 120° Fahrenheit in summer months, causing equipment to suffer according to the food manager. (Bakery goods are delivered from Northern Nevada Correctional Center.) Equipment needing replacement includes the dishwasher (on order). The loading dock does not allow sufficient truck turn-around clearance as it is presently fenced.

## Nevada State Prison (continued)

### Laundry Facilities:

Laundry facilities were intended to augment those of Northern Nevada Correctional Center, but because of the loss of clothing and damage to them, Nevada State Prison is doing an increasing amount of laundry work. Dry cleaning still occurs only at NNCC. Two sewing machines are currently in use for mending damaged clothes. There is limited space for these activities located in the south portion of the first floor of the remodelled Cell Block "B".

### Visiting Program:

Visiting takes place on the first floor of the south portion of the existing administrative wing of the Complex. The visiting room is small, comprising 1,184 square feet and having two noncontact visiting booths. Consisting of a room with just chairs and tables, it has a capacity for approximately 50 people. There is an elevation difference between the main floor and the visiting level which is accommodated by a ramp.

### Medical-Dental Facilities:

Most medical-dental needs are met at Northern Nevada Correctional Center. There is a ten-bed ward at the second floor administrative area in Cell Block "B". This is a recent conversion done primarily by in-house staff. A dental chair is also being installed.

### Maintenance and Storage Facilities:

Maintenance facilities are small and sparsely equipped. These facilities are located outside the main walls. Most maintenance spaces are divided into separate rooms or buildings; i.e. a carpentry shop, maintenance shop and paint shop. The carpentry and paint shops are wood-frame sheds and not permanent-type construction.

Storage for wood and metals is located within the shops and generally not large enough to suit the needs of the institution. Other storage spaces aren't generally adequate to suit current population as indicated elsewhere in the report.

### Parking:

The lot size is inadequate, and the condition is poor.



## MECHANICAL/UTILITY/ELECTRICAL LIMITATIONS/EXPANSION PER INSTITUTION

### NEVADA STATE PRISON - Carson City, Nevada

#### Heating and Cooling:

##### a) Limiting Factors

The primary limiting factors of the complex heating system relate to lack of reserve capacity and to the age and condition of the boilers and the distribution piping. Presently, during cold weather all three boilers must be operated at 60 - 75 psi steam to maintain space temperatures in some of the older buildings. While the boilers are rated at 125 psi, the effective capacity has been reached primarily due to the inability of the old and leaking distribution piping to contain the higher pressure steam. Also, the boiler operators are understandably reluctant to run the twenty-year-old boilers at or near rated capacity.

A project currently underway will relieve some of the generating capacity problems by replacing the worst of the three 150 hp boilers with a new 300 hp unit. This replacement will also provide some standby capacity ( $\pm$  150 Lp).

##### b) External Considerations

The existing natural gas service line for the facility is nearing capacity. While unlimited natural gas is available from Southwest Gas Corp., the main distribution lines, approximately one-half mile of feeder piping, would have to be replaced or supplemented to make the gas available at the site.

#### Plumbing:

##### a) Limiting Factors

The existing plumbing system has already exceeded a desirable use level because of age and capacity. The complex water supply and storage are already inadequate for the present load. Piping in the old buildings needs replacement, and plumbing fixtures should be replaced.

##### b) External Considerations

The sewer connection to the Carson City sewer system is adequate for the present facility, including some expansion. A large, new sanitary sewer main exists in the roadway immediately north of the facility for any large expansion. There is some reluctance by the City of Carson City to add large new loads to its sewage treatment plant, which is nearing capacity. However, the passage of a sewer bond issue may alleviate this condition.

A 4" water supply line from the State Water System extends from the vicinity of the Capitol Complex in Carson City. This main is old and at capacity and will need to be increased in size or otherwise supplemented to provide for any large expansion at Nevada State Prison.

## **Nevada State Prison (continued)**

A new 12" water supply line from the Carson City Water System has recently been routed past the facility site (and extended into the site for fire protection). Presently the City has not agreed to allow the use of its water for anything other than fire protection.

### **Fire Protection:**

#### **a) Limiting Factors**

The fire hydrant locations around the older buildings are somewhat less than desirable. General areas within the compound cannot be reached by a maximum allowable hose length (as per National Fire Protection Association).

The fire protection systems within the older buildings, particularly Cell Blocks A, B and C, are generally not Code conforming and are very inadequate. The systems (or lack of systems) are tolerated by Carson City Fire Department because of the likelihood that these buildings will be revitalized or abandoned in the very near future. The fire protection systems in and around the newer housing units are adequate and acceptable.

#### **b) External Considerations**

A new 12" water supply line from the Carson City Water System routes past the facility to the north. A new 10" water supply line extends into the site to provide ample water for fire protection for the existing facility as well as for most any expansions.

### **Electrical:**

#### **a) Limiting Factors**

The original maximum security wing electrical distribution is fairly loaded. However, more power can be brought in from the 2000 amp switchboard next to the boiler plant.

The gymnasium was designed with twenty percent spare capacity for future work as were the newer dormitory units.

Ample spare capacity exists in all areas at the main distribution board for an additional 800 amps of power at 480Y/277V. The facility's electrical system is in good shape with adequate expansion capabilities at hand.

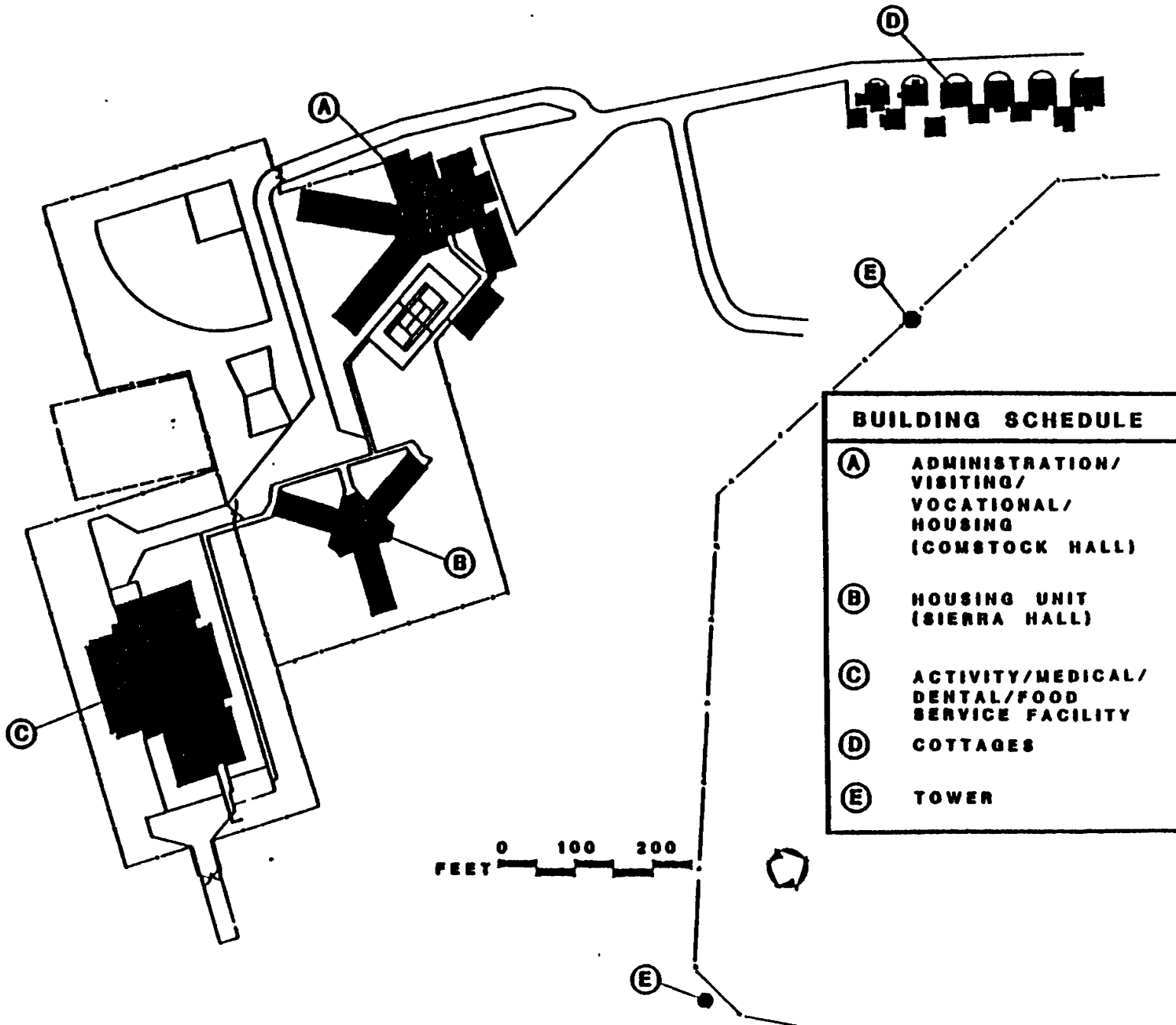
#### **b) External Considerations**

Site lighting is sufficient with approximately one to five footcandles average through the facility. High pressure sodium light fixture lamp life is very short. If voltage readings were taken at various times, it might be determined whether voltage changes are the cause.

The power company's main lines are available in the immediate vicinity for any type of expansion. 4160 and 12,500 voltage lines are available.

**SECTION B**  
**NEVADA WOMEN'S CORRECTIONAL CENTER**





NEVADA WOMEN'S CORRECTIONAL CENTER - CARSON CITY



## PRISONS' ANALYSES (continued)

### NEVADA WOMEN'S CORRECTIONAL CENTER - Carson City, Nevada

#### Background:

This institution was first constructed in 1962 with what is the housing unit/administration/visiting area/program center building. That facility was expanded five different times (subsequently). Since then a new housing unit was completed in early 1979, and the new Activity/Medical-Dental/Food Service building was completed in March, 1982. Warden Koon was appointed in August 1, 1981, after serving as Acting Warden.

#### Security:

The perimeter security of the Women's Correctional Center consists of a single chain link fence surrounding the complex. Two towers from the Nevada State Prison have partial views of the north and east perimeter fence. Much of the south and west fences are not visible.

Pedestrian access for Administration and Visiting is currently originating from the same point while Visiting goes one direction and Administration another. This relative closeness provides the possibility of a disruption and takeover of the administrative offices with access to the interior. There are two vehicular access points—one near the main administrative center and another at the east fence for food service access. Visiting has been moved to the former dining room. (A new administrative center has been requested in a capital improvement request.) The main entry doors to the institution are badly worn and have insecure hardware.

#### Control:

The institution consists of three primary buildings—the original housing unit/administration/visiting area/program center building, the new housing unit, and the Activity/Medical-Dental/Food Service building—and the cottages. The inmates are somewhat separated, with housing units and other buildings located apart.

#### Housing:

The original building contains three primary housing wings—two regular security and a maximum security wing. (While we toured this facility, double bunking was evident in some of the rooms of both housing units.)

The new housing unit is very similar to Housing Units 4 and 5 at Northern Nevada Correctional Center. It is "Y"-shaped with three double-loaded corridors of single occupancy cells and a central control office and day space in the center.

The cottages are used by inmates who have the most responsibility and work outside of the institution. There are five currently being used. Four hold four residents and one has capacity for two. The cottages were formerly staff housing for Nevada State Prison. A community cottage is shared by all who are housed in the cottages for purposes of recreation and program.

## **Nevada Women's Correctional Center (continued)**

### **Daily Schedules:**

The residents rise at approximately 6:00 A.M., have breakfast at 7:00 A.M., and eat lunch at 11:30 A.M. and dinner at 4:30 P.M.

Final evening lockdown occurs at 11:00 P.M. Program hours usually begin at 8:30 A.M. and extend to 5:00 P.M. Visiting hours are from 8:00 A.M. to 4:00 P.M. every day except Wednesdays and Thursdays. Some classes occur during the evening hours also.

### **Vocational and Industrial Programs:**

This facility has the largest selection of programs available of all institutions.

In vocational programs they offer a General Education Diploma with creative writing, literature and foreign languages offered. Also taught are various business courses—typing, bookkeeping, accounting—and auto mechanics. Community college classes are available in nursing, medical technology, and reading, writing and math.

The institution has a progressive-living program which has written responsibility levels with timed steps at each of four levels. The residents are graded on a monthly basis to test their ability to progress. Such a program allows the residents to know how they have progressed and what is needed for them to advance.

Crafts and hobbies of a wide variety are available to residents on a regular and irregular basis, depending on the type of program. Activities include jazzercise, dancercise, yoga, ceramics, mosaics, and macrame.

Self-improvement courses such as Gamblers Anonymous and Alcoholics Anonymous are ongoing. A Narcotics Anonymous group has been initiated.

There are two new industrial programs about to begin. One is in garment manufacturing, and the other is computer programming, administered by a private firm. Physical education has sufficient space in the new Activity/Medical-Dental/Food Service Building.

### **Food Services:**

The new food service facility has a capacity of about 100 residents served with a commercial kitchen. The loading access gate isn't visible from Control although it can be seen from a tower at Nevada State Prison. The dock turnaround is too small for some delivery trucks.

### **Laundry Facilities:**

Sheets and blankets are normally laundered and all dry cleaning done at Northern Nevada Correctional Center. Both housing units have small laundries, and the cottages each have a washer and dryer. Facilities are adequate except for the condition of the washers, and inmates prefer to do their own laundry.



## Nevada Women's Correctional Center (continued)

### Visiting Program:

The visiting area is the former dining area and may be remodeled for a new access. There is sufficient area for visiting purposes, approximately 1600 square feet.

### Medical/Dental Facilities:

A facility for this function is also contained in the new multi-use building. It consists of a two-chair dental suite, a lab for making bridges, an exam room and a doctor's office. The medical care is light to medium with more serious cases referred to Northern Nevada Correctional Center or Carson-Tahoe Hospital. A doctor comes in two days a week to make sick calls.

### Maintenance and Storage Facilities:

Maintenance facilities are minimal, and staff for this institution works out of Nevada State Prison, which spreads maintenance thin, according to Warden Koon.

Storage facilities have been improved somewhat with the construction of the new building. Each of the three buildings has small areas devoted to storage.

### Parking:

The lot size is not adequate for the number of visitors at the site.

## NEVADA WOMEN'S CORRECTIONAL CENTER - Carson City, Nevada

### Heating and Cooling:

#### a) Limiting Factors

Since each of the buildings is presently self contained, from a heating standpoint no limiting factors exist except limitations of fuel supply. Some moderate expansions in the 25% range could be accommodated by the boilers in the newer buildings.

#### b) External Considerations

The existing natural gas service piping can accommodate some moderate expansion.

However, the existing natural gas service line for the facility is a branch line from Nevada State Prison, which is approaching capacity and will not allow any major additional gas loads without increasing the gas feeder line from the utility company. (See Nevada State Prison.)

### Plumbing:

#### a) Limiting Factors

The limiting factors are the water and sewer services to the complex. A 4" water line supplies water from the maximum security complex. A 6" water supply line from the Carson City Water System extends into the site. Presently the City has not agreed to allow the use of its water for anything other than fire protection. However, the passage of a sewer bond issue may alleviate this condition.

A 6" sewer line connects the complex to the 18" City sewer line in the roadway north of Nevada State Prison. The 6" line is not large enough for the present load and therefore could not handle any expansion without replacement. (See Nevada State Prison.)

#### b) External Considerations

The water supply and sewer problems previously discussed are the major external considerations.

### Fire Protection:

#### a) Limiting Factors

None are apparent.

#### b) External Considerations

Ample water is available from the Carson City Water System for existing facility fire protection, including most any expansion.

