

**MINUTES OF THE
JOINT SUBCOMMITTEE ON PUBLIC SAFETY, NATURAL RESOURCES AND
TRANSPORTATION
OF THE ASSEMBLY COMMITTEE ON WAYS AND MEANS
AND THE SENATE COMMITTEE ON FINANCE**

**Seventy-third Session
February 23, 2005**

The Joint Subcommittee on Public Safety, Natural Resources, and Transportation of the Assembly Committee on Ways and Means and the Senate Committee on Finance, was called to order at 8:05 a.m. on Wednesday, February 23, 2005. Chair Kathy A. McClain presided in Room 2134 of the Legislative Building, Carson City, Nevada. [Exhibit A](#) is the Agenda. [Exhibit B](#) is the Attendance Roster. All exhibits are available and on file at the Research Library of the Legislative Counsel Bureau.

ASSEMBLY COMMITTEE MEMBERS PRESENT:

Ms. Kathy A. McClain, Chair
Mr. Mo Denis
Ms. Heidi S. Gansert
Mr. Joseph M. Hogan
Mrs. Ellen M. Koivisto
Ms. Valerie E. Weber

SENATE COMMITTEE MEMBERS PRESENT:

Senator Dean A. Rhoads, Chair
Senator Bob Beers
Senator Dina Titus

STAFF MEMBERS PRESENT:

Steve Abba, Principal Deputy Fiscal Analyst
Gary L. Ghiggeri, Senate Fiscal Analyst
Bob Guernsey, Principal Deputy Fiscal Analyst
Leslie Johnstone, Program Analyst
Mark Krompotic, Senior Program Analyst
Cindy Clampitt, Committee Secretary

OTHERS PRESENT:

Jackie Crawford, Director, Department of Corrections
Frederick Schlottman, Administrator, Offender Management Division,
Department of Corrections
Darrel Rexwinkel, Assistant Director, Support Services, Department of
Corrections
Richard Stewart, Data Processing Manager, Department of Corrections
Dorothy Nash Holmes, Mental Health Programs Administrator, Department of
Corrections
Ted D'Amico, D.O., Medical Director, Department of Corrections
Dorothy North, Chief Executive Officer, Vitality Center
Dave Anson, Chairman, Government Affairs Committee, Nevada State Counsel,
Vietnam Veterans of America
Garry D. T.J. Steinman, Pastor, Prison Ministries, Vietnam Veterans of America

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George Togliatti, Director, Department of Public Safety
Dorla M. Salling, Chair, State Board of Parole Commissioners
Amy Wright, Chief, Division of Parole and Probation, Department of Public Safety
Kathy Thompson, Management Analyst, Division of Parole and Probation, Department of Public Safety

CHAIR MCCLAIN:

We will be hearing the Department of Corrections (DOC) budgets with the exception of the individual institution budgets today.

JACKIE CRAWFORD (Director, Department of Corrections):

I will proceed with an overview of our budgets. The mission of the Department has not changed in the past biennium. There are 19 locations and Casa Grande will be opened soon. In our PowerPoint presentation [Exhibit C](#), (original is on file at the Research Library) is a chart of each institution and the inmate population therein.

Our priority request, as approved by the Governor, is for pay increases of 10 percent. We have assumed administration of the Southern Nevada Women's Correctional Center (SNWCC) on October 1, 2004. We realize we had underestimated the number of staff needed. An additional eight positions are needed for proper coverage.

An additional 21 positions for the High Desert State Prison (HDSP) are being requested. Those positions include two lieutenants, three sergeants and the remaining positions are for correctional officers. The expansiveness and layout of that facility demands additional staff for adequate coverage.

You will be hearing more about the Going Home Prepared Program later from Ms. Dorothy Nash Holmes. The Program began through a federal grant and we have been named as 1 of 17 state models that will be reviewed. The model and template for this Program will be used at the Casa Grande facility. The grant expires and we are asking for four staff to continue the Program.

We are asking for 11 staff for the Offenders Acting in Solidarity to Insure Sobriety (OASIS) Program.

The Offender Management System is 17 years old and uses a DOS-based computer program. An employee who designed and maintained the system will retire March 1, 2005. With budget constraints during the 72nd Legislative Session we were ready to request a new computer system, but were asked to hold the request until this Legislative Session.

We are requesting replacement of 48 vehicles. The DOC uses its vehicles for inmate transportation and we believe they must be in top condition for security purposes.

The Southern Nevada Correctional Center (SNCC) is scheduled to open in August 2006. The facility will have 612 beds for young adults and we are requesting 232 staff with an emphasis on vocational training and substance abuse treatment. There is a block of incarcerated young offenders and our

research has demonstrated that these are the offenders we must reach. If not, then they will typically become repeat offenders. They are currently housed at the HDSP in a separately fenced area and do not participate with older adults. It is important they not mingle with older offenders for their security and safety.

Congress, in its last session, passed what is called the Prison Rape Bill which was signed into law by the President of the United States. It includes certain mandates to separate young offenders from older offenders. When the Southern Nevada Correctional Center opens, we will be ahead of the federal mandates.

CHAIR MCCLAIN:

How are young offenders defined? Is there an age group block or is it based on their offenses?

MS. CRAWFORD:

We identify young offenders by both age and offense. This particular institution will target ages 15 to 21 or 22. Their offenses will be in the three- to five-year sentencing range. There are approximately 701 inmates who fit the criteria. We believe we can reach and turn around a majority of these offenders and reduce the recidivism rate.

CHAIR MCCLAIN:

Is your main goal to help offenders not return to prison?

MS. CRAWFORD:

Yes, and to manage and protect them. There is a theory that these youth have been adjudicated as adults. However, I have a constitutional obligation to protect these individuals.

CHAIR MCCLAIN:

When we hear the budgets for the facilities, we are requesting your performance indicators to be outcome-based rather than workload-based.

MS. CRAWFORD:

The performance indicators we have established are more workload-based according to caseloads, but there will be some outcome-based indicators. The outcome-based performance indicators are a new trend in Nevada.

The master plan for the DOC includes the opening of Casa Grande on time in October 2005. The SNCC, with Legislative approval, is projected to open in 2006, and we are requesting to expand the HDSP and complete that construction with 504 cells.

Through planning with the State Public Works Board, we will be studying a women's addition with a target date in 2008, an Indian Springs work center, Southern Nevada Regional Medical Facility and an expansion and remodel of the Humboldt Conservation Camp. We are proud of our camps. Humboldt is the oldest camp and consists of old trailers imported from Alaska many years ago. In the process, they had even fallen into the ocean, but were retrieved. They are in dire need of replacement. We will be working closely with the Division of Forestry because they know where the workload is and how to best utilize the

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camps. Prison 8 is further down the road. In 2013, planning will begin for a new women's facility if it is needed.

CHAIR RHOADS:

Do you have any recommendations on where Prison 8 should be located and how many beds are planned?

MS. CRAWFORD:

That has to come in the planning stage. It could be that we would expand an existing facility. However, when facilities get large, they pose major management issues. The HDSP is a large facility and there have been complications and challenges there. A facility with approximately 1,500 beds seems to work well. I would never recommend we go into another 3,000-bed facility.

I have asked Mr. Fredrick Schlottman to review the population projections with the Committee. We will not go into great detail today as the new projections are expected on March 1, 2005.

CHAIR McCLAIN:

When the new data arrives, will that information be included in the hearing on March 15, 2005, with the presentation of the facilities budgets?

MS. CRAWFORD:

I believe the information will be available at that time.

FREDERICK SCHLOTTMAN (Administrator, Offender Management Division, Department of Corrections):

The chart on page 4 of the PowerPoint presentation in [Exhibit C](#) shows the population projections through 2014. It also includes historical data going back to 1994 regarding inmate population. The JFA Associates, who contract for our population projections, forecast an increase in Nevada's prison population. The increase is less than the historical average. An additional 3.75-percent growth is anticipated in the next year then dropping to 3.25 percent in 2007. Both numbers are less than the forecasted average, but a new population projection will be received soon and those figures are subject to change.

CHAIR McCLAIN:

Based on the projections you will be receiving, will you be coming back to the Committee to ensure there are enough beds for the inmate population?