### Electricals:

#### a) Limiting Factors

## **Nevada Women's Correctional Center (continued)**

Even though the office administration area's 800 amp switchboard has no spare circuit breakers, the board is only partially loaded. Additional overcurrent protection can be achieved for new feeders by tapping off the internal bussing of the switchboard and mounting the new circuit breaker or fusible switch on a nearby wall.

The housing unit's electrical service can also be added onto fairly easily. The motor control center sits above the central guardroom on the second level. Twenty to thirty percent spare capacity is available.

The Activity/Medical-Dental/Food Service facility was designed with capability of at least twenty percent expansion.

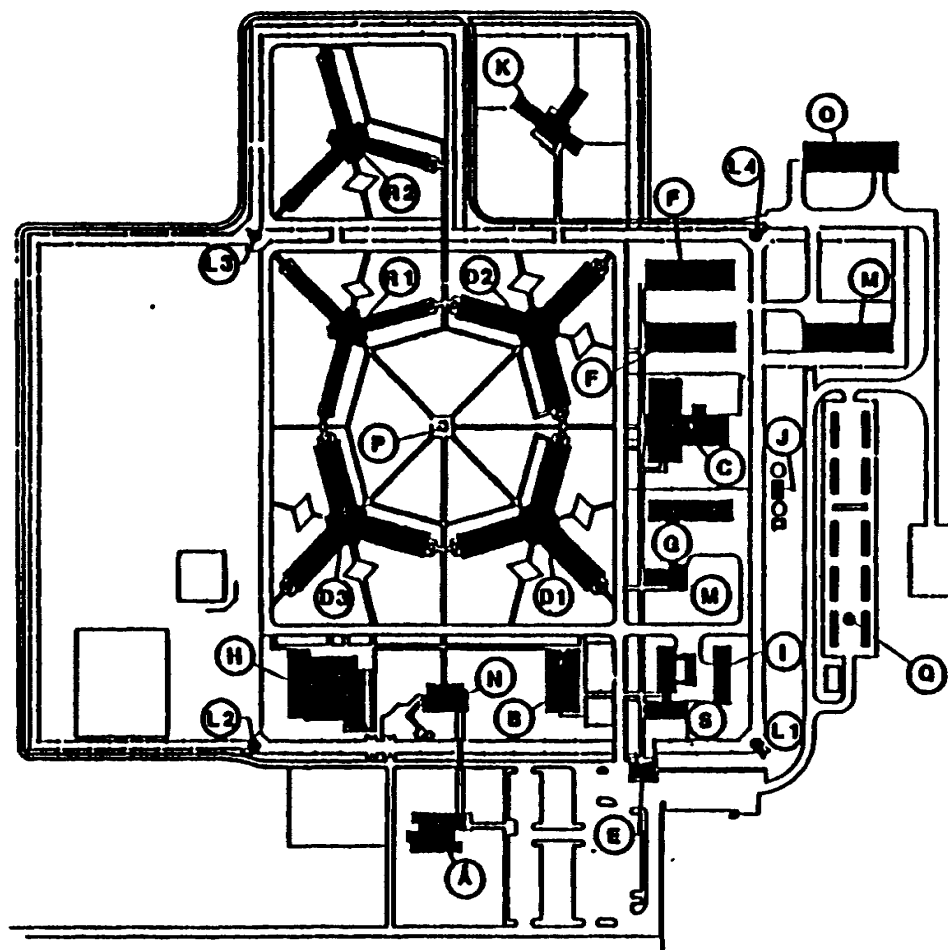
### **b) External Considerations**

Exterior lighting is adequate with one to five average footcandles in various areas.



**SECTION C**  
**NORTHERN NEVADA CORRECTIONAL CENTER**





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NORTHERN NEVADA CORRECTIONAL CENTER - CARSON CITY

## BUILDING SCHEDULE

- (A) ADMINISTRATION
- (B) CLASSROOM & LIBRARY
- (C) FOOD SERVICE
- (D) DORMITORIES
- (E) GATE HOUSE
- (F) INDUSTRIAL BUILDINGS
- (G) LAUNDRY & BOILER PLANT
- (H) MULTI - PURPOSE BUILDING
- (I) PLASMAPHERESIS BUILDING
- (J) PUMP HOUSE
- (K) PSYCHIATRIC UNIT
- (L) TOWERS
- (M) VOCATIONAL BUILDINGS
- (N) VISITORS BUILDINGS
- (O) WAREHOUSE
- (P) YARD SUPERINTENDENT
- (Q) HONOR CAMP
- (R) HOUSING UNITS
- (S) INMATE CONTROL CENTER & INFORMATION





## PRISONS' ANALYSES (continued)

### NORTHERN NEVADA CORRECTIONAL CENTER - Stewart, Nevada

#### Background:

This facility was master planned and built in stages over a number of years ranging from 1961 to the present. Originally the prison was designed as a minimum security facility, but inmate classification warranted conversion to a medium security facility in the late 1960's, and another security fence was added. The warden is Mr. John Slansky. The current population is 892 inmates.

#### Security:

This medium security prison is located on a nearly flat site with a double twelve-foot high perimeter fence separated by twenty feet, with three strands maximum of razor wire between and on the fences. There are four towers—one on each of four corners of the original compound. Now a fifth housing unit and a psychiatric unit are sited east of the former compound and included in the double-fenced section. Security of the fifth housing unit is enhanced by two pivoting television cameras mounted on pedestals east of the building. Access to the institution is in two locations. The visiting access is from the administration building west of the complex. The vehicular and system gatehouse access is from the former visiting sally port and current administrative building at the west perimeter near the southwest corner of the facility.

Surveillance of the perimeter is generally adequate, although the view of the east fence adjacent to the two newest housing units is poor, according to John Slansky.

A clear view of the interior yards is not possible from the towers. The gymnasium blocks much of the view from the northwest tower. The vehicular sally port can't be seen adequately from the southwest tower because of distance and the obstructing administrative building.

The Armory is currently located in the control office at the gatehouse and, according to Warden Slansky, is accessible from the yard.

The building locks are generally cylinder locks with some Mogul locks used in the gate hardware on the yard. Hardware for exterior doors on the three oldest housing units is quickly deteriorating and should be replaced immediately. The fourth housing unit uses deadbolts in the residents' rooms. The fifth housing unit and psychiatric unit have Kam locks, which have stood up well in the limited time they have been in use.

The visiting building and yard are within view of both the control station in the administration building and the visiting sally port.

New yard lighting at Housing Unit 5 is intense, high-tower mass lighting, and perimeter lighting is adequate. Other interior yard lighting is poor.

Refer to Appendix B regarding a court case which affects staffing.

## Northern Nevada Correctional Center (continued)

### Control:

Separation of inmates is achieved through interior yard fences separating the first four housing units from the dining and vocational-industrial area. The two new housing units are also separated by fences from the Main Yard. Athletic fields to the north are separated from the Main Yard as well.

Housing units are "Y"-shaped or, in the case of the new psychiatric unit, "T"-shaped. These naturally separate populations within the units, whether they be in inmate dorms or single occupancy cells. Buildings are largely separated by considerable space.

### Housing:

The three original housing units (dorms) are "Y"-shaped with four 12-inmate dorms in each of three wings to total 144 inmates design capacity per housing unit. (Many of the dormitory rooms are bunked beyond design capacity, and the day spaces at the wing ends are, at the writing of this report, containing bunks as well.) Day space occurs in the central core of the older units but is not being used for anything but cross circulation.

Housing Units 4 and 5 are also "Y"-shaped but have single occupancy cells, which in many cases are actually double bunked. A central control office is at the center of the "Y" and commands a view down all three corridors. Dayroom space occurs at the center core in a variety of forms: a T.V. viewing room, crafts room and equipment issue and coffee rooms. Eight isolation cells exist in the end of one of the wings. (Housing Unit 5 is currently being used to hold protective custody and psychotic inmates. The psychotic inmates will be relocated to the new psychiatric (still under construction) housing unit when that is opened for occupancy.)

The psychiatric unit has not been used yet and analysis would be premature.

### Daily Schedule:

The inmates rise between 6:30 and 8:00 A.M. and are fed breakfast from 6:30 A.M. to 9:00 A.M., lunch from 11:30 to 1:00 P.M. and dinner from 3:30 to 5:00 P.M..

Vocational and industrial program hours vary with programs, but generally they begin at 7:30 A.M. and end at 4:00 P.M.

Visiting hours occur from 9:00 A.M. until 4:00 P.M. on Monday, Tuesday, Friday, Saturday, and Sunday of each week.

### Vocational and Industrial Programs:

There are 78 inmates working in various industrial programs.

#### Mattress, Upholstery and Pillow Assembly

The inmates are currently making mattresses and pillows, which can be sold within the state and particularly for state clients. Mattresses and pillows for the Southern Desert Correctional Center are being made here. (This program, excluding upholstery, is about to be transferred to Nevada State Prison.)

## **Northern Nevada Correctional Center (continued)**

### **Carpentry and Furniture Making**

The furniture shop supplies a variety of desks, chairs, tables and other office furniture to state offices. (Currently the various styles of each type of furniture are being photographed for catalog display for distribution to potential buyers.)

### **Metal Products**

All of the state historical marker signs are made in the metals shop. Inmates also made the tables and bed frames for the Southern Desert Correctional Center in Indian Springs.

### **Metal and Welding Instruction**

A full-time instructor leads metal and welding instruction. There are currently four inmates working in metals. When inmates show sufficient proficiency in necessary skills, they transfer into the industrial program from the vocational program. Painting instruction is taught in conjunction with metals.

### **Paint/Auto Body**

This program occurs within the south industrial building. Inmates do auto body repair, including painting, for state vehicles.

### **Automobile Repair Instruction**

Located in the northwest section of the west industrial building, the program is mainly for the maintenance of department vehicles, but some instruction is included.

### **Landscaping Instruction**

Landscape instruction is taught with the purpose of placing former inmates in landscape contracting companies. A wide variety of skills is taught, including sprinkler layout and sizing, landscape plant material design, and small engine repair.

### **Baking Instruction**

Bakery instruction is largely an on-the-job training program. Baking for seven different locations is done within the institution. Baking includes breads and rolls, raised and cake doughnuts, cookies and other related items.

### **Laundry and Dry Cleaning**

This program provides instruction as well as laundry and dry cleaning service to Nevada State Prison, Northern Nevada Correctional Center, and Nevada Women's Correctional Center.

In general, the industrial programs serve only a small segment of the population. The vocational program, like the industrial, is occupying a small number of inmates. Staff size and working space for both industry and vocation are a limitation. Income from

## Northern Nevada Correctional Center (continued)

industry, though not large, may have the potential for growing, especially if the law were to allow interstate sale of manufactured articles. (An experimental program is about to test this possibility.)

No written statement of goals and objectives exists for these programs although an Industry Advisory Committee has developed a mission statement and is working on specific goals and objectives.

### Physical Education and Recreation:

The gymnasium, except for the dining hall and housing units, is the most-used building in the institution. Recreational basketball and weightlifting are the two most popular activities, but others include boxing and softball.

A music practice room is also available in the gym, as well as a multi-purpose meeting room (currently being used to house inmates).

A small, twenty-seat chapel is located in the gym.

### Food Service:

The dining room has approximately 75 four-inmate tables, seating a total of about 300 inmates. The dining area has an absence of floor drains, which would allow much easier scrubbing and a cleaner space. Another existing dining room has been remodelled into dormitory space in the west end of the building.

The kitchen, though heavily used, seems quite functional except that after seventeen and a half years of use much of the cooking equipment is wearing out and new replacement equipment has been requested. Examples of worn equipment include reach-in refrigerators and ovens. In the bakery, proof boxes and automatic dough dividers are needed.

The can wash is too small, drains poorly, and is not sanitary. Existing grease traps are too small, but a new one is about to be installed. Floor drains don't exist in certain parts of the kitchen where water stands. The dishwashing room has inadequate ventilation. The ceilings are badly deteriorated. Storage facilities are small.

### Laundry and Dry Cleaning Facilities:

The facility does laundry and dry cleaning for Nevada State Prison and the Women's Correctional Center in addition to Northern Nevada Correctional Center. One new washer has been purchased while two existing machines are badly worn. The sheet press unit is also worn.

### Visiting Program:

Because of the number of inmates currently incarcerated, visiting facilities are taxed to the limits for space. The fire marshall allows no more than 132 people in Visiting at one time. Thus, on holidays and weekends when visitors stay longer, they often have to be asked to leave to allow for additional visitors to enter that would otherwise exceed this limit of 132 people.

## Northern Nevada Correctional Center (continued)

There are seats for approximately 70 people in the visiting area in soft chairs or sofas (not a very successful application of soft furniture because of wear and tear) and for about 12 at game tables. An outside visiting section has seating for 12 at picnic tables. Additional area exists for sitting on the lawn.

### Medical/Dental Facilities:

The infirmary treats the inmates of this institution and some from Nevada State Prison for a middle level of care. Seriously ill patients usually are taken to Carson-Tahoe Hospital. A dentist (two chairs are available) spends about 60% of his time at this institution. The infirmary ward has 20 beds—now double bunked. An X-ray unit now exists in what was formerly a ward.

### Maintenance and Storage Facilities:

The institution has maintenance facilities in converted spaces once used for other needs. The vehicle maintenance/repair shop is smaller than it should be but is well organized and neat. The boiler room is neat and clean and well kept.

Storage facilities include a warehouse just east of the east main fence near the southeast guard tower and various storage areas contiguous to spaces which they serve. This warehouse is used to house supplies for several prison facilities in northern Nevada.

## **NORTHERN NEVADA CORRECTIONAL CENTER - Carson City, Nevada**

### **Heating and Cooling:**

#### **a) Limiting Factors**

Limiting factors for expansion are a function of the expansion location to the central heat plant. The existing distribution system will accept some increase in capacity. The amount of increase available depends on how much energy is needed and where. Any major expansion will require extension of mains and additional pumping.

The heating and ventilating systems in the older housing units are in poor repair and require modernization. Terminal equipment is approaching the end of its useful life.

#### **b) External Considerations**

The feeder line serving the facility with natural gas is approaching capacity. However, Southwest Gas Corp. has a main distribution line adjacent to the site to provide almost unlimited natural gas for any future expansion. The gas company has authority to reduce the number of service hours in case of emergency.

### **Plumbing:**

#### **a) Limiting Factors**

If additions are proposed, then plumbing facilities must also be expanded. The water and sewer distribution systems are adequate to accommodate some minor expansion.

The primary present limiting factors are in the area of water supply and storage capacity. Presently two 40,000-gallon storage tanks exist. These tanks do not provide enough storage capacity for the present facility and, therefore, do not allow facility expansion without improvement. Also, one tank is leaking badly.

Two wells provide the facility water supply. One well has a capacity of 85 gpm and the other 120 gpm. During most of the year one will operate continuously and will presently supply the required domestic water for the facility. During the summer both pumps are needed to satisfy demands.

A well at the Prison Farm has been found to be of acceptable quality for drinking water. Pending further testing, this well could provide an additional capacity of 350 gpm. A second well at the Prison Farm is not of acceptable quality for potable water.

#### **b) External Considerations**

Water systems are adequate and in good service condition. The wells are in good repair. Water storage is adequate but less than desirable. Should expansion of the facility be considered, additional storage will be mandatory.

Sewer systems are adequate and in good service condition. Almost unlimited capacity exists in the off-site city sewer mains to the south of the facility. However, Carson City has expressed reluctance to add large, new loads to its sewage treatment plant, which is nearing capacity. The passage of a sewer bond issue may alleviate this condition.