MR. SCHLOTTMAN:

We will adjust our Capital Improvement Program (CIP) accordingly. We have an option of opening a fourth unit at the HDSP if necessary. We can also look at accelerating the opening of SNCC or for planning Prison 8.

CHAIR McCLAIN:

Are you including plans for residential confinement? Will that be in the women's prison?

MS. CRAWFORD:

That will be addressed through the Division of Parole and Probation. I believe they are reviewing certain house-arrest funding approved by the Governor.

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CHAIR RHOADS:

Did your consulting firm miss a large prediction recently?

MS. CRAWFORD:

This consulting firm was hired by the Department of Administration. They are credible and have been in the business a number of years. They have been accurate, but this trend is a national issue. Las Vegas, being the fastest growing city in the United States, may have been a factor in the missed projection. I am not the expert to respond to this question.

CHAIR RHOADS:

How bad was the miscalculation?

MR. SCHLOTTMAN:

There was slightly more than an 8-percent increase in prison population last year and we were forecast at slightly less than 4 percent.

CHAIR RHOADS:

I would think JFA Associates would consider the fact Nevada is the fastest-growing area in the nation. It seems they have had a good record in the past.

MS. CRAWFORD:

It is difficult to make prison population growth projections. With the additional police officers being requested throughout the *Executive Budget*, which I support, those are good deterrents, because people know our streets are covered and it may discourage some of the influx of criminals from other states. This company has done a good job in the past.

CHAIR RHOADS:

Please furnish the Committee with the cost of the consulting contract and advise whether the projections could be made in house.

MS. CRAWFORD:

I would prefer to have an outside, objective company make the projections. Historically, when in-house projections are done, it places the Department in somewhat of a subjective role.

CHAIR RHOADS:

It would seem someone from Nevada could make a better prediction than someone from Boston or Philadelphia about Nevada's patterns.

MS. CRAWFORD:

That question is better answered by the Department of Administration, but I would prefer not to have the predictions done in house. We do not have the manpower and it is not our element of expertise.

CHAIR RHOADS:

Do you know the cost of the consulting contract?

MS. CRAWFORD:

I do not.

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ASSEMBLYMAN DENIS:

In looking at your chart of population projections, do we know why there was a substantial increase between 2003 and 2004 compared to previous years?

MR. SCHLOTTMAN:

There was a large influx of new committals in 2003 and 2004. That increase was substantially different than the inmate inflow in other years. There were substantially more property offenders running contrary to the previous trend that indicated a hardening of the population.

ASSEMBLYMAN DENIS:

Do you feel the population will continue to escalate? That would be a concern.

MR. SCHLOTTMAN:

The JFA Associates will be taking that into consideration. They have access to all our intake and population files to assist in their projections.

CHAIR MCCLAIN:

There was an increase in the number of Washington and Wyoming inmates housed in Nevada during 2003 and 2004. Was that anticipated in the previous budget?

MR. SCHLOTTMAN:

The Washington and Wyoming inmates were already in Nevada during that period. These represent new offenders coming into the system.

CHAIR MCCLAIN:

Are the Washington and Wyoming inmates being moved back to their home states now?

MR. SCHLOTTMAN:

That is correct.

MS. CRAWFORD:

Mr. Darrel Rexwinkel will now present the process of our funding sources and what we are requesting in the *Executive Budget*.

DARREL REXWINKEL (Assistant Director, Support Services, Department of Corrections):

There are three budgets on the agenda for discussion today. I will first cover budget account 101-3710.

CORRECTIONS

NDOC Director's Office – Budget Page CORRECTIONS-1 (Volume III)
Budget Account 101-3710

The Director's office budget addresses multiple functions. They include all the inmate transportation officers, the Offender Management Division, the Inspector General's Office, support services and personnel and training.

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CHAIR McCLAIN:

What is the function of the inspector general?

MR. REXWINKEL:

The inspector general is the investigative division within the Department. He investigates offender complaints and allegations against staff.

The Base Budget is \$27,325,331 with 157 full-time equivalent (FTE) positions.

M-100 – Inflation – Page CORRECTIONS-3

M-201 – Demographics/Caseload Growth – Page CORRECTIONS-3

M-202 – Demographics/Caseload Growth – Page CORRECTIONS-3

M-300 – Occupational Studies/Salary and Fringe Wage Adjustments –
Page CORRECTIONS-4

M-304 – Classified 2 percent Cost of Living Allowance (COLA) –
Page CORRECTIONS-4

M-305 – Unclassified and Non-classified 2 percent COLA –
Page CORRECTIONS-5

Decision unit M-100 includes adjustments provided by the Budget Division of the Department of Administration. The big reduction in this budget is for State-owned building rent.

Decision unit M-201 is directly related to inmate drug testing and the inmate population addressed by Mr. Schlottman.

Decision unit M-202 relates to the opening of SNCC in August 2006.

Decision unit M-300 includes adjustments that come through the Department of Personnel for retirement, workers' compensation and other fringe benefits.

Decision unit M-304 is the classified employee 2-percent COLA and M-305 is for the unclassified employees' COLA.

Decision units M-425 through M-438 are deferred maintenance projects for the facilities.

E-275 - Maximize Internet and Technology – Page CORRECTIONS-11

E-710 – Replacement Equipment – Page CORRECTIONS-11

E-804 – Cost Allocation – Page CORRECTIONS-11

E-809 – Sworn Salary Adjustments – Page CORRECTIONS-12

E-810 – Other Salary Adjustments – Page CORRECTIONS-12

E-811 – Unclassified Changes – Page CORRECTIONS-13

E-817 – Cost Allocation Nevada Department of Transportation (NDOT)
800 MHZ Radios – Page CORRECTIONS-13

E-900 – Transfers of Senior Correctional Officers from Budget Account 3738 –
Page CORRECTIONS-13

E-901 – Transfer of Senior Correctional Officer from Budget Account 3759 –
Page CORRECTIONS-14

E-903 – Transfer of Maintenance Positions from Budget Account 3762 HDSP –
Page CORRECTIONS-14

E-905 – Transfer Chaplain Travel Funds to Budget Account 3711 –
Page CORRECTIONS-15

Decision unit E-275 is to replace the Offender Management System and more detail will be given later regarding that request.

We will provide more detail on decision unit E-710 later.

Decision unit E-804 is for allocations to the Nevada Highway Patrol (NHP) services and is a new item in this budget.

Decision unit E-809 represents the 2-grade increase for the sworn officers and there are two charts on that in [Exhibit C](#).

Decision unit E-810 is a 2-grade increase for correctional caseworkers.

Decision unit E-811 is for positions proposed to move from the classified to the unclassified service. A list of those positions is contained in [Exhibit C](#).

Decision unit E-817 is a cost allocation for maintenance of the NDOT 800 MHZ radio system.

Decision units E-900 and E-901 are transfers of correctional officers. Almost all staff conducting investigations are under the authority of the inspector general and in B/A 101-3710. There were two positions that were not, so the purpose of these transfers is to have all those positions in one budget.

Decision unit E-903 is a telecommunications position that is currently in the budget of HDSP. Telecommunications are administered on a department-wide basis.

Decision unit E-905 is requesting to move travel funds for the chaplain to the Programs Division, B/A 101-3711.

Page 5 of the PowerPoint presentation in [Exhibit C](#) lists the revenue sources for the budget. General Fund revenues are \$31.9 million. The State Criminal Alien Assistance Grant, also known as SCAAP provides \$2.4 million in revenue. That funding is available through federal fiscal year (FFY) 2005. It is not in the President's budget for FFY 2006. After Congress reviews the federal budget, it may reappear in that budget. Local police departments also receive a portion of that grant which is reimbursement for incarceration of illegal aliens.

CHAIR MCCLAIN:
How is the SCAAP funding used?

MR. REXWINKEL:
The SCAAP funding substitutes for General Funds from the State. It is not specific to any one inmate, institution or cost. It relates to housing illegal aliens in all DOC facilities.

CHAIR MCCLAIN:
What happens if the grant is not federally funded in 2007?

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MR. REXWINKEL:

If the grant is not funded and further funding is necessary, we would make a request to the Legislature for funding in the 2007 Legislative Session.

CHAIR McCLAIN:

Are we safe for two more years?

MR. REXWINKEL:

We are safe through the State FY 2006.

The Social Security Administration provides a small amount of funding for inmate reporting. Ducat Sales are for miscellaneous items. Inmate Store Fund Interest is provided for in the *Nevada Revised Statutes* (NRS) at \$25,000 each year. Other miscellaneous revenue provides \$2,638.

The Committee will find decision unit M-202 in all three budgets heard today, but most of that category will be heard when the SNCC's opening budget is heard.

I have separated out the personnel costs allowing the Committee to see exactly what new positions are being requested.

CHAIR McCLAIN:

What is the situation with the sewer pond at the SNCC?

MR. REXWINKEL:

The facility needs remedial work performed on the sewer ponds before the SNCC can be opened unless a waiver is allowed on a short-term basis. There are some other issues occurring with a private company that plans to develop an energy-producing project and they need the wastewater. They would not work on the sewer ponds, but we are currently working with them on another possible solution.

The requested budget analyst II and the accounting assistant II would be placed in the central office. The two positions were cut in FY 2003, but now that more facilities are being opened, they are needed. The institution will need one criminal investigator for the Inspector General's Office. Offender Management needs one correctional casework specialist for caseload growth. The Personnel and Training Division needs one administrative assistant I for the additional personnel staffing related to newly-opened facilities. The Personnel and Training Division needs one training officer II.

CHAIR RHOADS:

Why do you need another criminal investigator? Is this a workload issue?

MR. REXWINKEL:

Each institution has one criminal investigator and the request is related to workload. This position would be assigned to the newly opened SNCC.

CHAIR RHOADS:

Do you have documentation of the workload to substantiate the request?

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MR. REXWINKEL:

We provided information to the Fiscal Analysis Division staff.

CHAIR MCCLAIN:

I do not think that function was available at the SNWCC before the State took responsibility for that institution.

MR. REXWINKEL:

The private contractor was responsible for the operation of that facility until the State takeover. We provided staff from the Inspector General's Office when some concerns arose. Although an investigator is assigned to a specific institution, we may send several investigators to one institution, depending upon the situation.

[Exhibit C](#) contains a list of deferred maintenance projects being requested. These include decision units M-425 through M-438 for a total request of \$4,015,532. Decision unit M-589 is a project for the Prison Industries Dairy at a cost of \$65,000. The information at the beginning of [Exhibit C](#) provides detail on each of the projects.

CHAIR MCCLAIN:

Just discuss the high points, please.

MR. REXWINKEL:

The beginning of [Exhibit C](#) lists the specifics of each deferred maintenance decision unit. Module M-425 is for the Regional Medical Facility at Northern Nevada Correctional Center. Warm Springs Correctional Center, under module M-426, has several smaller projects concerning issues that have been brought forward by the Risk Management Division including cleaning of air vents to rid the facility of airborne issues, deep-cleaning carpets, painting and general maintenance.

There is only a small amount requested for Northern Nevada Correctional Center. Only a few items are needed at the Nevada State Prison.

CHAIR MCCLAIN:

At the Humboldt Conservation Camp project as well?

MR. REXWINKEL:

The Humboldt Conservation Camp maintenance will be a large project at \$500,000. That cost is for upgrade of the Alaskan modular units which have been in place many years. The \$500,000 would extend the life of those units until we can determine what to do with them on a long-term basis.

CHAIR MCCLAIN:

Do you also have projects at the Carlin and Lovelock Conservation Camps?

MR. REXWINKEL:

The request for Carlin is \$338,000 for electrical work, concrete, siding, culinary, bathrooms and several plumbing issues in Module M-436.

MS. CRAWFORD:

The camps were stick built and do not hold up well with the number of people we process through those facilities. The baths installed were not of a commercial grade and they must be maintained continuously to meet health standards.

MR. REXWINKEL:

The Lovelock request is \$2,888,000. An additional list is provided in [Exhibit C](#). The Lovelock requests include roof repairs at \$100,000; treatment of building exterior and additional interior issues for \$700,000; shelter for the sewage filter to avoid freezing at \$100,000; replacing the heating and air-conditioning controls at \$100,000; slurry pump and sewer ponds work for \$100,000; upgrading the fire alarm system for \$120,000; replacing certain flooring for \$191,000; locks at the gatehouse for \$110,000 and to meet certain Americans with Disabilities Act requirements for \$150,000.

Most requests have originated with recommendations of the Risk Management Division and the State Public Works Board Facility Conditions Analysis Reports.

CHAIR MCCLAIN:

Are they also in the Governor's budget recommendations?

MR. REXWINKEL:

Yes, they are. We did note certain electrical coolant items at the Nevada State Prison that have already been repaired. There were six units that were replaced at a cost of \$18,000 each. We will be discussing the removal of that item from our budget with your staff.

CHAIR MCCLAIN:

Are there ongoing repair items at Lovelock that will show up in the next biennial budget?

MR. REXWINKEL:

There are always items that need repair and are totally unanticipated. Recently, some piping into units at the Nevada State Prison started to leak, and we had to find approximately \$110,000 elsewhere in the budget to take care of the problem. Several years ago the circular loop was replaced that feeds into housing units 8 through 11. To take the piping into the housing units, the unit must be closed down, cut through the concrete floor, and possibly cut through electrical lines and then the piping must be replaced.

There are two components to replacement of the computer system. Budget account 101-1325 is part of the Department of Administration budget. The procedure is to submit an Information Technology Request to the Department of Information Technology. They review the request thoroughly and visit with agency staff numerous times. That is the background for the \$11,109,514 one-time request in the Department of Administration budget account. The hearing on B/A 101-1325 will be held on March 3, 2005. The request in B/A 3710 is for six positions to manage the new system.

The next page in [Exhibit C](#) lists some of the reasons the current computer system needs to be replaced. The system is 17 years old. It was developed and

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maintained by one person who is retiring. There is no formal system documentation. There are unsupported applications over the past ten years. The development language is Revelation Basic and the operating system is DOS/Novell 3.1.

CHAIR MCCLAIN:

Are you saying the current system works well?

MR. REXWINKEL:

It does work well. It is a one-person dependent system. If something does not work correctly, there is imbedded coding that must be located and adjusted.

CHAIR MCCLAIN:

Are you comfortable the new system would be as functional?

MR. REXWINKEL:

The new system should work even better. The old system, known as the Nevada Criminal Information System (NCIS), provides certain mission-critical functionality. It tracks timekeeping and sentence management, monitors movements and inmate counts, classification, disciplinary, parole, chronological files and programs, inmate information and historical information.

The proposed system incorporates new technology with supported applications, a proven commercial off-the-shelf application, a documented system, online in real time with current information. It will interact and interface with outside agencies. To arrive at the funding request figure, we went through a request for information process and had two major vendors provide us with cost estimates.

We are hoping to issue the request for proposal by April 29, 2005, contingent upon funding by this Committee. The timeline proposes a Notice of Intent to Award by August 26, 2005, award of contract effective with the Board of Examiners approval in October 2005, and to have the new system operational in April 2007, with final completion in June 2007.

ASSEMBLYMAN DENIS:

Please provide me with more information on your computer systems; a network map would be good.

MR. REXWINKEL:

You are welcome to visit with us, or we can meet in your office to discuss the system.

ASSEMBLYMAN DENIS:

Please call my office to arrange that.

You are proposing use of an off-the-shelf system, but who will customize the system for you? How did you determine what you would need in technical staff? I would like to know your current staffing level and how you justify the additional positions.

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MR. REXWINKEL:

I will ask Mr. Richard Stewart to answer your questions on the new computer system.

RICHARD STEWART (Data Processing Manager, Nevada Department of Corrections):

Obviously, a commercial system will not be a perfect fit to the DOC, but we are going to apply the system as generically as possible within the restrictions of the NRS. We will use the Integrated Financial System (IFS) as a model. During that project there was Information Technology (IT) staff from the State and from the vendor working on the modifications. The DOC project is fortunate to have the necessary technical expertise residing in the State.

ASSEMBLYMAN DENIS:

Are you using knowledge from other projects to compile the new system?

MR. STEWART:

We are using knowledge from previous projects and a best business practice process. The IFS system was a successful project. I was the technical lead on that project. We used State and vendor staff for development.

ASSEMBLYMAN DENIS:

Will there be ongoing costs after the initial start-up costs?