## Fire Protection:

### a) Limiting Factors

The limiting factor for the facility fire protection is water supply. The existing water storage and well capacity cannot provide adequate fire streams to combat a major fire; however, the fire department feels that the system has adequate water supply potential.

An interconnection exists to both Prison Farm wells. Those wells can supply additional water for fire protection. However, the interconnection is very difficult, requiring several valves to be manually re-positioned, which takes about fifteen minutes.

### b) External Considerations

The lack of adequate water flows from the wells and lack of adequate water storage are major problems. Presently, a major fire could easily become uncontrollable due to lack of water. The Carson City Water System has a major water main on the north end of the Northern Nevada Correctional Center property line, which is potentially available for fire protection. Topping the main would require approximately a half mile of new water service piping.

## Electrical:

### a) Limiting Factors

Although the 2500 amp switchboard has no spare circuit breakers available, it is only about half loaded to capacity. New additions from this board will require a major modification to incorporate additional circuit breaker space for new feeders. The transformers feeding the switchboard are fairly old and not in good condition. We recommend replacement of these transformers if any major additions are contemplated.

The dormitory buildings are fairly loaded to capacity. Additions over the years have taken up much of the spare capacity originally designed into the system.

The new psychiatric unit was designed with spare capacity for about thirty additional cells. With this recent addition the emergency power distribution overcurrent protection circuit breaker had to be increased to its maximum potential of 400 amps. Virtually no, or very little, additional standby power is available for additional use.

The boiler room building is where the main switchgear is located. Spare capacity is available as mentioned above.

Many duct banks within the facility are now full. Any new routing of conductors within the facility may or may not require trenching and backfilling, depending on size and location.

The 400 amp service at the warehouse building is adequately sized and easily has twenty to thirty percent spare capacity available for expansion.

### b) External Considerations

Exterior perimeter lighting is sufficient. The utilities 4160 and 12,500 voltage primary power source can provide additional power if and when required for any type of project.

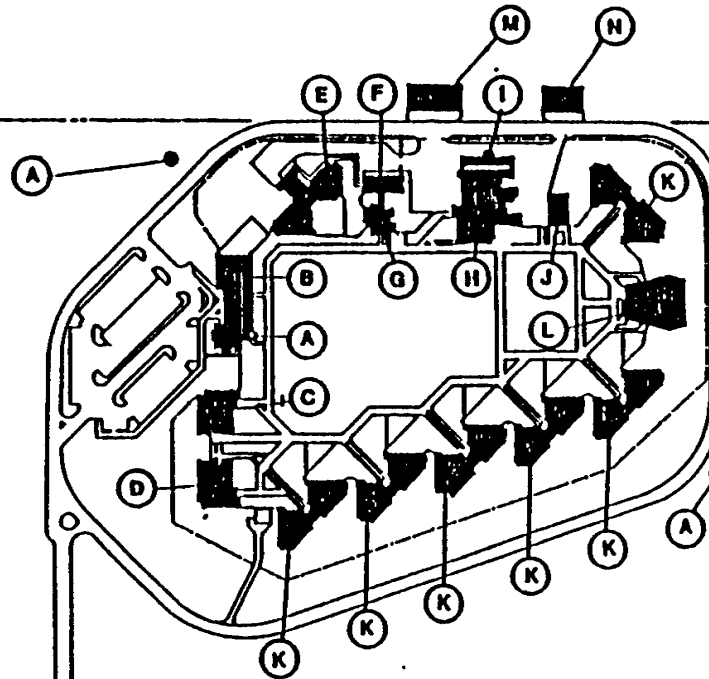




SECTION D  
SOUTHERN NEVADA CORRECTIONAL CENTER



# BUILDING SCHEDULE



- (A) TOWERS
- (B) ADMINISTRATION / VISITING
- (C) VOCATIONAL / LIBRARY
- (D) EDUCATION / CHAPEL
- (E) RECEPTION DETENTION UNIT
- (F) HOSPITAL
- (G) INFIRMARY
- (H) FOOD SERVICES / CANTEEN
- (I) VOCATIONAL / CRAFT-HOBBY
- (J) LAUNDRY
- (K) HOUSING UNIT
- (L) RECREATION BUILDING
- (M) FIRE STATION / VEHICLE MAINTENANCE
- (N) WAREHOUSE / SHOPS

0 200 400  
FEET



SOUTHERN NEVADA CORRECTIONAL CENTER - CLARK COUNTY



## PRISONS' ANALYSES (continued)

### SOUTHERN NEVADA CORRECTIONAL CENTER - Jean, Nevada

#### Background:

This institution was originally designed as a minimum security detention facility for first-time offenders less than 25 years of age. However, it has never been used as it was designed. Upon completion of construction, it was converted to a medium security prison for all types of offenders. The construction of most of the buildings, except housing, is wood frame with plaster skin. Finishes in most cases are typical construction and not vandal resistant. The facility has been completed in three phases: Phase I was completed in January, 1978; Phase II, which added the administration building, was completed in April, 1978; and Phase III added two housing units, an education building and maintenance buildings completed in August, 1979. Mr. William Lattin is Warden of the institution. There are currently 562 inmates in residence. Inmate Division of Forestry crews presently working out of this institution daily will soon be relocated to the Southern Desert Honor Camp.

#### Security:

All buildings in this institution are oriented toward a central open space, with the entrance to each from the yard. The back sides of all buildings are adjacent to the perimeter fence with the area between the building and fence restricted. The front tower has visual control over the yard but a very limited view of the perimeter fence, sally port, canteen, vocational buildings and parking lot areas. The tower at the gymnasium is not being used. The perimeter fence is augmented by a roving perimeter patrol car. Two new towers have been funded and are under construction. They are located in such a fashion that the two together can have a line of sight along the entire perimeter. Some areas of the perimeter fence have movement sensors. However, the windy conditions of the area have caused false alarms at times. Perimeter lighting consists of high-tower mass (sodium quartz lighting clusters) and lights mounted on most of the buildings.

The armory is located directly below the guard tower on the second floor level over custody administration. However, due to the lack of security-type windows on the first floor administration custody area, it is accessible from the yard. Non-security-type doors exist at the stair and armory accesses. One of the new towers under construction will contain the armory.

In the visiting area an inmate has but to push out a plastic window and smash one door to be completely outside the institution. A metal detector is used to screen visitors.

The typical inmate rooms are 80 net square feet in area. The doors to the rooms lack sufficient strength for the type of inmate being housed. Although visual supervision of dayrooms and entrance to inmate rooms is good from the Control Room, correctional officers have no means of extricating themselves from this area in the event of riot and thus are very vulnerable. Shower stalls are badly deteriorated. These units are essentially concrete block construction.

Desert Hall, the detention and reception housing unit, is of the same construction as the other housing units.

## Southern Nevada Correctional Center (continued)

The walls of the inmate canteen and pill dispensing unit of the dispensary are of soft construction; i.e., wood framing with a plaster skin.

### Control:

All inmates share the common yard area for exterior exercise except those housed in Desert Hall, for which a separate small area is provided, separated from the main yard by a concrete wall.

Typical housing units provide room for 50 inmates (design capacity). The housing units are subdivided into two areas of 25 inmate rooms each controlled by one Control Room.

Visual control within housing units is good for the most part. However, some doors to inmate rooms cannot be seen from the Control Room. Also, mechanical rooms and chases are accessible from the dayroom areas.

### Housing:

The typical inmate housing units have 50 inmate rooms of 80 square feet each. There are six of these units. The reception and detention unit, Desert Hall, has 46 inmate rooms and four isolation rooms. Total housing or design capacity is 350 inmate rooms for the entire institution. (Double bunking is occurring in most rooms.) Locks to inmate rooms are wearing badly.

There are two dayroom spaces in each housing unit. Each dayroom has 1,350 square feet and is utilized by 25 inmates, which translates to 54 square feet per inmate.

### Daily Schedule:

The inmates rise at 6:30 A.M., have breakfast from 7:00 A.M. to 8:00 A.M. and at 8:00 A.M. proceed to various jobs. However, only approximately 25% of the inmate population has jobs. Lunch is from 11:15 A.M. to 12:45 P.M., and dinner occurs from 4:00 P.M. to 5:15 P.M. Educational classes are held from 12:30 P.M. to 9:00 P.M.

Visiting hours are 12:00 P.M. to 8:00 P.M. Thursday through Sunday.

There are formal head counts at 6:00 A.M., 11:00 A.M., 3:00 P.M., and 9:00 P.M.

### Programs:

The Southern Nevada Correctional Center lacks sufficient industrial and vocational programs. There is very little space for these programs, and what space exists is makeshift and inadequate. Only 25% of the institution's population has a daily work schedule, leaving all others with no active program to follow. No written goals and objectives for programs exist.

Hobbycraft, woodworking and ceramics are programs that are going on. However, the limited space and equipment allocated to them restrict any expansion.

## Southern Nevada Correctional Center (continued)

The educational programs include basic G.E.D., a remedial reading program, high school level courses, and a limited number of community college courses. There is a severe understaffing problem—only one teacher for all the educational programs.

The vocational/industrial programs available are: Landscaping, Auto Mechanics, General Building Trades, Laundry and Dry Cleaning, and Bakery.

The recreational programs include intramural softball and basketball. Weight lifting is popular within the institution but is confined within too small an area. The gymnasium receives more use than almost any other building and is starting to show the impact of the wear and tear from being open 10 hours a day, every day.

There is a wide variety of religious programs available, with several outside groups coming into the institution. The Chapel is adequate in size to accommodate these programs according to the Chaplain.

Other training and activities include an inmate react team, a CPR class, and a fire-training program.

### Food Services:

The kitchen area is suffering from the impact of overcrowding more than the remainder of the institution. The equipment is in bad repair and needs to be supplemented with additional equipment. The Department of Prisons is submitting a list of requested replacement and supplemental items.

Wall and floor finishes in the kitchen area are deteriorating.

The dining room can seat approximately 130 inmates at one time, which means there are several shifts for each meal.

The bakery is used for vocational education purposes in conjunction with its typical function. Wall surfaces are deteriorating in the bakery.

The food warehouse is located adjacent to the kitchen inside the perimeter fence. Dry stores come quarterly and are all stored in the food warehouse. The warehouse is not in direct view by the tower.

### Laundry Facilities:

The laundry does all the inmate and staff clothing for the institution. The machines suffer from constant use. The washer capacity is adequate; however, more washers are needed. The same is true of the dryers. With the demand they now have, more area and machines are needed. There is a tailoring room associated with the laundry located in the vocational building. All clothing repair is done in this area. The laundry and clothing repair fulfills a vocational training function as well as its basic function.

## **Southern Nevada Correctional Center (continued)**

### **Visiting Programs:**

There are approximately 19 tables, seating a total of 74 inmates and guests in the visiting room. The Deputy Warden and Director of Programs, who assisted in our tour, indicates that visiting seems to be the key to the lack of inmate unrest. Since 75% to 80% of the inmate population at the Southern Nevada Correctional Center is from the Las Vegas area, the close proximity of Las Vegas enhances this goal.

The furnishings and finishes of the visiting area have been replaced since the institution was opened. This area receives much wear, so that hard finishes are more easily maintained than carpeting and cushioned furniture.

### **Medical/Dental Facilities:**

The Southern Nevada Correctional Center has both medical and dental facilities. However, the infirmary is limited and cannot function because of lack of staff. There are currently ten inmate rooms in the infirmary which are not used because of this problem. The state is considering contract medical services, but at this writing quotes have been too high.

The pill dispensing unit is adjacent to the yard for access by inmates. However, the exterior wall is of soft construction and easy to penetrate.

There is only one dental chair. With the increased population there is a definite need for a second dental chair, and additional exam rooms are needed to supplement the two existing.

### **Maintenance and Storage Facilities:**

Located on the exterior of the perimeter are two buildings. One houses a shop and dry storage area. The other houses the fire station, auto repair, and equipment storage. The dry storage and shop areas are inadequate for an institution of this size.

There are only three maintenance personnel for the entire institution. These three people are constantly backlogged with maintenance tasks and cannot keep up with the ever-increasing problems.

The canteen storage area is too small and is not secure.

Inmate property space is inadequate for storage needs.



## SOUTHERN NEVADA CORRECTIONAL CENTER - Jean, Nevada

### Heating and Cooling:

#### a) Limiting Factors

The primary limiting factors in the heating and cooling system are in the boiler capacity, the cooling tower capacity and the capacity of the pumping and piping loop:

1. The boilers, although not operating at full capacity, have little life left because of the poor water quality at the facility. All tubes in the back tube sheets were rerolled last year to stop leaks. In our opinion, the boilers probably have only a three- or four-year remaining life. At the time of replacement, larger boilers could be added except that the boiler room is physically very constrained and a larger boiler room would be required.
2. The cooling towers are operating at capacity during hot summer days. No reserve exists for any additions or expansion without increasing the tower capacity. In this type of heat pump system, the tower capacity is critical because the heat pumps will not operate if the cooling loop water temperature exceeds a maximum input temperature. The system presently appears to be operating near that threshold level.
3. The piping loop is at capacity, and pumping levels are peaked. Additional problems exist in the piping, valving and pumping because of the poor water quality. Poor quality water has caused the heating and cooling system to age about thirty years in the brief five-year operating period of the complex. The piping, valves and pumps have already deteriorated to a replacement point. Most valves either do not operate properly or have been replaced. Pumps are leaking or have been replaced, and a large number of piping leaks are becoming apparent.

Although individual buildings are adequately heated and cooled, the central equipment and piping are at maximum capacity levels. The systems, even in existing buildings, will be very hard to add to without major changes and additions to the central equipment. If an expansion of the facility is planned, then the expansion should be large enough in scope to accommodate large capital costs associated with expanding the central equipment.

#### b) External Considerations

LP gas and fuel oil are used to fire the boilers for space heating and cooling. Both fuels are available for delivery to on-site storage.

A better quality water supply must be implemented at the earliest possible date to stop the rapid deterioration of heating and cooling system components. (The solving of this problem has recently been accomplished by chemical treatment of the water.)

### Plumbing:

#### a) Limiting Factors

Most of the limiting factors on the facility plumbing have already been reached since the housing units are being used at twice their intended capacity. Also, all ancillary services, such as laundry and culinary, are being taxed beyond their maximum.

The central water and sewer services are quite generous and could accommodate a large addition without major revision.

#### b) External Considerations

The central water and sewer services are quite generous and could accommodate a large addition without major revision. Doubling the facility size is within reasonable limits.

The water system originates from a well and is distributed through the Jean Utility Systems, Inc. The water system includes a very large on-site water storage tank. This water has been of poor quality historically but has recently been improved by chemical treatment.

The State is presently developing a new, higher quality water source. When this has been accomplished, the new water will be used exclusively for drinking water and domestic uses. (The Jean Utility Systems, Inc. water would then be diverted for irrigation and fire protection.)

The sewer system is a lagoon system operated by the Jean Utility Systems, Inc. It is quite large and is functioning properly. The State is in the process of acquiring it.

### Fire Protection:

#### a) Limiting Factors

Should an expansion be planned for the facility, the fire protection can also be easily expanded. Doubling the facility is within reasonable limits.

#### b) External Considerations

An adequate water supply is present adjacent to the site to provide ample water for fire protection. The 8" fire line for the facility connects to a 14" line at the property line. These will be purchased from the Jean Utility Systems, Inc.

### Electrical:

#### a) Limiting Factors

Although ample spare capacity exists for major construction, the 1200 amp feeder to the culinary building is overloaded. The 1200 amp fuses have blown on several occasions.

In the reception/detention unit, wiring installation is accessible inside the cells. Inmates have worn insulation from the door lock wiring by working the doors back and forth. Door control console wiring is untraceable and should be labelled for maintenance. Light fixtures are not of the prison-grade type, and most are broken or damaged.