MR. STEWART:

Yes, sir. We will have ongoing updates for the system.

ASSEMBLYMAN DENIS:

From whom do you receive the ongoing support?

MR. STEWART:

The support will come from the vendor. Programmers will be needed to apply and test the upgrades. We have requested two information systems specialist IIIs and two help desk staff. We are also requesting a technician and a database analyst.

ASSEMBLYMAN DENIS:

How did you determine what your needs were? Do you currently have help desk staff?

MR. STEWART:

We do not have help desk staff at this time. Currently, the technical staff is responsible for answering the help desk calls.

ASSEMBLYMAN DENIS:

How many technical staff do you have at this time?

MR. STEWART:

There are 13 technical staff including myself. Two are telecommunication specialists, and three are located in southern Nevada.

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ASSEMBLYMAN DENIS:
Your budget request is for six additional staff positions?

MR. STEWART:
That is correct.

ASSEMBLYMAN DENIS:
Will you be transferring data from your old system to the new system?

MR. STEWART:
We will transfer as much data as possible to the new system.

ASSEMBLYMAN DENIS:
How long do you anticipate that process will take?

MR. STEWART:
With the request for information, responses received from both vendors estimated approximately 18 months for implementation including the conversion piece.

The conversion is not an exact science and only a certain amount of the data can typically be converted. We will attempt to convert all information that is needed immediately, some historical information, but some information will not be convertible.

ASSEMBLYMAN DENIS:
How critical is this data? Will you keep the old system running while converting to the new system?

MR. STEWART:
We will print most of the information from the old system and shut it down. We intend to enter the old information at a later time.

CHAIR MCCLAIN:
Is this conversion all in house, or will you be working with the Department of Information Technology (DoIT)?

MR. STEWART:
The Department of Administration will be running the budget, but 1,000 hours of quality assurance is in the budget for DoIT.

CHAIR MCCLAIN:
At what rate?

MR. STEWART:
I do not have that information with me today.

CHAIR MCCLAIN:
Did DoIT provide you with a rate for their services?

MR. STEWART:
Yes, they did.

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ASSEMBLYMAN DENIS:
Do you use DoIT for your connectivity?

MR. STEWART:
Yes, we use the backbone services and we will continue that practice with the new system.

CHAIR McCLAIN:
Are there further requests for the Director's office budget?

MR. REXWINKEL:
We are requesting certain replacement equipment. There is a request for a telephone system upgrade for the central office and a request for five trailers for inmate transportation. With the increase in inmates, the trailers help transport the inmates' personal items when they are moved from one institution to another. The telephone system upgrade includes a PBX circuit pack.

We would like to standardize our handguns with .40 caliber weapons. The request is for 206 new handguns. Some investigators are currently carrying their own weapons and we feel that is not a good practice. Ammunition for the .38 caliber weapons is harder to obtain. The .40 caliber weaponry is standard for the Department of Public Safety (DPS) as well. We will also need 206 holsters in that request.

We are requesting 60 telephone handsets. The current sets are old and need replacement. Replacement equipment requests total \$209,000.

Every DOC budget with sworn staff will have a request similar to the one in B/A 101- 3710 for Governor's recommended pay increases.

CHAIR McCLAIN:
We are showing additional equipment requests including 68 personal computers (PCs) and 48 printers.

MR. REXWINKEL:
Those requests are for the SNCC when it opens.

CHAIR McCLAIN:
Will some of these computers be used in the classes being taught by the school district?

MR. REXWINKEL:
The computers will be in the institution in its educational programs.

CHAIR McCLAIN:
They will not be used in the classes taught by the school district?

MR. REXWINKEL:
Yes, they use the computers in the educational programs.

CHAIR McCLAIN:
The school district does not supply any equipment?

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MR. REXWINKEL:

I am not sure of the answer to that question. I believe they use the institution's equipment. Ms. Dorothy Nash Holmes may have that answer.

DOROTHY NASH HOLMES (Mental Health Programs Administrator, Department of Corrections):

The school district supplies computers in the classrooms for the inmates to learn computer technology. The computers listed in the budget are for staff. Approximately 232 staff are being requested for the new SNCC and approximately 200 computers are being requested.

SENATOR BEERS:

Will these new computers allow Internet access?

MS. NASH HOLMES:

There will be no Internet access for offenders, but staff will have Internet access for communication and functional purposes.

MR. REXWINKEL:

A 2-grade increase is proposed for all sworn staff in addition to the 2-percent COLA increase for each year of the biennium. As of June 30, 2005, a correctional officer would have a salary of \$29,795. At the end of the upcoming biennium, the same officer would have a salary of \$33,736. That is a 13.25-percent increase overall. The increase would affect all sworn staff from correctional officers through sergeants and lieutenants. The 2004 salary survey, conducted by the Department of Personnel, showed the DOC correctional officers, at minimum pay were paid less than private sector employees by 45 percent. At midpoint on the pay scale they were paid 49.8 percent less, and at maximum salary the DOC correctional officers were paid 52.84 percent less. That study was the basis for the 2-grade increase request.

CHAIR MCCLAIN:

When requesting a 2-grade increase, will the officers be reclassified to a higher grade level? Will someone currently classified as a grade 32 remain at that level with a higher salary, or will the classification be changed to grade 34?

MR. REXWINKEL:

They will be reclassified to grade 34. There have been two incidents of 1-grade increases over the past several years and the grade level was changed in those instances.

ASSEMBLYWOMAN KOIVISTO:

If staff moves up 2 grades, it will place them closer to the top of their pay scale. How will you deal with that issue when they would still be 45 percent less than their peers in other police organizations?

MR. REXWINKEL:

When a staff member's salary is increased 2 grades, they would keep their same step. If an individual was a grade 31, step 2, they would go to a grade 33, step 2, and would still progress normally to step 9. There are annual step increases.

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A similar request for caseworkers is included in this budget and others. This request is also for a 2-grade increase.

Decision unit E-811 requests salary increases based on the proposal to move the positions from classified to unclassified service or other changes.

CHAIR MCCLAIN:
Was your agency part of the personnel study?

MR. REXWINKEL:
No, the study was conducted by the Department of Personnel. I had no function in the process, and I am not aware of any staff from the DOC who may have had input into the study.

CHAIR MCCLAIN:
The Committees have heard requests for reclassifications from classified to unclassified service in nearly every budget. I am concerned, especially as far down into the ranks as it extends.

MR. REXWINKEL:
Some of the positions are semi-unclassified currently, and the Director should have positions that report to her within the unclassified service.

A bill has just been presented for a one-shot appropriation of slightly more than \$1 million to replace 48 vehicles. There are slightly more than 200 vehicles within the DOC and over half have been driven over 100,000 miles, and 8 vehicles have been driven over 200,000 miles. They are in desperate need of replacement and the request is contained in the separate bill.

ASSEMBLYWOMAN GANSERT:
Are there specific cycles recommending time frames for vehicle replacement?

MR. REXWINKEL:
There are not always 48 vehicles to be replaced in one budget cycle, but there have been a few years of revenue shortfalls resulting in a freeze on vehicle replacements. The DPS has a replacement policy, but the DOC does not. Some of the vehicles are used for perimeter patrols or for other purposes once they have reached 80,000 miles. The Department employs mechanics and uses inmate labor in this endeavor. The vehicles used on the road to transport inmates and staff must be well maintained.

ASSEMBLYMAN DENIS:
What is the total number of vehicles within the DOC?

MR. REXWINKEL:
The DOC has approximately 204 to 208 vehicles, including those used by Prison Industries.

ASSEMBLYMAN DENIS:
You are requesting replacement of approximately 25 percent of your fleet? How many of the 48 vehicles recommended for replacement are absolutely necessary?

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MR. REXWINKEL:

We believe they are all absolutely necessary. Nearly one-half of the fleet is over 100,000 miles, and some are approaching 200,000 miles, and there are 8 vehicles that are over 200,000 miles.

ASSEMBLYMAN DENIS:

Of the 48 vehicles in your replacement request, how many are over 100,000 or 8 years old?

MS. CRAWFORD:

The vehicles we are requesting for replacement are in dire need of replacement. Many exceed 200,000 miles and some are dependent upon the number of trips for which they have been used. We do not have the luxury of the replacement modality like other agencies. We were fortunate, in the current biennium, to replace certain buses. However, our goal is to work toward a replacement schedule.