The housing units' electrical systems are commercial grade rather than maximum security type, and wiring is accessible.

When the two standby generators are on line, a ground fault indication is seen at the main switchboard. This is probably due to the partial paralleling of the two generators, which causes backfeed through the system neutral and eventually shows an imbalance to the zero-sequence-type ground fault protection equipment. The governors are also running the generators too fast, and ballasts on light fixtures are burning out.

b) External Considerations

Capabilities do exist to bring in additional power from the electric utility if the situation arises. Exterior lighting is adequate.



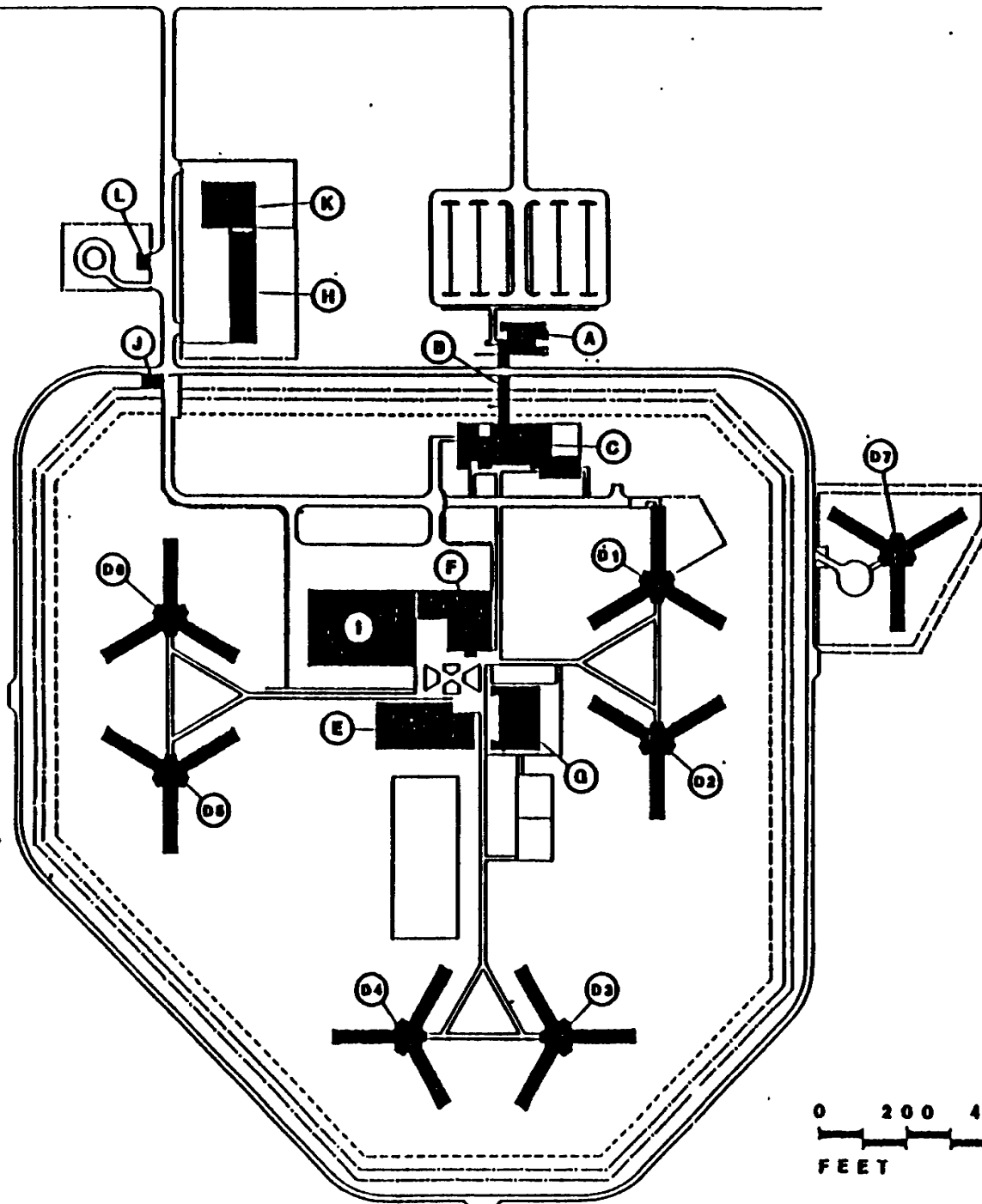
**SECTION E**  
**SOUTHERN DESERT CORRECTIONAL CENTER**



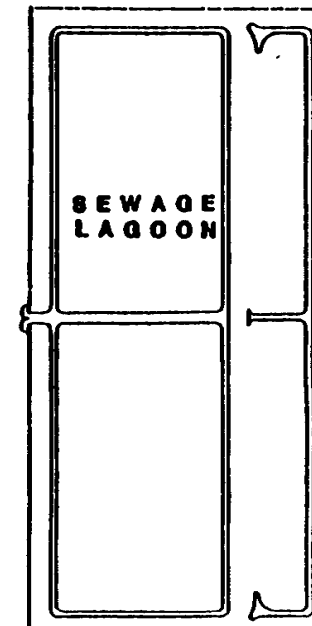
# BUILDING SCHEDULE

- (A) ADMINISTRATION
- (B) PEDESTRIAN TUNNEL
- (C) CENTRAL CONTROL / VISITING / HEALTH SERVICES
- (D) HOUSING UNITS
- (E) EDUCATIONAL BUILDING
- (F) FOOD SERVICES / LAUNDRY
- (G) RECREATION BUILDING
- (H) CENTRAL PLANT / MAINTENANCE / FIREHOUSE / GARAGE
- (I) INDUSTRIAL / VOCATIONAL BUILDING
- (J) TOWER
- (K) CENTRAL STORES
- (L) PUMP HOUSE

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SOUTHERN DESERT CORRECTIONAL CENTER - CLARK COUNTY





## PRISONS' ANALYSES (continued)

### SOUTHERN DESERT CORRECTIONAL CENTER - Indian Springs, Nevada

#### Background:

Southern Desert Correctional Center is presently in the finishing stage of construction of the main facility at this point and is being occupied in phases. The first group of inmates was housed in May, 1982, and the remainder will arrive on a scheduled basis as the facility comes on line. This is to allow for an orderly transition and to allow staff and inmates to become accustomed to the facility. Because it has not as yet become fully operational, it is difficult to fully assess the workings of the facility. In addition, Housing Unit No. 7 is presently under construction and is scheduled to be available in November, 1982. There are currently 230 inmates in this facility at this writing during move-in. Boyd Marsing is warden of this facility.

#### Security:

The facility was designed and built as a medium security facility to house 612 inmates and serve the Southern Nevada area. Thirty-four beds of the facility will be used for reception, classification, and housing of disciplinary cases. There will now be classification centers in the north (Northern Nevada Correctional Center) and south. The classification wing of Unit D-1 has a higher level of security, is segregated from the main prison population, and includes a separate, fenced recreational area.

Perimeter security consists of two twelve-foot-high, six-gauge chain link fences spaced twenty feet apart. Each fence has diagonal arms at the top and a roll of razor wire mounted to the arms. The arms are breakaway-type to release under the weight of a person. Another roll of razor wire is mounted on each fence halfway up. Between the fences are thirteen rolls of razor wire covering the entire twenty-foot width.

Thirty feet inside the perimeter fences is located a microwave and infrared detection system for detecting anyone approaching the perimeter. The system is zoned, and if a person is detected by the system, an alarm is raised and the zone pinpointed in the Central Control, the perimeter security vehicles and the tower. A four-foot-high chain link fence defines the electronic system to discourage tampering or trespassing into the scanned area.

A perimeter road surrounds the perimeter and is located outside of the main fence. It is designed to provide a continuous vehicle patrol.

Perimeter lighting and interior yard lighting consists of high-tower mass lights (sodium quartz lighting clusters.)

One sally port is the only break in the perimeter security fencing. It is designed to provide vehicle access to the compound and is adjacent to the tower, which is just outside the perimeter security. Pedestrian access (visitors, etc.) is from the main administration building outside the compound through a tunnel under the perimeter road and fencing to the Visitors' Center and Central Control. The Armory is located in the base of the tower.

Central Control, located in the Visitors, Classification and Medical Building, is designed to be the operational center of the facility and is protected by intrusion-resistant

## **Southern Desert Correctional Center (continued)**

glass, reinforced block, grille gates, CCTV and security doors. The span of view of the CCTV is too broad for one correctional officer to easily view in one position.

The main square of the facility has a post for correctional officers to control the educational building as well as view the activities of the square itself. Each housing unit has a control center located in the middle of the unit for visual control of each inmate room door. Each wing of the housing units can be isolated through rolling grilles, which are activated at the housing unit control center.

The Visitors' Center is designed for both contact and non-contact visiting. Visitors are screened through metal detectors and can be seen by officers in Control. Search facilities are provided for inmates leaving Visiting.

### **Control:**

Common recreational yards are provided for all inmates except for those in Classification, which has a separate yard. Six housing units, each with a capacity of 102 inmates, are controlled individually with their own control rooms. Each unit has three wings, each housing 34 inmates, and each of these wings can be isolated. Each housing unit is programmed to have two correctional officers on duty at all times. Large open spaces occur between most buildings. The tower does not allow optimum vision because of a horizontal structural element, nor does it allow convenient gun positioning.

### **Housing:**

The typical housing unit houses 102 men in three wings of 34 cells each. Each cell is 67.5 square feet and is a single bunk cell. Dayroom space is 2400 square feet and is provided in the core of each housing unit. Total capacity of the facility is 612 with another housing unit (No. 7) coming on line in November to bring the total to 714. Housing unit corridor ends are glazed with normal glass, which is not sufficiently secure.

### **Daily Schedule:**

Schedules are being developed at this point since the facility is only partially occupied. It is anticipated that visiting will occur only on the weekends from 10:00 A.M. to 10:00 P.M., with 10:00 A.M. to 8:00 P.M. on holidays. Formal programs are being developed as staff become familiar with the facility, and industry will be developed as soon as possible.

### **Programs:**

The facility has areas for various types of programs, including recreational, educational, industrial and food service. Many of the programs that presently exist at the other institutions are planned for Southern Desert Correctional Center, such as G.E.D., high school level courses and possibly some community college courses. The industrial area will contain some 40,000 square feet.

## **Southern Desert Correctional Center (continued)**

### **Food Service:**

A complete culinary facility is provided, including bakery, preparation, storage, service, dining and classrooms. Two dining rooms will be in use with a common dishwashing facility located between them. The main storage warehouse is located outside of the compound perimeter. Because the facility is new, not enough time has passed yet to determine any operational problems.

### **Laundry Facilities:**

Complete laundry facilities are located next to the food services. Included are both wash and dry and dry cleaning. This unit has not yet been put on line.

### **Visiting Programs:**

A Visitors' Center has been developed. Initial plans are for visiting on weekends only, from 10:00 A.M. to 10:00 P.M., with 10:00 A.M. to 8:00 P.M. on holidays. Both contact and non-contact visiting are available.

### **Medical/Dental Facilities:**

A medical/dental facility is provided for the facility, although Southern Nevada Correctional Center contains in-patient rooms for all southern prisons. Included are three medical exam rooms, two isolation rooms, two treatment rooms and a dental facility, along with necessary offices for nurses, doctors, etc.

### **Maintenance and Storage Facilities:**

Maintenance and storage facilities outside the compound are under construction at the present time.

## **SOUTHERN DESERT CORRECTIONAL CENTER - Indian Springs, Nevada**

### **Heating and Cooling:**

#### **a) Limiting Factors**

Typical of heat pump systems, the limiting factors relate to the distribution system, to the central heat source capacity, and to central heat rejection equipment capacity. The design of the distribution system was done without provision for major expansions. Such expansions, if desired, would require major changes and expansion of the distribution system. Similarly the central heat source equipment and central heat rejection equipment were designed for the present complex size and would have to be expanded as necessary. Solar domestic water heating is available in the housing units.

#### **b) External Considerations**

Steam and heating distribution piping is generally sized to accommodate the existing loads in the complex. Some expansion could be handled by using up the reserve capacity which occurs in every system. However, major expansions will require significant changes in the external heating and cooling piping. In fact, no expansion to this facility, beyond a minor room here or there, should be planned without also planning a major expansion of utility services. Capability of adding solar panels arrays for space heating exists for the institution.

### **Plumbing:**

#### **a) Limiting Factors**

Additional buildings can quite easily be added to the plumbing systems.

#### **b) External Considerations**

Water supplies and sewage treatment facilities are very adequate. This facility has adequate water storage, 600,000 gallons, and proper and sufficient sewage treatment in its two lagoons.

The piping systems are also new and modern. In that context they can be easily expanded and added to.

The plumbing utilities can stand expansion in the magnitude of 25% to 30% of facility area without major expansion.

### **Fire Protection:**

#### **a) Limiting Factors**

The overall facility fire protection is satisfactory. The complex has adequate fire water storage, fire pumps and sufficient fire hydrants. The fire protection system can easily be expanded.

b) External Considerations

Since the complex is self contained and new, few external fire considerations exist. The fire water sources are adequate for the complex as it exists and for expansion to the complex.

Electrical:

a) Limiting Factors

The design for the facility utilized mainly current state-of-the-art methods. Ample spare capacity has been provided to foresee most expansion requirements over the next five or six years.

b) External Considerations

Exterior lighting is very good. An outside utility company can provide additional power. However, as stated above, the 4160V high-voltage distribution is large enough to provide much spare capacity for additional buildings.

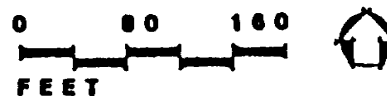
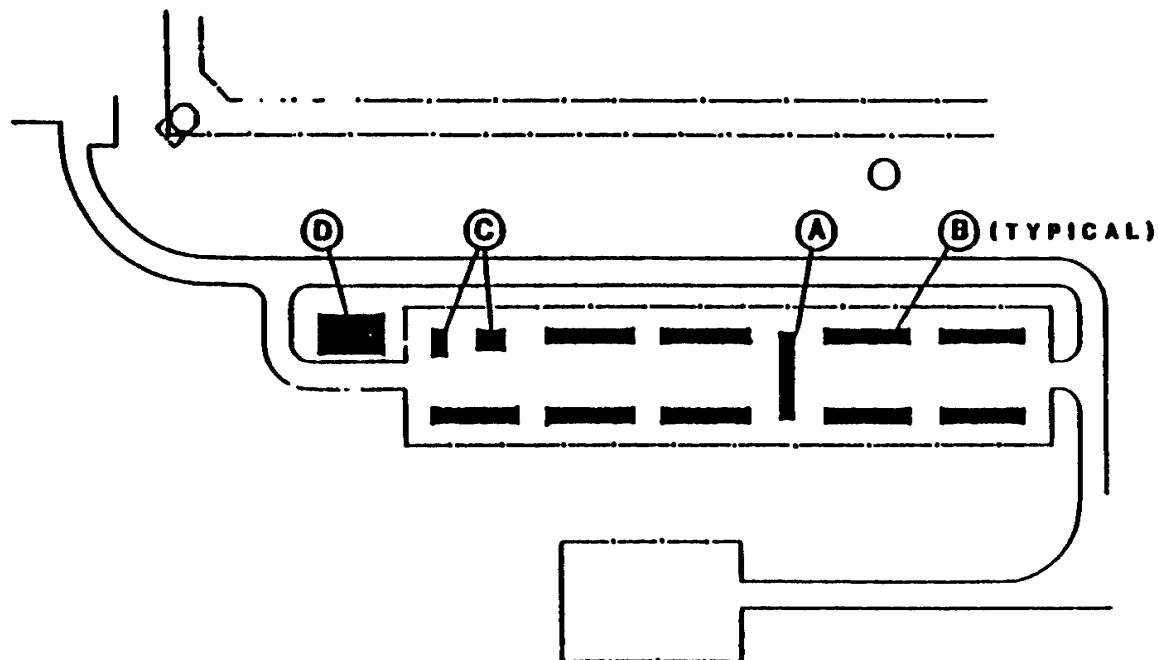


**SECTION F**  
**NORTHERN NEVADA HONOR CAMP**





- (A) ADMINISTRATION
- (B) HOUSING UNITS (9)
- (C) STORAGE
- (D) FOOD SERVICES



NORTHERN NEVADA HONOR CAMP - CARSON CITY



## PRISONS' ANALYSES (continued)

### NORTHERN NEVADA HONOR CAMP - Stewart, Nevada

#### Background:

The honor camp to allow inmates to work for the Nevada Division of Forestry was founded in 1978. It is located just south of and adjacent to the Northern Nevada Correctional Center at Stewart, Nevada. The original size was for 36 inmates. It was later expanded to serve a total of 72 inmates in 1979-80. It has a current population of 109 inmates.