CHAIR MCCLAIN:

I will close the hearing on the Director's office budget and open the hearing on the Prison Medical Care Budget.

Prison Medical Care – Budget Page CORRECTIONS-18 (Volume III)
Budget Account 101-3706

MR. REXWINKEL:

The first slide of this budget in [Exhibit C](#) is an overview showing the Base Budget is \$59,647,345 with 276.42 FTEs. This budget includes a module for inflation.

M-200 Demographics/Caseload Changes – Page CORRECTIONS-20
M-202 Demographics/Caseload Changes – Page CORRECTIONS-20

Decision unit M-200 incorporates inmate growth.
Decision unit M-202 is for the opening of SNCC.

Other maintenance modules include fringe rate adjustments and classified and unclassified COLAs.

Enhancement modules include equipment replacement, the 2-grade increase for nurses, and a schedule for staff who are recommended be changed from the classified service to the unclassified service. There is no change in funding level, only movement of the positions from the classified service to the unclassified service.

Another request would transfer the two psychologist positions to the programs division.

The primary source of funding is from the General Fund at \$68.7 million. Inmates pay for some medical costs. Inmates are required, by NRS, to pay for inmate-on-inmate injuries, recreational injuries and a co-payment for medical services. When the budget indicates Personal Property Fund (PPF), it means the funds came from the inmate's personal account. The inmate welfare account

pays for certain indigent care at a budget of \$1.4 million. The inmate welfare account provides co-payments for indigent inmates. The total requests in B/A 101-3706 is \$70,454,011.

CHAIR MCCLAIN:

Medical costs seem to fluctuate greatly from year to year. Did you use a specific medical inflation factor to determine these budget requests?

MR. REXWINKEL:

Yes, based on rates from the Center for Medicare and Medicaid, Office of the Actuary. We use their table to determine our rates. That table is used only for external inmate care when an inmate must be hospitalized in the community to receive appropriate care, prescription drugs, dental supplies, medical supplies and medical prosthetics.

CHAIR MCCLAIN:

Does the increased request result from the fact the State has assumed responsibility for SNWCC?

MR. REXWINKEL:

That is included in this budget. There has been discussion in the past about medical costs for females being higher than for males. I would suspect, when we are further down the road, the women's figures will blend in with the figures for males.

CHAIR RHOADS:

Are you having problems filling medical positions similar to problems experienced in rural Nevada or statewide?

TED D'AMICO (D.O., Medical Director, Department of Corrections):

No, we are not experiencing recruitment problems. The market for physicians is exceptionally good. That is because the community medical system is exceptionally bad. Many doctors are struggling in private practice. We have been able to encourage excellent physicians into the DOC system who like the comfort of working for the State.

The same is true of psychiatrists. We were able to recruit excellent board-certified psychiatrists, and we are the envy of many states.

We have also recruited good nursing staff through variable shifts and our recruiting practices, although there is a tremendous problem within our State and across the nation concerning the lack of nurses. The requested salary increase may help.

Recruiting in rural Nevada has not been a problem because we provide coverage from our gatekeeper facilities to those outlying areas. We have had excellent cooperation with local hospitals throughout the State.

CHAIR RHOADS:

Congratulations, you are doing a good job.

ASSEMBLYMAN HOGAN:

There is a large increase in medical costs to cover the 2-grade pay increases for nurses. This is the second 2-grade increase we have encountered today. I am familiar with the federal grade system, where the grade is established based on the responsibilities, the content of the job and the skills required. If you have a position with a certain set of responsibilities and over a period of time those responsibilities do not change, is it appropriate to move the position up the grade system by several steps to solve a salary problem? Does the Department of Personnel approve of that technique?

MR. REXWINKEL:

The Department of Personnel conducts a salary survey with certain criteria reviewed. It is their recommendation to provide the 2-grade increase.

ASSEMBLYMAN HOGAN:

It helps to know the request was the result of analysis and recommendation by the Department of Personnel. Perhaps we can discuss this with the Department of Personnel when they appear before the Committee to ascertain if the process results in a grade-creep that is sometimes seen in federal service.

DR. D'AMICO:

When I took this job seven years ago, we had a runaway train with a bleeding financial system. We no longer have that situation which is directly attributed to the nursing staff. The nursing staff for the DOC is responsible for the savings we have experienced in our Department. They do a yeoman's job of directing how care is managed. Any increase for the nursing staff at the DOC, compared to what happens in the community, is a small price to pay for what we are getting within the system. We agree with the budget as proposed by the Governor and our Department. As our Secretary of the Defense has stated, "We go to war with what we have, not with what we would like."

I approach this next two years with cautionary optimism. Our nursing staff is the basis of our operation, and any increases they receive are less than what they deserve. This should not be measured on a national benchmark, and it is imperative that my nurses get rewarded for a fine job over the last seven years.

CHAIR RHOADS:

Would the medical operation at the Jean Conservation Camp still be necessary when the infirmary at the southern Nevada facilities became available in August 2006?

MS. CRAWFORD:

The Jean Conservation Camp will be a female facility until such time as we have the ability to relocate the inmates, or approximately three more years. The SNCC will be for male inmates. It is not healthy to mix those two services.

CHAIR McCLAIN:

I will close the hearing on the Prison Medical Care budget and open the hearing on the Correctional Programs budget.

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E-376 Reduce Recidivism Rate and Juvenile Violence – Page CORRECTIONS-30
E378 Reduce Recidivism Rage and Juvenile Violence – Page CORRECTIONS-30

MR. REXWINKEL:

Most of the decision units correspond with those in other budgets. It includes the opening of SNCC, fringe benefit rates, COLA adjustments and one new enhancement, module E-376 for the OASIS Program in the Southern Desert Correctional Center.

Decision unit E-378 is a request for the Going Home Prepared Program. Ms. Nash Holmes will further describe that request.

There is a 2-grade increase for caseworkers and the unclassified changes. We have already discussed the two psychologist positions being removed from the medical budget and placed in this budget. The chaplain funds are another request within this budget.

The revenue sources for this budget include \$10.7 million from the General Fund, a Workforce Investment Construction Grant for \$175,000 and the Going Home Prepared grant which is only for FY 2006. There are other grants and the inmate welfare account, which is a match for the OASIS grant, at 25 percent. The Residential Substance Abuse Treatment (RSAT) grant from the Department of Public Safety, Office of Criminal Justice, is also included.

The next item in [Exhibit C](#) lists, by category, costs to open the SNCC. There is also a list of specific positions included in Correctional Programs.

MS. NASH HOLMES:

The specific requests in this budget for the biennium are to fund 11 staff positions within the OASIS Program. These positions were funded by an RSAT grant; however, the federal government has cut that funding by 66 percent. We are requesting slightly more than \$500,000 for each year of the next biennium. That grant would be funded 75 percent by the General Fund and 25 percent by the Inmate Welfare Account. If that Program does not continue, it will cost the State nearly twice as much to place correctional officers back into the unit. Program staff costs less with fewer fringe benefits. The increase in cost would be \$920,000 each year.

CHAIR MCCLAIN:

Please explain, briefly, what each program does.

MS. NASH HOLMES:

The OASIS is the therapeutic community. It is a 9- to 12-month intensive drug treatment program in a segregated unit. The inmates only mix to attend school and receive meals. They are under treatment 24 hours each day. The treatment is conducted by substance abuse counselors in the unit and by the therapeutic environment itself. Each inmate has assignments and attends a variety of programs all day with intensive group therapy.

Southern Nevada is the largest drug problem area in the prison system and that is why OASIS is located in a southern institution. The Willing Inmates in Nevada Gaining Sobriety (WINGS) therapeutic program started in Carson City in 1998.

When Director Crawford was hired, one of her first directives was to open a southern Nevada drug-treatment program. The problem is the programs have been funded by the RSAT grant that has been cut drastically.

Thirty percent of the inmates in the OASIS Program are under mandatory treatment, meaning they have tested positive on a urinalysis test. The DOC requires them to either lose two years of visitation or go through the treatment program. That requirement started in August 2003 and is working well. The need for the program is demonstrated by the fact the unit was full throughout 2004. There have been 313 inmates admitted into the Program since it began. There have been two graduation classes totaling 111 graduates. Only 26 inmates have failed the Program and 176 are still in treatment.

Once inmates are in the Program, average disciplinary actions go down. Inmates in the general population have approximately an 8-percent disciplinary rate compared to 3 percent in the OASIS Program. Within the OASIS Program we have conducted 1,046 drug tests in the past year and only 1 percent tested positive.

Cost of treatment is low at \$6 each day or \$2,000 per inmate each year. That cost is low compared to treatment in the community or in many other programs. The Program has only been in existence two years, but only 4.2 percent of the inmates released after being in the Program have returned to prison. National statistics indicate drug treatment can reduce recidivism by 75 percent. Most correctional programs have a 30-percent recidivism rate, but with drug treatment can lower the recidivism rate by 75 percent.

There is a statute in Nevada that mandates one year of aftercare for every inmate that graduates from a prison therapeutic community. That requirement is not funded, so our approach has been to have released inmates return on Friday of each week to the institution for aftercare. We also send them to programs provided in the community and organizations such as Alcoholics Anonymous.

There is a letter in [Exhibit C](#) written by an inmate regarding his results from the Program. I encourage you to read the letter. This inmate is a three-time offender and he has cleaned up through the Program and will soon be leaving prison.

ASSEMBLYWOMAN WEBER:

During the course of the treatment, is each of the inmates subject to random drug testing? Are they randomly tested during the course of their parole?

MS. NASH HOLMES:

Random, unannounced drug tests are done and we bring in drug dogs to search the cells frequently. The unit holds 200 inmates and 1,046 drug tests represent one year of tests on 200 inmates.

ASSEMBLYWOMAN WEBER:

Is staff also subject to random testing?

MS. NASH HOLMES:

There are certain staff positions that require pre-employment testing before they may be employed. When the drug dogs are brought in, they go everywhere.

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With inmates, the testing is random and unannounced. With staff, when we have reason to believe there is a problem, the testing will be done.

CHAIR MCCLAIN:

Why would we need 13 correctional officers to replace 11 counselors?

MS. NASH HOLMES:

There is currently only one correctional officer in the unit. The drug treatment program has a program manager, secretaries, six counselors, a clinical supervisor and two caseworkers. All of those positions, prior to the Program, were either correctional caseworkers or correctional officers running the unit through three shifts. Now there is one officer in the unit, and the unit is run by civilian staff.

What little RSAT funding received from the federal government will be used to fund the WINGS Program in Carson City. There is not enough funding for both programs. There is a four-year contract with Vitality Center and Ms. Dorothy North is here to answer any questions about the WINGS Program.

CHAIR MCCLAIN:

It will now be up to the Legislature to decide whether to continue grant-funded programs with General Fund revenues.

MS. NASH HOLMES:

The reason the federal government began the RSAT Grant Program was because there was no payment being made by anyone for drug treatment programs in prisons. Ms. Maria Canfield, from the Bureau of Drug and Alcohol Abuse (BADA), will tell you Nevada has only 10 percent of the drug treatment capacity it needs in the community, and that does not include the inmate population. There are 11,400 inmates of whom 80 to 90 percent have addiction problems. When inmates go to prison, their addiction does not always go into remission. That is why we are always doing drug testing. Even if an inmate stays clean for a while, without treatment the first thing they do upon release is have a big party where they celebrate and start over again. That is why we now do mandatory treatment that is both legal and constitutional. It works.

CHAIR MCCLAIN:

It is unfortunate the federal government comes up with great plans and then cuts the programs off at the knees two years later.

MS. NASH HOLMES:

Their idea is usually to provide seed money to start programs and then have states continue the funding. If it is important enough to the community, programs will be continued. Our problem is there is no other grant money available for prison drug treatment. The BADA only funds community-based drug treatment programs and juvenile facilities. That is a federal ruling.

I want to introduce Ms. Dana Serrata, Reentry Coordinator for the Going Home Prepared Program. There are materials in [Exhibit C](#), including newspaper articles, funding costs and statistics about the Going Home Prepared Program. We are requesting four positions in our department consisting of Ms. Serrata's position,

the secretary, and two caseworkers be continued with funding from the General Fund.

This Program was started with federal funds to fill in the gaps for states to augment their prisoner reentry systems. Nevada had no reentry program until that time. Inmates were released with a \$25 check and a clean pair of blue jeans. We used the \$1.8 million in grant funds for a three-year pilot project. There was also a requirement to define a target area and the DOC chose southern Nevada since 65 percent of our inmates are incarcerated there. We used the funding to design and plan a full-time statewide reentry system.

Some of the services provided under the Program during the last 6 to 12 months of incarceration include education, mentoring, substance abuse assessment and treatment and help with planning their reentry. Currently, when an inmate is close to release, they are told to write letters and hope they can find a place to live; write letters or call a relative and hope they can find a job. There is no reentry planning assistance by anyone in Nevada. Many inmates serve their parole in prison because they cannot find a job and a place to live. The pilot program makes the contacts for the inmates. We help them locate housing and they receive a mental health assessment. Approximately one-half of the 221 inmates who have been in the Program have been found to have co-occurring disorders. That means they have some level of mental illness and substance abuse.

The Program assists the inmates in getting work documents and identification papers. That is one of the biggest issues inmates being released face. Inmates cannot get identification papers. Only a few enter prison with a birth certificate and many times without a driver's license in their pocket. We apply for those documents on behalf of the inmates. The grants are paying for birth certificates and the Nevada identification cards. When the grant funds are expended, inmates will have to pay for the documents. An arrangement has been made to obtain social security cards for released inmates. The prison identification card is not accepted as official identification by the Department of Motor Vehicles, so we must find two other forms of official identification.

Once inmates go into a community, they are on intensive parole supervision which better protects the public. Law enforcement agencies are a valuable partner in this program. The Las Vegas Metropolitan Police Department is on the selection team to choose inmates for the Program. They helped create intermediate sanctions. The Division of Parole and Probation had never used a system of intermediate sanctions, but that is one requirement of the grant funding, and it is working well. The intermediate sanctions were designed by a team consisting of the courts, prosecutors, public defenders and ourselves.

The program provides victim protection. If an inmate is being released and there are prior victim issues, like temporary protection orders, we obtain those for the victim. We also provide a photograph to victims if the inmate's appearance has substantially changed while they were incarcerated so the victim is aware. One reason law enforcement officials like the Program is they receive a copy of the inmate's reentry plan so they will know the release location.

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Nevada has been chosen as 1 of 18 national evaluation sites because we went from zero to 100 in designing the program.

CHAIR MCCLAIN:

How will the reentry program integrate into the Casa Grande when that facility opens?

Ms. NASH HOLMES:

The current program will be the template, so while we cannot, nor do we wish to, house violent offenders in that institution, the template will transition into Casa Grande.

SENATOR TITUS:

The program sounds like it is working. I hear you talking about male inmates. Are female inmates being provided the same reentry services? Do you have statistics showing the number of women participating in the program?

Ms. NASH HOLMES:

There are women in the program, but they are a small percentage of the population at only 24 female participants. Everything we do in the Program is done equally for the men and women. Our staff takes the services to the women's prison, whereas we have full-time staff at Southern Desert Correctional Center for the men.

CHAIR RHOADS:

I received a fax from Mr. Richard Steinberg, President and CEO of WestCare Foundation, in support of the Going Home Prepared Program and I would like it entered into the record as [Exhibit D](#).

Ms. NASH HOLMES:

We are supposed to have completed 250 inmates through the pilot project on parole and on the streets by the end of the three-year period. We currently have 221 inmates in the program with 163 in the unit preparing and 56 are currently on parole. Four inmates totally completed the Program. Of the 221 inmates enrolled in the Program, 190 have completed their General Education Degree. We require those in the program to take 13 different classes inside the prison system. The current success rate of the program is 83 percent, and we are proud.

The reentry court is an important part of the Program. Judge David Wall devotes every other Friday to adjudicate cases for the Program. The personal attention and help of the social workers is what works for the inmates.