#### Security:

As in the other honor camps and restitution centers, the security relates to responsibility given inmates for their behavior. In this facility a single eight-foot high chain link fence surrounds the entire facility. (This facility is within view of the southwest Northern Nevada Correctional Center tower.) Units are placed relatively near fences, blind spots do occur between buildings, and the individual building security is residential in character.

#### Housing:

Nine 12-person modular units are used to house inmates. The unit sizes are 12' x 66'. Each unit is equipped with a toilet in one end, equipped with 1 urinal, 1 shower, 2 water closets and 2 lavatories.

Dayroom space does not exist.

#### Daily Schedule:

Inmates typically rise and eat breakfast from 6:30 to 8:00 A.M., eat lunch from 11:30 A.M. to 1:00 P.M., and dine from 3:30 to 5:00 P.M.

Work times vary between the hours of 7:30 A.M. and 4:00 P.M. with a lunch break in between.

Visiting occurs between 9:00 A.M. and 4:00 P.M. each Monday, Tuesday, Friday, Saturday and Sunday at the Northern Nevada Correctional Center visiting center.

#### Programs:

The primary program is the work opportunity. Inmates work for the State Division of Forestry in a variety of experiences, mainly forest conservation tasks.

On occasion they return to Northern Nevada Correctional Center for recreation, such as softball or basketball participation.

#### Food Service:

A larger relocatable building, 30' x 75', is used for cooking and dining. The kitchen is adequate for small commercial cooking. The menu parallels that of Northern Nevada Correctional Center.

## Northern Nevada Honor Camp (continued)

### Laundry Facilities:

Laundry is served by the adjacent Northern Nevada Correctional Center. There is a residential washer/dryer in the office.

### Visiting Programs:

Visiting occurs at the Northern Nevada Correctional Center visiting center.

### Medical/Dental Facilities:

Northern Nevada Correctional Center facilities provide both medical and dental service for the honor camp.

### Maintenance and Storage Facilities:

Facilities for maintenance and storage are shared with Northern Nevada Correctional Center by virtue of their location adjacent to the existing medium security facility.

NORTHERN NEVADA HONOR CAMP - Carson City, Nevada

Heating and Cooling, Plumbing, Fire Protection:

a) Limiting Factors

Since the housing units are mobile homes, the units cannot accommodate additions. However, additional housing units could be added, depending on site utilities.

b) External Considerations:

The gas distribution system capacity is marginal. Additions cannot be made without improving the gas service to the site. (Gas is provided from the Northern Nevada Correctional Center gas distribution system.)

The water supply is from Northern Nevada Correctional Center. The water supply line can accept additions, but water supply at Northern Nevada Correctional Center is limited.

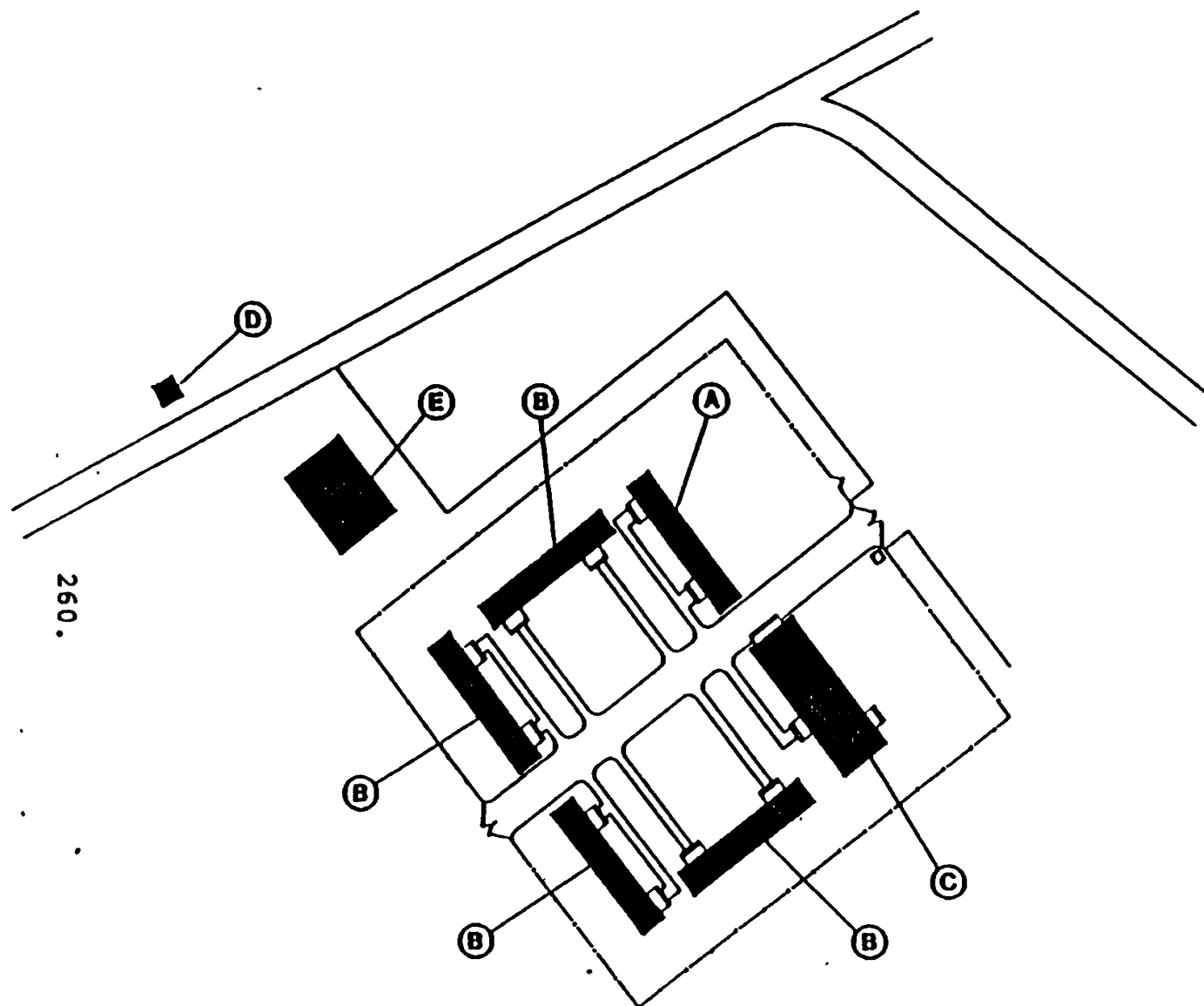
Fire Protection on the site is adequate, provided sufficient water is available from Northern Nevada Correctional Center.



**SECTION G**  
**LINCOLN COUNTY HONOR CAMP**







- (A) ADMINISTRATION
- (B) HOUSING UNITS
- (C) KITCHEN & DINING
- (D) WELL
- (E) FORESTRY BUILDING

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LINCOLN COUNTY HONOR CAMP - PIOCHE



## PRISONS' ANALYSES (continued)

### LINCOLN COUNTY HONOR CAMP - Pioche, Nevada

#### Background:

This facility was opened in January, 1980, and has been relocated once since to a more suitable location. Sergeant Vel Washburn administers the program through Southern Nevada Correctional Center. There are currently 35 inmates in residence. Property for this institution is leased from Lincoln County.

#### Security:

Security in honor camps is considerably less than that of medium security prisons because of the classification of inmates serving in this type of institution and the conditions placed on them when serving.

The mobile units are placed in a rectangle around a central yard. There is a single eight-foot-high chain link fence surrounding the facility. Individual mobile unit housing security is minimal because the doors have standard hardware.

#### Housing:

Housing units are four (with another being delivered) 12' x 66' mobile units containing 12 bunks divided most frequently into groups of four. The units, though used, are pretty new and are clean and neat.

#### Daily Schedule:

The inmates rise at 5:30 A.M. They eat breakfast at 6:00 A.M., lunch from 11:30 A.M. to 12:00 A.M. and dinner at 5:00 P.M.

Work usually begins at 7:00 A.M. and ends at 5:00 P.M.

Program hours are usually in the evenings.

Visiting occurs on Saturdays and Sundays.

#### Programs:

Programs consist of General Education Diploma study and First Aid and related courses. They have a fairly wide variety of religious study, including services by various denominations. A small shed has been constructed for weight lifting. There is also a softball field and a track directly adjacent to the fence for recreational sports.

#### Industry:

The inmates work for the Division of Forestry, who pays them a small salary. In addition, the Prison inmates work as clerk, maintenance person, cook and two cooks helpers.

## Lincoln County Honor Camp (continued)

### Food Service:

The kitchen/dining facilities are small but adequate for the size of group served. The kitchen area appears well arranged and neat, and equipment is fairly new.

### Laundry Facilities:

There are two washers and two dryers in a shed for a laundry room. The room is north of the Administrative modular building and, without insulation, risks freezing and must be extremely cold to work in during winter months.

### Visiting Program:

Visiting takes place on Saturdays and Sundays so family and friends of the inmate can take time off to come and visit them. The remoteness reduces visiting to some extent. The visiting occurs in the dining room, a fairly limiting size but currently adequate for the number of visitors.

### Medical/Dental Care:

Some medical problems are handled at Jean while emergencies are taken to Panaca. Dental problems are usually taken care of in Caliente.

### Maintenance, Recreational and Storage Facilities:

Prison staff has created spaces for laundry, storage of food, weight lifting and liner from scrap materials. Attempts are being made to further protect and insulate utility structures with logs and mud with inmate labor. The prison administration plans to replace these structures with more permanent structures.

LINCOLN COUNTY HONOR CAMP - Pioche, Nevada

Heating and Cooling, Plumbing, Fire Protection:

a) Limiting Factors

Since the housing units are mobile homes, the units cannot accept additions. However, additional housing units could be added depending on site utilities.

b) External Considerations

Water service is from the Pioche town well, located across the road from the camp site. Capacity is more than adequate.

Sewer service is an on-site septic tank system with a leaching field. Capacity is more than adequate.

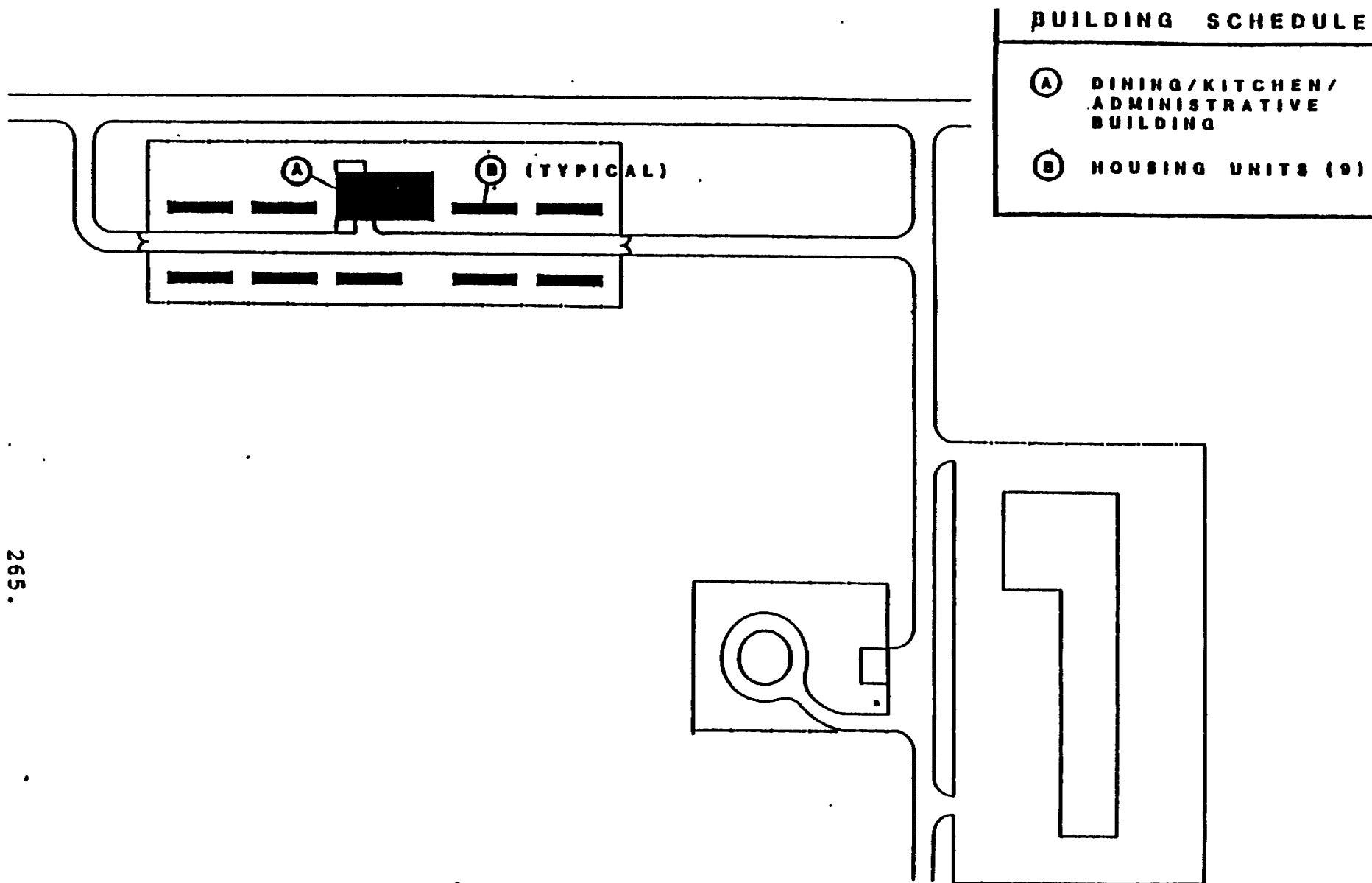
LP gas storage is available for on-site delivery of fuel. Capacity is adequate.



**SECTION H**  
**SOUTHERN DESERT HONOR CAMP**







SOUTHERN DESERT HONOR CAMP - CLARK COUNTY



## PRISONS' ANALYSES (continued)

### SOUTHERN DESERT HONOR CAMP - Indian Springs, Nevada

#### Background:

The honor camp, located north and west of Southern Desert Correctional Center, was opened in the spring of 1982. Modular units were added during the spring and early summer months. Sergeant Ralph Evans administers the program under Southern Desert Correctional Center authority.