DOROTHY NORTH (Chief Executive Officer, Vitality Center):

Vitality Center is the private, nonprofit contractor now in its seventh year administering the WINGS therapeutic community for men at the Northern Nevada Correctional Center. We will need assistance from the Legislature this year because of the severe cuts in the RSAT funding. The Governor's amended budget is yet to be completed by the Budget Division and will be in your hands soon. The Governor has recommended a budget supplement to replace RSAT funding for WINGS. The program will not survive without the funding. During

the past 7 years, over 1,000 inmates have been treated with a large reduction in recidivism which has saved Nevada millions in the cost of reincarceration. The success rate over the first 5 years was 75 percent and higher than the national average. That success rate is determined by the number of former inmates returning to prison for new crimes. There are many two-, three- and four-time offenders who are medium security inmates and considered unable to be helped. These inmates are living, working, paying taxes and doing well placed throughout the State.

I strongly request your assistance in support of the Governor's request for this budgetary change.

DAVE ANSON (Chairman, Government Affairs Committee, Nevada State Counsel, Vietnam Veterans of America,):

The Vietnam Veterans of America has been involved with the Going Home Prepared Program since the Governor's study panel. We believe in the Program. In the capacity of the Vietnam Veterans of American, Government Affairs Committee, I will read the following statement.

Society, the root of that word is social. It defines an organized social system. There are many concepts of a successful society. We feel that the true measure of a society's success is the social welfare of all its members. There are those who will prosper regardless. There are those who will be perpetually poor. However, we are continually creating more poor. Social programs suffer from lack of funding, as do State veterans' benefits, State education, budget on *ad infinitum*, as we continue pouring money into a flawed system – the old prison system, now becoming the corrections system.

We are cutting those State benefits like education and veterans' benefits to accommodate a system that is continually growing. The revolving door has not been addressed since I was a corrections officer, in 1977, until Ms. Crawford became Director of the DOC. This program addresses that revolving door effectively. An 83-percent success rate is unheard of. A 20-percent success rate is wonderful. This Program is vital. Dr. Martin Luther King once said, "As long as we keep one foot in the gutter, we can never move forward." If this State is going to take its foot out of the gutter using the theory that the way to handle crime is to put people behind bars and leave them there until they pass on, we are going to continually pour money into a flawed system.

In the Going Home Prepared Program and Casa Grande, every request made is long overdue. I know from being a former State employee, State pay scales are probably the worst in the country. There are backhoe operators at the Veterans' Cemetery, paid by the State, who make less money working a 40-hour week than I do on disability. That is wrong.

We need to see this Program expanded to the fullest and to the point it addresses the entire population. The Vietnam Veterans of America have five incarcerated chapters. There are 300 to 500 Vietnam veterans who, when they came home from war, could not cope with society and ended up in prison. They are now non-disciplinary people and have been for some time. Because of lack

of enhancements and programming, they are not coming home. Some of those men will never breathe another free breath.

The Division of Parole and Probation needs the two social workers they are requesting. A social worker is invaluable. There was testimony concerning making community contacts. Often, our chaplain or I are called by inmates requesting assistance in finding a place to stay when they are released. There is not enough of what is being requested by the DOC. Nevada needs to come into the twenty-first century.

GARRY D. T.J. STEINMAN (Pastor, Prison Ministries, Vietnam Veterans of America): I have served in this capacity for the past 12 years. From the inception of Governor Guinn's proposal to the DOC to renovate some programs and procedures and change the way business was conducted, I spent a long period of time in northern Nevada speaking, seeing and asking. You see before you a man that served 22 years as a captain of the Aryan Brotherhood in the state of California. Never, since I moved to Nevada in 1968, have I done anything unlawful. The state of California was like Nevada. It did nothing but warehouse its prison inmates. There were no educational, vocational process or reentry services.

Reentry is vital for safety, and the entire process must be followed. We are requesting these services, especially for Casa Grande. I wish there had been such a program when I was serving time. It took God to change me because I could not change myself. Every morning I make decisions and choices. My choice is to implore you to search your own souls for support of this vital fledgling program.

I belong to the 2-percent club. That means I am part of the 2 percent who have stayed on the outside after 15 years of incarceration. I am glad that God gave me that opportunity to change. I can look you in the eye and say this Program is vital, especially to the young people in the streets. A coalition of religious organizations is starting in southern Nevada, and I will foster one in northern Nevada later, to bring released inmates into their homes upon release. The housing is critical. Neighborhoods are for neighbors – friends and people that work together.

The vehicles for the Division of Forestry are important because they give inmates a tool away from violence on the yard. They get out and help society. The fires of last summer in the Las Vegas area are a good example. The fire surrounded a camp used for the Cancer Kids Every Summer program and because your Forestry Division went right to the fence line and around the whole camp, it was saved. Because inmates were fighting the fire from the camp yard, they slowed it enough to put it out.

Please scrutinize every item requested, knowing the requests will better this State and better the opportunities of education, family structure and the socioeconomic structure of Nevada. It is currently draining the families with incarcerated members.

CHAIR MCCLAIN:

I now close the hearing on the DOC and open the hearing on the Department of Public Safety, Division of Parole and Probation.

PUBLIC SAFETY

Public Safety, Parole Board – Budget Page PS-189 (Volume III)
Budget Account 101-3800

GEORGE TOGLIATTI (Director, Department of Public Safety):

The Department of Public Safety has administrative responsibilities for the Board of Parole Commissioners that is an autonomous group under the Governor.

DORLA M. SALLING (Chair, State Board of Parole Commissioners):

Some Committee members have seen our PowerPoint presentation ([Exhibit E](#)) in other hearings. In the interest of time, I will keep our presentation brief.

The Nevada Parole Board consists of six members and one chair appointed by the Governor. Page 3 of [Exhibit E](#) is the organizational chart of the Board. We are asking for four new positions.

During FY 2004, the Parole Board made 7,517 decisions. Since each decision requires four votes, the hearings equated to 30,000 votes to grant or deny parole. Each commissioner reviewed and considered over 4,000 cases during FY 2004. The letters from inmates responded to by commissioners and conferences with victims and other interested persons regarding parole are not reflected in caseload projections. There are also Sex Offender Tier Panel reconsideration hearings we are required to participate in and regular administrative matters.

The Parole Board caseload is based on the DOC population projections and recent decision-making trends. The Parole Board's caseload projections may appear higher than the projections from JFA Associates, the same group that makes the prison population projections. JFA Associates does not look at all Parole Board decisions, but primarily focuses on parole releases. The Parole Board may consider an inmate more than one time in a 12-month period. JFA Associates only looks at the final results in a 12-month period. The JFA Associates statistics do not accurately reflect the workload of the Parole Board. JFA Associates does not use the Parole Board caseload projections in forecasting the impact of parole on the DOC populations.

Because of the confusion between parole rates and parole caseload projections, we have requested the Budget Division to include Parole Board caseload projections with their population forecasts in the future.

The chart on page 6 of [Exhibit E](#) shows the parole caseloads and favorable decisions from FY 2002 through FY 2004 and the caseload projections for FY 2005 through FY 2007. Projections are based on recent decision-making trends rather than future types of inmates to be considered. As the staff from the DOC testified, the recent trend is toward property offenders. It is difficult for us to anticipate exactly what type of offenders we will be seeing, but hopefully future projections will be more accurate.

E-200 Reward More Efficient Operations – Page PS-191

The State of Nevada has been recognized nationally as the leader in the field of parole. Because of that, the Association of Paroling Authorities International has asked Nevada to host its annual conference in April 2006. This is the first time Nevada has been given this honor. Decision unit E-200 will allow the opportunity for some of the Carson City staff and the commissioners to go to Las Vegas and participate in the conference. Normally, the conferences are held somewhere on the East Coast and we cannot afford to send staff. As the host agency, we must support the conference.

E-250 Working Environment and Wage – Page PS-191

The Board is requesting four new positions and related expenses. I will provide more detail on this module with the next page of [Exhibit E](#).

E-525 Office Relocation – Page PS-192

The module requests funds for relocation of the southern office of the Parole Board in FY 2007. We are currently housed with the Nevada Highway Patrol in Las Vegas and the building is condemned. We will have to move. This module would ensure we have the funds to make the move, and we are looking for a new location.

E-710 Replacement Equipment – Page PS-192

We are requesting additional funds to upgrade the photocopy machines in both offices.