#### Security:

Security of the institution relates to the inmates' security classification and responsibility for their behavior. A single eight-foot-high chain link fence surrounds the complex. The buildings are within view of the single guard tower at Southern Desert Correctional Center. The living units are near perimeter fences, and hardware on doors is residential type.

#### Housing:

There are nine 12-person modular units for housing inmates. The sizes are 12' x 66', similar to those at Lincoln County Honor Camp. Temporarily one modular unit is being used for culinary and one for offices.

#### Daily Schedule:

Three 12-person crews work the Division of Forestry, and one 12-person crew works for the State Forestry Nursery. The inmates work four-day weeks of ten hours each, from 7:00 A.M. to 5:00 P.M. Lunch is eaten on the job.

Breakfast is served from 6:00 A.M. to 7:00 A.M. and dinner from 5:00 P.M. to 6:00 P.M.

Visiting hours are from 10:00 A.M. to 6:00 P.M. on Saturday and Sunday.

#### Programs:

Eventually there will be eight 12-person crews.

#### Food Services:

A 50' x 100' building is being erected for Food Service/Dining, Offices, and Forest Service Offices. Their menu parallels that of Southern Desert Correctional Center but is sometimes prepared differently.

#### Laundry Facilities:

Their laundry will be done in-house with two small commercial washers and dryers when a 10' x 14' concrete block building, currently under construction, is completed.

## Southern Desert Honor Camp (continued)

### Visiting Program:

Visiting will occur in the Food Service/Office building.

### Medical/Dental Facilities:

A nurse calls each Friday for regular visitations. Emergency cases go to Southern Desert Correctional Center.

### Maintenance and Storage Facilities:

In the rear of each trailer there are five-foot utility rooms which serve for maintenance and storage. Separate coolers and freezers are near the main Food Service Building

## SOUTHERN DESERT HONOR CAMP - Indian Springs, Nevada

### Heating and Cooling, Plumbing, Fire Protection:

#### a) Limiting Factors

Since the housing units are mobile homes, the units cannot accept additions. However, additional housing units could be added depending on site utilities.

#### b) External Considerations

Water and sewer services extend from the Southern Desert Correctional Center. All services are generously sized and can accept additions.



**SECTION I**  
**SOUTHERN NEVADA RESTITUTION CENTER**





## PRISONS' ANALYSES (continued)

### SOUTHERN NEVADA RESTITUTION CENTER - Las Vegas, Nevada

#### Background:

This institution was opened in April of 1980. (It is leased by the State.) Lieutenant Charles Benner has been in charge since the beginning and assisted in locating the facility and preparing it for occupancy with prison work crews. There are currently 24 inmates in residence.

#### Security:

The facility is a remodeled office building built about fifty years ago. It consists of a front reception/dining area, kitchen, lounge/sitting area, and sleeping rooms.

There is a small rear outdoor exercise area which is walled in (above six feet high on all sides). There are a number of windows on the outside walls of the facility which are penetrable but to date have not been a problem. In summary, the perimeter is not designed for tight security but has not posed problems because of the classification of inmates, staff relationships, and rules of the institution.

Security of this facility is closely related to the responsibility of inmates serving here. All must qualify by having to repay restitution for the crime for which they were sentenced. In addition, the person cannot be classified as excessively violent, cannot have committed a sex crime, must be within six months of eligibility for parole, and must have attempted to better himself. Every inmate leaving the institution to work must sign out by an officer on duty at the front door. No other authorized access exists except for fire exits, which are equipped with alarms.

Control of inmates by separation is not a factor because of the low capacity (forty) of the facility.

#### Housing:

Dormitory housing occurs with a variety of capacities, ranging from thirteen, six, and four inmates. There are inmates who work different shifts and thus sleep at differing times. Most of the room sizes are quite small and are near capacity with beds and personal belongings.

#### Daily Schedule:

With varying work schedules the schedule for eating, sleeping, recreation and programs is less rigid here than at other institutions. However, breakfast is generally served from 5:30 until 6:30 A.M. Lunch is pretty flexible and light since most inmates work during the day and either carry a lunch or eat food served at work. Dinner is served at approximately 6:00 P.M. They have a brunch instead of two meals on Saturday and Sunday.

Visiting is allowed Tuesday and Thursday evenings between 7:00 P.M. and 9:00 P.M. and Saturday and Sunday afternoons between 1:00 P.M. and 4:00 P.M.

## **Southern Nevada Restitution Center (continued)**

### **Programs:**

The primary programs are work and job counseling for work for the inmates. Other program opportunities include Alcoholics Anonymous and religious studies. For recreation they have a pool table, table games, television, a weight bench and horseshoes. The local library delivers books for recreational reading.

### **Food Service:**

Inmate eating times are mentioned above under Daily Schedule. Receipt of a federal grant allowed outfitting the kitchen with equipment, and the staff and inmates are quite satisfied with its capability. Although small, it is adequate for their needs. An inmate serves as cook and is paid for his efforts.

### **Laundry Facilities:**

Most of the laundry is done in-house with one washer, one dryer and an ironing board. The laundry room is small.

### **Visiting Programs:**

Visiting occurs Tuesday and Thursday evenings and Saturday and Sunday afternoons and takes place in the dining room where there are chairs and a table. Home leave is permissible with a pass after thirty days' successful time in the Restitution Center and is up to eight hours during daylight hours.

### **Medical/Dental Facilities:**

Medical and dental needs are met at Southern Nevada Correctional Center. Emergency cases on rare occasions are taken to a local hospital.

### **Maintenance and Storage Facilities:**

Facilities for both maintenance and storage are at an absolute minimum, particularly since space for programs and housing is at a premium.

## SOUTHERN NEVADA RESTITUTION CENTER - Las Vegas, Nevada

### Heating and Cooling:

#### a) Limiting Factors

All equipment is old, is operating at its capacity and has a very limited remaining life. The heating and cooling systems can continue to operate but are not capable of additions or expansion to the facility without major work. Some maintenance repairs have recently been accomplished which will extend the repaired equipment lives somewhat.

#### b) External Considerations

None are apparent.

### Plumbing:

#### a) Limiting Factors

The plumbing system will continue to function as intended for the present facility. The age and type of system, however, do not indicate that the plumbing should be added to as part of a facility expansion.

#### b) External Considerations

Water and sewer services are provided by North Las Vegas. Water and sewer mains in the street are adequate for the facility needs.

### Fire Protection:

#### a). Limiting Factors

A fire alarm system is to be installed.

#### b) External Considerations

The Clark County Fire Department has stated that there is a lack of street-side fire hydrants. The closest ones are 1180 feet, 1850 feet and 1480 feet, respectively. All of these require laying hose over a road, and two of them would have to lay over Las Vegas Boulevard, North. The Department of Prisons is requesting a suitable street-side fire hydrant.

### Electrical:

#### a) Limiting Factors

All panels within the complex are fusible type. A potentially hazardous condition exists in the branch circuit wiring. All wiring is done with 20 amp rated conductors; however, the overcurrent protection is rated at 30 amps. Based on NEC service calculations, practically no spare capacity exists.

#### b) External Considerations

Capabilities do exist to bring in additional power from the electric utility if the situation arises. Exterior lighting is adequate, with one to five footcandles in most areas. An alarm system has just recently been installed.

### ALL PRISONS

In a letter of September 9, 1982 the State of Nevada Department of Human Resources, Division of Health, Bureau of Consumer Health Protection Services states the following in reference to Nevada prisons:

1. This office must review and approve all changes to the water and sewer services within any building or any prison compound.
2. This office must review and approve all changes to the kitchen.

**SECTION J**  
**POTENTIAL ADDITIONAL HOUSING**



# NEVADA PRISON SYSTEM POTENTIAL HOUSING SPACE

<u>Facility</u>	<u>Inventory</u>	<u>Square Footage</u>
<u>SNCC</u>	Each housing unit has 2 areas called Kitchen/Activities that could be converted to housing. There are no separate toilet facilities provided so there would have to be toilet facilities added.	2 at 240 S.F. = 480 S.F. 80 square feet per inmate allows 6 additional inmates per housing unit or 36 inmates additional for the facility.
<u>SDCC</u>	There are no areas within the housing units which can be converted to inmate rooms without seriously impacting day-room space.	
<u>NNCC</u>	There are no areas within the housing units which can be converted to inmate rooms without seriously impacting day-room space.  There is space available in the converted second dining area called the "over 40's Dorm", which was originally to be used for group meetings such as service clubs.	This area approximates 3,000 square feet.
<u>NWCC</u>	Neither housing unit can provide additional space without severely affecting both dayroom and program space.	
<u>NSP</u>	The new housing units have no additional areas to house inmates. Day-room space is minimal.  Additional housing space could be found in the old building, but with extensive remodeling required.	This area, as mentioned before, is a gross 27,000 S.F. Approximately 15,000 S.F. is currently being used for the detergent factory and mattress factory, resulting in about 12,000 S.F. of space available for housing.





A P P E N D I X C

STATE PUBLIC WORKS BOARD  
CAPITAL IMPROVEMENT  
PROJECT ESTIMATE



STATE PUBLIC WORKS BOARD  
Capital Improvement Project Estimate  
Revised February, 1976

Project Title: Remona Nevada State Prison, Carson City

Requesting Agency: Prison

Reference March 28, 1977  
Date

Project Description

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Estimated Costs

Item of Work	Revised Original Date 3/28/77 By <u>LR</u>		Revisions Date _____ By _____	
1. Professional Services				
a. Surveys		4,000		
b. Soils Analysis		6,000		
c. A/E Advance Planning		25,000		
d. A/E Design & Supervision		510,000		
e. Structural Plan Checking		5,300		
f. A/E Plan Checking		10,200		
g. Misc. Plan Checking ( )		-		
h. Special Consultant Fee		5,000		
SUB TOTAL		645,500		
2. Land Acquisition		-		
SUB TOTAL		-		
3. Construction Costs				
a. Construction		7,159,000		
b. Site Development		-		
c. Contingency		214,800		
SUB TOTAL		7,373,800		
4. Inspection and Testing				
a. Job Inspection <u>25 mil @ 2,200</u>		55,000		
b. Material Testing		13,800		
SUB TOTAL		68,800		
5. Miscellaneous				
a. Furnishings		396,000		
b. Advertising		300		
c. Sewer Connection Fee		-		
d. Building Permit Fee		-		
e. Bond Legal Fees (12)		-		
f. Other Plan & Cleaning Min. -		50,000		
SUB TOTAL		434,300		

277. 8,522.45

# Paradise Nevada State Prison

3/28/77

RLS

## \* 1. Paradise Existing Bldg. -

Cell Block "B" -

$$120' \times 50' \times 4 \text{ floors} = 24,000 \text{ s.f.} @ \$41 = / \text{s.f.} = \$984,000$$

Program Wing -

$$120' \times 50' \times 2 \text{ floors} + 105' \times 50' \times 2 \text{ floors} = 22,500 \text{ s.f.} @ \$41 = / \text{s.f.} = \$922,500$$
$$\$1,906,500$$

## 2. Demolish Existing Bldg. -

Cell Block "A" -

$$110' \times 50' \times 4 \text{ floors} = 22,000 \text{ s.f.} @ \$3 = / \text{s.f.} = \$66,000$$

$$\text{Program Wing} - 177' \times 50' \times 3 \text{ floors} = 26,550 \text{ s.f.} @ \$3 = / \text{s.f.} = \$79,650$$
$$\$145,650$$

## 3. New Housing Units - 2 -

$$22' \times 60' \times 8 + 28' \times 28' \times 2 = 15,008 \text{ s.f. each} \times 2 = 30,016 \text{ s.f.} @ \$95 = / \text{s.f.} = \$2,851,520$$

## 4. New Vocational Shop Bldgs. - 4 -

$$10,000 \text{ s.f.} \times 4 = 40,000 \text{ s.f.} @ \$27 = / \text{s.f.} = \$1,080,000$$

## 5. New Administration Bldg. -

$$7,333 \text{ s.f.} @ \$69 = / \text{s.f.} = \$505,977$$

## \* 6. Air Condition Dining Hall -

45,000'

## \* 7. Renovate Courtyard -

40,700'

## \* 8. Garbage Can Enclosure -

16,000'

## 9. Additional Parking - 60 cars -

30,750'

## 10. ~~2~~ Athletic Fields - Rear -

165,000'

- Front - 160,000 s.f. @ \$1 = / s.f. = 160,000'

$$4000' @ \$150 = / \text{s.f.} = 600,000'$$

(2)

12. Fencing - 4,500 ft. new @ \$20<sup>00</sup> =  
200 ft. allocated @ 10<sup>00</sup> =

\$90,000<sup>00</sup>  
2,000<sup>00</sup>  
\$92,000<sup>00</sup>

Total 1. thru 12. =

\$7,159,000<sup>00</sup>  
(\$7,159,112<sup>00</sup>)

b/e fee = 7.4% =

\$529,766

\* + 3% of remodeling work (started) =

60,246<sup>00</sup>  
\$590,012<sup>00</sup>

54% \$590,000<sup>00</sup>

Furnishings - Same as Original = \$396,000<sup>00</sup>  
(\$3<sup>18</sup>/s.f.)



A P P E N D I X   D

SECURITY POSITION SUMMARY COMPARISON





SECURITY POSITION SUMMARY COMPARISON\*  
Nevada State Prison

	Corr. Positions <u>Master Plan**</u>	Corr. Positions Leg. Approved <u>7/1/81</u>	Corr. Positions After IFC Action <u>12/1/81***</u>	More/Less Than M.P.
Captains	1	1	1	0
Lieutenants	5	5	5	0
Sergeants	5	10	11	6
Corr. Officers	<u>122</u>	<u>122</u>	<u>154</u>	<u>32</u>
	133	138	171	38
Less Officers authorized for Cellhouse A			( 11)****	
Total Authorized Positions NSP			<u>160</u>	<u>27</u>

281.

\* Position percentages rounded to nearest whole number.

\*\* Security staffing pattern recommended in Nevada State Prison Master Plan by Henningson, Durham & Richardson, Inc. (HDR).

\*\*\* 1981-83 Biennium

\*\*\*\* These positions were authorized to staff Cellhouses A by the Interim Finance Committee. The original master plan did not contemplate using this cellhouse.



A P P E N D I X E

CARSON CITY GRAND JURY REPORT



CARSON CITY GRAND JURY

May 17, 1982

1 On November 16, 1981, The Prison Construction Committee  
2 was formed to investigate the physical structures relating to  
3 security of the Nevada State Prison (NSP).

4 The intent of this committee was to restrict its review  
5 to the facility, its design and use and how this impacted on the  
6 safety and security of the inmates, the staff and the people of  
7 Carson City.

8 In the review a number of other areas were touched upon  
9 and information obtained which indicated that further study  
10 might be warranted. It was evident that strict security  
11 procedures were necessary, but more important was the enforcement  
12 of the procedures.

13 The Carson City Grand Jury commends Superintendent Sumner  
14 for his efforts to correct a difficult situation through im-  
15 plementation of corrective measures in the area of safety and  
16 security. These measures were necessary because of apparent  
17 insufficient planning and design considerations.

18  
19  
20 RECEIVED

21 JUL 21 1982

22 LEGISLATIVE COUNSEL BUREAU  
23 FISCAL ANALYSIS DIVISION

24  
25  
26 #1 A-45762  
27 FILED

28 JUL 13 PM 3:17  
TED P. [Signature]

1 FINDINGS:

2 1. The Governor requested funds from the 1977  
3 session of the legislature for either a new maximum  
4 security prison facility or rehabilitation of the existing  
5 facilities. In AB 513 the legislature authorized \$8.5 million  
6 for construction of a new housing unit and to rehabilitate  
7 the existing maximum security facility.

8 2. This new housing unit request was not part of the  
9 Department of Prisons capital improvement request to the  
10 Public Works Board, and therefore, did not undergo the normal  
11 pre-legislative session Public Works Board review and  
12 prioritizing.

13 3. The bill authorizing the new housing unit was amended two  
14 (2) years later to read, "housing units" rather than  
15 "unit".

16 4. An overall Maximum Security Prison Plan, including  
17 destruction of most of the old buildings, was developed  
18 along with the plans for the new housing units. This plan  
19 included several new buildings in addition to the living units.  
20 These other buildings were designated for vocational shops and  
21 educational programs. The plan called for a guard tower atop  
22 one of the new buildings that would have the ability to view  
23 the "gauntlet" clearly down its center to the far end. The NSP  
24 has a design capacity of 329 inmates. At the time of this  
25 review there were 475 incarcerated men housed there requiring  
26 some double-bunking.

(FINDINGS - continued)

1 5. One individual who was involved in the planning stages  
2 informed the committee that placement of the six (6) new  
3 housing units, two (2) under each of the perimeter towers, was  
4 promoted to improve security. However, this plan was not given  
5 any serious consideration by the consultants or the architect.  
6 For economic reasons the six (6) units were placed instead in  
7 the current configuration creating the "gauntlet", a major  
8 problem for security. The "gauntlet" area walkway is at a slight  
9 angle with Tower #3. Tower #3 is the only tower that can see  
10 any portion of the "gauntlet" area.

11 6. The rolling, rocky terrain of the prison yard is a major  
12 problem from the standpoint of security and land  
13 utilization. There is a significant grade change at NSP severely  
14 restricting visibility and ability to build.

15 7. The Maximum Security Facility is located in the worst  
16 possible place, near a population center.

17 8. Both the architect and the Public Works Board informed the  
18 committee that there were other similar units to the new  
19 housing units at NSP in existence in other states, and a package  
20 of those considered designs was provided to the committee.

21 9. The only prison plan from the package provided that  
22 resembled the new housing units at NSP was not for a  
23 maximum security prison. It was for a medium security women's  
24 prison in South Carolina. That particular facility did not  
25 contain one of the major problems that the Nevada units have  
26 from a security standpoint. The South Carolina facility was  
27 only a single story structure. The two-story aspect in the

(FINDINGS - continued)

1 Nevada units makes visibility from the rotunda or control room  
2 or TV monitors much more of a security problem, particularly  
3 since the Nevada facility is a maximum security facility.

4 10. It does not appear that input from prison security  
5 personnel was a part of the planning and design stages  
6 of the Nevada Maximum Security Prison Plan.

7 11. The facility design does not allow for viewing into any  
8 of the cells by the Control Officer assigned to the  
9 control booth. The shower can only be seen if the wing is  
10 entered and then only after taking several steps into the area.  
11 The doors of only 4 of the 12 cells in each wing are visible on  
12 the TV monitor in the control room, placing full reliance on  
13 the indicator lights of the control panel. As a result, a guard  
14 who enters a wing to physically inspect or patrol is totally  
15 isolated and out of view of the Control Officer, a definite  
16 security breach. The cell doors in Units 1 through 4 are swing-  
17 type doors, and Units 5 and 6 are sliding doors. The Saliport  
18 was designed based on prior information that inmates would always  
19 enter and leave their housing unit under guard. A roving guard  
20 was to be stationed in each unit to physically inspect and  
21 patrol each unit. After occupancy, however, inmates were  
22 allowed freedom to enter and leave their units unaccompanied by  
23 guards and the roving guard was virtually eliminated.

24 12. The view from the Control Room to the outside is virtually  
25 non-existent.

26 13. The solid partition of the lower 40" of wall in the  
27 Saliport radically obstructs the Control Officer's view  
28 of the entry hall.



(FINDINGS - continued)

1 14. Due to the configuration of the units and the small  
2 openings in the cell doors, bed count by the officer is not  
3 only difficult but dangerous and time-consuming if done  
4 properly.

5 15. Since there is no shakedown room in the units, shakedowns  
6 must be done in a cell or other inappropriate area when  
7 removing an inmate from the unit, and must be done in the  
8 gauntlet area upon return.

9 16. Ventilation in the rotunda area and the Control Room is  
10 poor. This is being corrected.

11 17. The purpose and use of the Counsellor's Office in each  
12 unit is not clear. In the event of a disturbance in a  
13 unit the safety of the staff is questionable.

14 18. The new fences recently installed along the gauntlet  
15 corrected the hazardous recesses along the gauntlet area  
16 not in view of the gun towers.

17 19. The relocation of the southern boundary fence has  
18 improved visibility between the two (2) southern guard  
19 towers.

20 20. The corrections to the security problems implemented by  
21 the new superintendent have alleviated many of the exterior  
22 problems, but the number of staff required to maintain adequate  
23 security with any continuity will be more than originally  
24 claimed. Restrictions on inmate movement, armed guards on top  
25 of new units, and relocating officers in some of the new units  
26 has improved security and safety.

1     RECOMMENDATIONS:

2     1.    Double bunking in the new units is unacceptable to a  
3            maximum security facility. In view of the overcrowding  
4            which exists, consideration should be given to construction of  
5            a totally new maximum security prison. The Colorado State Prison  
6            in Canon City is commended for your consideration. It contains  
7            few, if any, of the many design deficiencies that exist in the  
8            Nevada State Prison, while maintaining compliance with federal  
9            and state controls for penal institutions.

10    2.    That when new prison facilities are needed, consideration  
11            be given to eliminating the Nevada State Prison as a  
12            maximum security facility with conversion of that facility to  
13            a medium security facility using the old cell blocks as  
14            industrial buildings. The new housing units could then be  
15            economically secured and operated as a medium security prison.

16    3.    That, beyond the probable renovation of the 3rd and 4th  
17            floors of "C" Block with cells and the planned Unit 7, it  
18            is recommended that no further cell units be constructed at the  
19            Nevada State Prison facility. Remodeling of some of the older  
20            buildings may be needed for programming components.

21    4.    That separate individual yards similar to that planned  
22            for Unit 7 should be considered.

23    5.    That a Review Task Force report in detail and further  
24            develop a Master Plan for the building of a maximum  
25            security prison at other than the present location.

(RECOMMENDATIONS - continued)

1 6. That existing blind spots be corrected by use of mirrors  
2 and TV monitors in housing units. That an electronic  
3 surveillance expert be employed to review the TV monitoring in  
4 the new units to determine if improved surveillance can be  
5 provided for the shower area and the two levels of cell units  
6 (particularly doorways to each cell and showers).

7 7. That full escort of inmates and shakedown before entering  
8 and leaving units is essential. This will remain essential  
9 in the future due to the difficulty in providing adequate  
10 surveillance inside the new units and in the yard area. Also  
11 prison design deficiencies have created a need for an unusually  
12 high guard to inmate ratio which will need to be maintained  
13 as long as the facility is used as a maximum security facility.

14 8. That all future prison designs should be based upon a  
15 maximum security prison concept. A maximum security prison  
16 can easily be used as a medium security facility. It is, however,  
17 extremely difficult, inefficient, and costly to provide the  
18 surveillance necessary to convert a medium security facility  
19 to a maximum security facility. Consultants should be selected  
20 for their acceptance in the field of maximum security  
21 facilities, not because of low bids or "modern" ideas, and that  
22 security personnel, i.e., experienced guards, play a part in  
23 design specification and selection.

24 9. That ventilation and air conditioning of the rotunda  
25 area and the control rooms be improved. It is essential  
26 officers in each of those areas be provided an environment  
27 that enhances their ability to remain alert.

(RECOMMENDATIONS - continued)

10. Establish a Citizens' Review Committee made up of a cross section of professionals, i.e., architects, civil engineers, electrical engineers, mechanical engineers, and contractors to review Public Works Board plans, specifications for new proposed prison buildings or facilities.
11. That there should be improved liaison between those individuals planning a new facility and the legislative branch to assure compliance with legislative intent.
12. That the Public Works Board should be a more active participant in plan review and coordination to assure improved input from persons directly involved in safety, security, and economy of operating manpower.
13. That future operating costs and manpower should be a more important factor governing planning and design consideration than just the building costs.
14. That extended effort be made to eliminate over crowding.
15. That specialized training for guards to familiarize them with specific institutions, i.e., design faults which create security breach, be implemented.
16. That preventive maintenance schedule within the facility and for each building be implemented. A more immediate response to repair maintenance requests is essential.
17. That the city and state jointly secure the courthouse against inmates. Specifically, the construction of holding cells. Currently, when inmates are in court, a highly volatile security breach is present without holding cell facilities. Example: fire escape to allow rescue effort; constant traffic in and out, etc. Also, the current cost of

(RECOMMENDATIONS - continued)

1 manpower required to secure the courthouse in the absence of  
2 holding cells is prohibitive.

3  
4 IN CONCLUSION:

5 The Grand Jury did not make findings or recommendations  
6 in areas of programming, staffing, or policy in this report,  
7 but feel that at a minimum these areas need to be addressed -  
8 at least in a brief way.

9 Inmates need programs of education and/or training as well  
10 as jobs. These should all be aimed at improving the individual's  
11 future potential. This is also necessary because the inmates  
12 must have something to do to occupy the long hours of idleness  
13 while incarcerated.

14 Staffing depends on the level of custody along with  
15 facility design. One can only compliment the other if they are  
16 both correct for the institution's intended purposes.

17 Policy tends to go hand in hand with administrative style  
18 and philosophy of corrections. How one judges this aspect in  
19 any review is difficult, if not impossible. Many different  
20 approaches can be taken with the same goal achieved. In a  
21 prison system there must be room for flexibility and  
22 differences in administrative style, but these differences  
23 cannot be such that they hinder quality operations and are,  
24 if not contrary to intent, somewhat askew of it.

1     REFERENCES:

2     CASAZZ, PEETZ & ASSOCIATES  
3     Architecture and Planning  
4     480 Casazza Drive  
5     Reno, Nevada 89502

- 6         1. PRELIMINARY PROGRAM  
7             June 28, 1977  
8         2. ARCHITECTURAL PROGRAM  
9             July 20, 1977  
10        3. ARCHITECTURAL PROGRAM  
11            August 25, 1977

12     COLORADO DEPARTMENT OF CORRECTIONS

- 13         1. Mission  
14         2. Centennial Correctional Facility

15     REMODEL NEVADA STATE PRISON

- 16         1. Maximum Security Project 77-G1

17     HENNINGSON, DURHAM & RICHARDSON

- 18         1. Report to Public Works Board, State of Nevada  
19             December 4, 1981

20     STATE OF NEVADA PUBLIC WORKS BOARD

- 21         1. Policies and Procedures  
22         2. Adopted Standards  
23         3. Scope of Work  
24         4. Renovation/Rehabilitation of Nevada State Prison.  
25             Chronological Summary

26     WAYS AND MEANS COMMITTEE, NEVADA STATE LEGISLATURE

- 27         1. Minutes - February 14, 1977  
28         2. Minutes - February 8, 1979  
29         3. Minutes - March 29, 1977

30     INTERIM FINANCE COMMITTEE

- 31         1. Subcommittee Report, December 1, 1981

32     TASK FORCE ON SECURITY AND CONTROL, NEVADA STATE PRISON

- 33         1. Final Report, June 16, 1981

34     J.J. ENOMOTO, Consultant

- 35         1. Report To Board of Prison Commissioners.  
36             State of Nevada - April 15, 1981

37     TASK FORCE ON SECURITY AND CONTROL, NEVADA STATE PRISON

- 38         1. Initial Monitoring Report

A P P E N D I X F

POSITION PAPER  
STATE PUBLIC WORKS BOARD





THE REHABILITATION OF THE MAXIMUM SECURITY PRISON  
THE POSITION OF THE  
STATE PUBLIC WORKS BOARD

1. REGARDING THE DESIGN OF THE SIX HOUSING UNITS:

Since the project was not part of the Board's recommended 1977 Capital Improvement Program, it did not receive the detailed analysis given to recommended CIP's. However, once it was approved by the Legislature, the procedures that have proven successful in the development of hundreds of projects were followed on this project.

Casazza-Peetz, a thoroughly competent architectural firm familiar with the institution, was retained and required to obtain the services of a qualified prison design consultant to prepare the program, master plan and design. That selected consultant, Folse-HDR of New Orleans, is a nationally recognized firm specializing in prison design and was recommended by the Department of Prisons. The facilities that were programmed, master planned, designed and constructed over a 48-month period were those that were recommended by the architect and his consultants and were reviewed and approved by the Department of Prisons, the Board's professional staff and the Board. All of the above has been thoroughly documented in the detailed information provided the SCR-56 Committee.

2. REGARDING THE MASTER PLAN AND LEGISLATIVE INTENT:

The "two-building" plan that was reviewed with the 1977 Legislature to indicate the economy and feasibility of rehabilitation, and used as a basis for a preliminary estimate, was never presented as a final plan. The project that was funded by the Legislature, #77-1, included a requirement to develop a "detailed plan for the prison's renovation work to improve housing and recreation areas." Consequently, "legislative intent" was not violated in the development of the plan for the six housing units permitted by the 1977 legislation.

3. REGARDING THE QUALIFICATIONS, OPERATIONS AND AUTHORITY OF THE BOARD:

The Board is composed of members with extensive experience in developing prisons as well as hundreds of other state facilities. Its membership consists of engineers, construction experts, successful businessmen and financial experts. Its professional staff consists of registered architects and engineers.

The SCR-40 Report, Bulletin No. 81-2, on Efficiency and Economy in State Public Works found that "the procedures used by the State Public Works Board for the planning, design and erecting of state buildings were reasonable."

Under the provisions of MRS 341, the Board has final authority for the approval as to architecture of all buildings, plans designs, types of construction, major repairs and designs of landscaping. However, since MRS 341 also requires the Board to stay within the limits of the appropriation, program requirements must give way to budget restrictions which was the case in this instance and prevented implementing certain improvements included in the master plan.



## A P P E N D I X    G

### SUGGESTED LEGISLATION

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SUMMARY--Provides fee for cost of supervision of parolees and probationers. (SBR 16-316)

FISCAL NOTE: Effect on Local Government: No.  
Effect on the State or on Industrial Insurance: No.

AN ACT relating to offenders released from imprisonment; providing a fee for the cost of supervision of parolees and probationers; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND  
ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. Chapter 213 of NRS is hereby amended by adding thereto a new section which shall read as follows:

1. The department shall:

(a) Except as otherwise provided in this section, charge each parolee or probationer a fee for the cost of his supervision. A fee must not be charged to a parolee or probationer who has been transferred under the terms of the Interstate Compact for the Supervision of Parolees and Probationers, unless that parolee or probationer is transferred to Nevada from a state which does not charge a fee for his supervision.

(b) Adopt by regulation a schedule of fees for the costs of supervision of a parolee or probationer.

2. The executive officer may waive the fee for the cost of supervision, in whole or in part, if he determines that payment of the fee would create an economic hardship on the parolee or probationer.

3. If a parolee or probationer repeatedly fails to make his

payments for the cost of his supervision or to make those payments on  
time, the failure is a violation of a condition of his parole or  
probation.

SUMMARY--Makes residential centers for housing and supervision of probationers permanent. (BDR 14-337)

FISCAL NOTE: Effect on Local Government: No.  
Effect on the State or on Industrial Insurance: Yes.

AN ACT relating to the department of parole and probation; making centers for the housing and supervision of certain probationers permanent; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND  
ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. Chapter 176 of NRS is hereby amended by adding thereto the provisions set forth as sections 2 to 6, inclusive, of this act.

Sec. 2. The department of parole and probation may:

1. Establish centers for the housing and supervision of probationers assigned to the centers under section 3 of this act.

2. Contract for any services necessary to operate these centers.

Sec. 3. Except as provided in section 4 of this act, when a district court grants probation to a person convicted of a felony or continues his probation after his return to the court for violation of a condition of probation, the court may require as a condition of granting or continuing probation that the convicted person live for a period of time specified by the court under the supervision of the department in a residential center established pursuant to section 2 of this act.

Sec. 4. The court may not assign a convicted person to a residential center under section 3 of this act:

1. If the convicted person has served a prior prison term in any state or federal penal institution.

2. Unless, in cases where probation is being granted rather than continued, the assignment is recommended by the department of parole and probation.

Sec. 5. The department of parole and probation shall:

1. Determine a fixed amount to be deducted from the wages of each probationer assigned to a residential center to partially offset the cost of providing the probationer with housing and meals at the center.

2. Arrange for all earnings of a probationer assigned to a residential center to be paid directly from the employer to the probationer who shall immediately give his earnings to the department.

3. Deduct the amount for housing, meals and medical and dental services determined under subsection 1, and distribute the remainder according to a court order for restitution, if any, or to a plan for the management of the probationer's assets established by the department.

Sec. 6. The department of parole and probation may adopt regulations necessary to carry out the provisions of this act.

Sec. 7. Chapter 491, Statutes of Nevada 1981, at page 1007, is hereby repealed.



SUMMARY--Adds parolees to persons eligible to enter centers for restitution. (BDR 16-338)

FISCAL NOTE: Effect on Local Government: No.  
Effect on the State or on Industrial Insurance: No.

AN ACT relating to the department of prisons; adding parolees to the persons who are eligible to enter a center for restitution; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND  
ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. NRS 209.4827 is hereby amended to read as follows:

209.4827 The director may:

1. With the approval of the board, establish centers to house offenders within a community so they may work to earn wages with which to make restitution to the victims of their crimes.

2. If space is available, assign to the center [an] :

(a) An offender participating in a work or educational release program.

(b) An offender who has been paroled if such a request is made by the department of parole and probation.

Sec. 2. NRS 209.4831 is hereby amended to read as follows:

209.4831 The director shall determine a fixed amount to be deducted from the wages of each parolee or other offender assigned to a center to offset in part the cost of providing the offender with housing, meals and medical and dental services at the center.

Sec. 3. NRS 209.4841 is hereby amended to read as follows:

209.4841 1. The director shall arrange for all earnings of an offender assigned to a center to be paid directly from the employer of the offender to the department.

2. The department shall:

(a) [First, deduct] From the wages of an offender who has been paroled:

(1) Deduct the amount for housing, meals and medical and dental services determined under NRS 209.4831; and

(2) Distribute any remainder to the offender.

(b) From the wages of any other offender:

(1) Deduct the amount for housing, meals and medical and dental services determined under NRS 209.4831;

[(b) Second, distribute] (2) Distribute any amount required by the schedule of restitution payments; and

[(c) Third, deposit] (3) Deposit any remainder to the offender's account in the prisoners' personal property fund [.] in that order of priority.

SUMMARY--Directs state board of parole commissioners to use system of points to evaluate offenders for parole.  
(EDR 339)

CONCURRENT RESOLUTION--Directing the state board of parole commissioners to use a system of points for evaluating offenders seeking parole.

WHEREAS, The department of parole and probation in conducting a presentence investigation and recommendation, and the department of prisons in classifying offenders for custody and programs in its institutions, use a system of points to evaluate those offenders; and

WHEREAS, The use of a similar system to evaluate offenders seeking parole would allow a more objective evaluation of those offenders; now, therefore, be it

RESOLVED BY THE                      OF THE STATE OF NEVADA, THE  
CONCURRING, That the state board of parole commissioners is hereby directed to develop and use a system of points to evaluate offenders seeking parole which is similar to the system used by the department of parole and probation and the department of prisons; and be it further

RESOLVED, That a copy of this resolution be prepared and transmitted forthwith by the legislative counsel to the state board of parole commissioners.



SUMMARY--Requires state public works board to consult with interim finance committee. (BDR 28-340)

FISCAL NOTE: Effect on Local Government: No.  
Effect on the State or on Industrial Insurance: No.

AN ACT relating to the construction of state buildings; requiring the state public works board to consult with the interim finance committee; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND  
ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. NRS 341.150 is hereby amended to read as follows:

341.150 1. The state public works board shall furnish engineering and architectural services to the University of Nevada and all other state departments, boards or commissions charged with the construction of any building constructed on state property or the money for which is appropriated by the legislature, except:

(a) [Highway maintenance buildings; and] Buildings used in maintaining highways; and

(b) Improvements, other than buildings, made in state parks by the state department of conservation and natural resources.

The board of regents of the University of Nevada and all other such departments, boards or commissions shall use those services.

2. The services must consist of:

(a) Preliminary planning [.] ;

(b) Designing [.] ;

(c) Estimating of costs [.] ; and

(d) Preparation of detailed plans and specifications.

3. The board may, with the approval of the interim finance committee when the legislature is not in regular or special session, or with the approval of the legislature by concurrent resolution when the legislature is in regular or special session, plan a project in advance by preparing floor plans, cross sections, elevations, outlines of specifications, estimates of cost by category of work and perspective renderings of the project. The board may submit preliminary or advance plans or designs to qualified architects or engineers for preparation of detailed plans and specifications if the board deems such action desirable. The cost of preparation of preliminary or advance plans or designs, the cost of detailed plans and specifications, and the cost of all architectural and engineering services are charges against the appropriations made by the legislature for any state buildings or projects, or buildings or projects planned or contemplated by any state agency for which the legislature has appropriated or may appropriate money. The costs must not exceed the limitations that are or may be provided by the legislature.

[3.] 4. The board:

(a) [Has] After consulting with the interim finance committee, has final authority for approval as to the architecture of all buildings, plans, designs, types of construction, major repairs and designs of landscaping.

(b) Shall solicit bids for and let all contracts for new construction or major repairs.

(c) May negotiate with the lowest responsible bidder on any contract to obtain a revised bid if:

(1) The bid is less than the appropriation made by the legislature for that building project; and

(2) The bid does not exceed the relevant budget item for that building project as established by the board by more than 10 percent.

(d) May reject any or all bids.

(e) After the contract is let, shall supervise and inspect construction and major repairs. The cost of supervision and inspection must be financed from the capital construction program approved by the legislature.

(f) May authorize change orders, before or during construction:

(1) In any amount, where the change represents a reduction in the awarded contract price.

(2) Not to exceed in the aggregate 10 percent of the total awarded contract price, where the change represents an increase in that price.

(g) Has final authority to accept each building as completed or to require necessary alterations to conform to the contract, and to file the notice of completion.

(h) Shall establish such funds for projects of capital construction as are necessary to account for the program of capital construction approved by the legislature. These funds must be used to account for all revenues, appropriations and expenditures restricted to constructing buildings and other projects which come under the supervision of the board.

Sec. 2. NRS 218.6825 is hereby amended to read as follows:

218.6825 1. There is hereby created in the legislative counsel bureau an interim finance committee composed of the members of the assembly standing committee on ways and means and the senate standing committee on finance during the current or immediately preceding session of the legislature. The immediate past chairman of the senate standing committee on finance shall be the chairman of the interim finance committee for the period ending with the convening of the 56th session of the legislature. The immediate past chairman of the assembly standing committee on ways and means shall be the chairman of the interim finance committee during the next legislative interim, and the chairmanship shall continue to alternate between the houses of the legislature according to this pattern.

2. If any regular member of the committee informs the secretary that he will be unable to attend a particular meeting, the secretary shall notify the speaker of the assembly or the majority leader of the senate, as the case may be, to appoint an alternate for that meeting from the same house and political party as the absent member.

3. The interim finance committee, except as provided in subsection 4, may exercise the powers conferred upon it by law only when the legislature is not in regular or special session. The membership of any member who does not become a candidate for reelection or who is defeated for reelection continues until the next session of the legislature is convened.

4. During a regular session the interim finance committee may also perform the duties imposed on it by paragraph (a) of subsection 4 of



NRS 341.150, and by NRS 353.220, 353.224 and 353.335 and chapter 621, Statutes of Nevada 1979. In performing those duties, the senate standing committee on finance and the assembly standing committee on ways and means may meet separately and transmit the results of their respective votes to the chairman of the interim finance committee to determine the action of the interim finance committee as a whole.

5. The director of the legislative counsel bureau shall act as the secretary of the interim finance committee.

6. A majority of the members of the assembly standing committee on ways and means and a majority of the members of the senate standing committee on finance, jointly, may call a meeting of the interim finance committee if the chairman does not do so.

7. In all matters requiring action by the interim finance committee, the vote of the assembly and senate members must be taken separately. An action must not be taken unless it receives the affirmative vote of a majority of the assembly members and a majority of the senate members.

8. Except during a regular or special session of the legislature, each member of the interim finance committee and appointed alternate is entitled to receive the compensation provided for a majority of the members of the legislature during the first 60 days of the preceding regular session for each day or portion of a day during which he attends a committee meeting or is otherwise engaged in committee work plus the per diem allowance and travel expenses provided by law. All such compensation must be paid from the contingency fund in the state treasury.



SUMMARY--Transfers program of work release to department of prisons and abolishes prisoner's work release revolving loan account.  
(SBR 16-341)

FISCAL NOTE: Effect on Local Government: No.  
Effect on the State or on Industrial Insurance: No.

AN ACT relating to the program of work release for offenders; transferring the program of work release to the department of prisons; abolishing the prisoner's work release revolving loan account; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND  
ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. NRS 213.1095 is hereby amended to read as follows:

213.1095 The chief parole and probation officer [shall:

1. ~~be~~ ]:

1. Is responsible for and shall supervise the fiscal affairs and responsibilities of the department.

2. [~~Present,~~] Shall present, in conjunction with the budget division of the department of administration, the biennial budget of the department to the legislature.

3. [~~Establish,~~] May establish, consolidate and abolish sections within the department.

4. [~~Establish,~~] May establish, consolidate and abolish districts within the state to which assistant parole and probation officers are assigned.

5. [~~Appoint,~~] Shall appoint, in accordance with the provisions of chapter 294 of NRS, the necessary supervisory personnel and other

assistants and employees as may be necessary for the efficient discharge of the responsibilities of the department.

6. [He] is responsible for such reports of investigation and supervision and other reports as may be requested by the board or courts.

7. [Direct] shall direct the work of all assistants and employees [as may be] assigned to him.

8. [Formulate] shall formulate methods of investigation, supervision, recordkeeping and reporting.

9. [Develop] shall develop policies of parole and probation [work, including the work release program, in the light of] after considering other acceptable and recognized correctional programs and conduct training courses for the staff.

10. [Furnish or cause to be furnished] shall furnish to each person released under his supervision a written statement of the conditions of parole or probation, instruct [or cause to be instructed] any parolee or probationer regarding [the same,] those conditions, and advise [or cause to be advised] the board or the court of any violation of the conditions of parole and probation.

11. At the close of each biennium, shall submit to the governor and the board a report, with statistical and other data, of his work.

12. [Perform] shall perform such other duties as are prescribed by law.

Sec. 2. NRS 213.300 is hereby amended to read as follows:

213.300 1. [The state board of parole commissioners, through the chief parole and probation officer,] The department of prisons shall establish and administer a [work release] program of work release

under which a person sentenced to a term of imprisonment in [a penal or correctional institution] an institution of the department may be granted the privilege of leaving secure custody during necessary and reasonable hours to:

(a) Work in this state at gainful private employment that has been approved by the [state board of parole commissioners for such] director of the department for that purpose.

(b) Obtain in this state additional education, including [but not limited to] vocational, technical and general education.

2. The [work release] program may also include [, under rules developed by the chief parole and probation officer and approved by the state board of parole commissioners,] temporary leave for the purpose of seeking employment in this state.

3. The [chief parole and probation officer] director is responsible for the quartering and supervision of [prisoners] offenders enrolled in the [work release program.] program.

Sec. 3. NRS 213.310 is hereby amended to read as follows:

213.310 1. The director of the department of prisons shall, by appropriate means of classification and selection, determine which of the offenders, during the last 6 months' confinement, are suitable for the [work release program,] program of work release, excluding those sentenced to life imprisonment who are not eligible for parole and those imprisoned for violations of chapter 201 of NRS who have not been certified by the designated board as eligible for parole.

2. The director shall then [submit to the state board of parole commissioners] select the names of those offenders he determines to be eligible for the [work release program, and the board shall select

from those names the offenders it considers to be suitable for the program.

3. Before work release privileges are granted to any offender so selected, the sentencing court shall be notified of the intent to take such action. If the court does not object within 10 judicial days of the notice, the state board of parole commissioners may proceed to enroll the offender in the work release program.

4. In enrolling an offender in the work release program, the state board of parole commissioners shall delegate full authority to the chief parole and probation officer to take all necessary action to enforce rules relating to the general procedures and objectives of the program.] program.

Sec. 4. NRS 213.320 is hereby amended to read as follows:

213.320 1. [The chief parole and probation officer shall administer the work release program. The chief parole and probation officer shall:] The director of the department of prisons shall administer the program of work release and shall:

- (a) Locate employment for qualified applicants;
- (b) Effect placement of [prisoners] offenders under the [work release] program; and
- (c) Generally promote public understanding and acceptance of the [work release] program.

2. All state agencies shall cooperate with the [chief parole and probation officer] director in carrying out this section to such extent as is consistent with their other lawful duties.

3. The [chief parole and probation officer] director shall adopt rules for administering the [work release] program.

Sec. 5. NRS 213.340 is hereby amended to read as follows:

213.340 1. The [chief parole and probation officer] director of the department of prisons may contract with the governing bodies of political subdivisions in this state for quartering in suitable local facilities [of prisoners enrolled in work release programs.] the offenders enrolled in programs of work release. Each such facility must satisfy standards established by the [state board of parole commissioners] director to assure secure custody of [prisoners] offenders quartered therein.

2. The [chief parole and probation officer may not enroll any prisoner in the work release program unless it has been] director shall not enroll any offender in the program of work release unless he has determined that suitable facilities for quartering the [prisoner] offender are available in the locality where the [prisoner] offender has employment or the offer of employment.

Sec. 6. NRS 213.350 is hereby amended to read as follows:

213.350 1. An offender enrolled in the [work release program] program of work release is not an agent, employee or servant of the department of prisons [or the state board of parole commissioners of this state:] while he is:

(a) [While working in employment under] Working in the program or seeking such employment; or

(b) [While going] Going to such employment from the place where he is quartered or [while] returning therefrom.

2. An offender enrolled in the [work release] program is considered to be an offender in an institution of the department of prisons.

Sec. 7. NRS 213.360 is hereby amended to read as follows:

213.360 1. The [chief parole and probation officer] director of the department of prisons may immediately terminate any offender's enrollment in the [work release] program of work release and transfer him to an institution of the department of prisons if, in his judgment, the best interests of the state or the offender require such action.

2. If an offender enrolled in the [work release] program is absent from his place of employment or his designated quarters without a reason acceptable to the [state board of parole commissioners from his place of employment or his designated quarters, such] director, the offender's absence:

(a) Immediately terminates his enrollment in the [work release] program.

(b) Constitutes an escape from prison, and [such] the offender shall be punished as provided in NRS 212.090.

Sec. 8. NRS 213.370 is hereby repealed.

Sec. 9. Any money in the prisoner's work release revolving loan account, created pursuant to NRS 213.370, on July 1, 1983, shall revert to the state general fund. Any money owed to that account on or after July 1, 1983, must be paid directly to the state general fund as that money becomes due.