E-711 Replacement Equipment – Page PS-193

This module requests replacement of computers and software to access data from both the Public Safety System and the Department of Corrections. We are also asking for funds to replace our analog recording equipment with new digital recording equipment similar to that used by the Legislature. We are required to record the parole revocation hearings and the current system is to the point where we cannot duplicate recordings and the technology is outdated.

E-801 through E-811 Cost Allocations Page PS-193 through 195

These modules request funds related to cost allocations to the Department of Public Safety, position reclassifications and changes to unclassified position wages.

CHAIR McCLAIN:

Are you requesting two or four positions? Is there a budget amendment that has not yet been received concerning this point?

MS. SALLING:

Originally we had requested four positions, but when the Governor's budget was received, two positions had been cut. Through discussions with the Governor's Office, it was determined the cut was unintentional. The

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two additional positions have been returned to the budget requests. We are requesting four positions, all support staff. Approval of the four support positions will keep us from the need to request the more expensive commissioner positions in the next two years.

CHAIR RHOADS:

Will you be videoconferencing any of your hearings from Las Vegas?

MS. SALLING:

Yes, sir. We videoconference meetings nearly every day of the week. It has saved us funds. Because of the efficiency of the operations, it has kept us from having to ask for new commissioners. We have not added a new commissioner in ten years. Commissioners are not driving all over the State. It has been helpful to victims because it keeps them from having to enter prisons.

CHAIR MCCLAIN:

Will you have the ability to videoconference from Casa Grande when it opens and the new SNWCC facility?

MS. SALLING:

Yes, most DOC institutions already have videoconference capabilities paid for through funds from the Immigration and Naturalization Service. The DOC has videoconference equipment requests in their budget for the new institutions.

CHAIR MCCLAIN:

Are the positions in your unclassified enhancement module already in the unclassified service, or are they being changed from classified service to unclassified service?

MS. SALLING:

The six commissioners and I, as chair, are all unclassified and the eight support staff are classified. That is not changing.

CHAIR MCCLAIN:

Please explain the rationale behind the salary increase request for the unclassified positions.

MS. SALLING:

That request is for the commissioner positions. The Parole Board went for several years without requesting a pay increase for any of the unclassified positions. By 1985, even parole and probation officers were making more than the commissioners. That situation resulted in difficulty of recruitment for the unclassified positions with only a four-year term being offered. The NRS requires a certain level of education and experience. While classified positions, like parole and probation officers, have continued to receive pay increases, the commissioners have not.

The request in the current budget will still not bring the commissioner positions into parity, but they will be closer allowing us to recruit qualified individuals.

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CHAIR McCLAIN:

Please explain why you feel the caseload projections for your agency are not accurate as provided by JFA Associates?

Ms. SALLING:

The problem is that, until recently, JFA Associates has not counted in their projections the fact that sometimes the Parole Board sees people two and three times before they are released. Those return visits generate our actual workload. Sometime we see an individual and decide we must see them again. At times the inmate requests another hearing or a reconsideration hearing. Those occasions impact our workload, but are not reflected in the DOC statistics JFA Associates generates. We are requesting the ability to provide that additional data for JFA Associates in the future.

CHAIR McCLAIN:

That would be important information to capture. You have a new risk assessment component in your budget. Please explain that element further.

Ms. SALLING:

In 1995 the Legislature required there be an objective guideline system established after the Cameron Johnson incident when a Sparks police officer was killed. A guideline was established by the individuals serving on the Parole Board at that time and it has served us well. When I was appointed as chair of the Board four years ago and reviewed the guideline, my concern, after 30 years in the correctional business, was that it had never been validated or weighted.

There were factors not being considered, like the offender's or inmate's current age and their age at first arrest. We know those are good predictors of what an individual will do. We determined it would cost approximately \$50,000 to have a study done and we did not have the funding for that. We went to the National Institute of Corrections and requested a technical assistance grant which they approved. Two years ago, they conducted a lengthy study reviewing a number of our cases over a period of time and arrived at a new risk instrument. The Board met many times in open meetings and when everything was done, we decided to keep the classification instrument currently in place. The consultants said it was acceptable, but we also decided to adopt the risk instrument. Each guideline looks at areas the others do not. It is more work for the commissioners, but we want all the information available to help predict, in addition to the more subjective tools of education and experience, whether someone will be a risk to public safety or how well they would adjust to life outside prison. We conducted a pilot study over the course of a year. In November 2004, the Board met and determined we should have the ability to release more low-risk offenders. It is just one element of the decision-making process.

CHAIR McCLAIN:

Do you have an estimate of how many inmates the potential early release might affect?

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Ms. SALLING:

We are performing the risk instrument on every candidate for release. We do not know, until the risk instrument is done, whether the individual will show as a low, medium or high risk. We never know who is coming into the system; it is very difficult to predict. It is a good business practice and something that needed to be done. It is good for offenders and for public safety. Our hope is that we can increase the grant funding for this element. We are not bound by its use.

CHAIR McCLAIN:

Please provide the Committee with the background on the office relocation request.

Ms. SALLING:

Our Las Vegas office is currently located next door to the NHP at 2601 East Sahara Avenue. The NHP has moved into a new building. We have been informed by the Buildings and Grounds Division that the building on Sahara Avenue has been condemned and will be demolished at some point. We can stay in that location for a few more months. The other issue is that even if the building is not demolished immediately, our computer system is supported through the DPS system. At some point, the hubs and routers will be moved and we will have to move to remain connected. It is too early to commit to lease space, but eventually we will need to move.

CHAIR McCLAIN:

Will you be allowed to stay in your current location through the next biennium?

Ms. SALLING:

We will not be allowed to stay that long, but we may be able to stay where we are for another nine months to one year. We can stay at NHP through that period.

CHAIR McCLAIN:

I will close the hearing on the Parole Board budget and open the hearing on the Division of Parole and Probation budget.

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Budget Account 101-3740

MR. TOGLIATTI:

Let me introduce Ms. Amy Wright to provide the next presentation. I will provide an overview of the direction the Department of Public Safety is headed.

AMY WRIGHT (Chief, Division of Parole and Probation, Department of Public Safety):

I will provide the Committee with an overview of the significant maintenance and enhancement units within this budget. My PowerPoint presentation is contained in [Exhibit F](#).

The major issues facing the Division today are sworn personnel recruitment and retention, working conditions, training and equipment. The Division must have the ability to hire and retain staff to attain manageable caseload levels, provide

staff with safe, efficient, improved working conditions. We provide staff with training and the necessary equipment to do their jobs and improve outcome. We believe the Governor's recommended budget addresses these areas and includes the expansion of a program in community supervision that has proven effective.

All staffing requests are based upon projected growth by JFA Associates, the same firm that provides projections for the DOC. We have just received our final projections and have modified our personnel requests.

M-200 and M-201 Demographics and Caseload Changes – Page PS-115 and PS-116

We are requesting 17 new sworn personnel; 1 sworn personnel for enhancement unit E-377; 7 civilian positions in the role of parole and probation specialists and 3 support positions. The biennial request total is 28 new positions for the Division.

Page 4 of [Exhibit F](#) is a chart of the workload growth forecast as provided by JFA Associates in the three major program areas. In all of the charts, the red line indicates the number of staff needed to complete the projected workload growth at an average workload ratio of 64:1. The green line indicates the Division's current authorized staffing level. Based on projections, we are requesting seven parole and probation specialists over the biennium in the Court Services section. The bubble indicates the current staffing level in the programs.

Regular Supervision charted on page 5 of [Exhibit F](#) includes regular supervision caseloads, offender supervision and the miscellaneous work units. Workloads for the remainder of FY 2005, and projected workloads for FY 2006 and FY 2007 are shown. The red line indicates the staffing needs at a ratio of 70:1, the green line indicates current authorized staffing and the bubble reflects the actual staffing level currently. Regular Supervision will always suffer due to vacancies and pulling regular supervision employees to staff the high-risk caseloads of Intensive Supervision, Residential Confinement and Sex Offender. We are not requesting any Regular Supervision sworn positions based on the projections.

On the chart for Intensive Supervision and Residential Confinement Growth Forecasts, the red line is the staffing needs for projected workload to meet a 30:1 ratio. We pull from our regular caseloads to staff these caseloads at the appropriate levels. Based on projections, we are requesting eight additional positions over the biennium.

The next chart in [Exhibit F](#) reflects the Specialized Sex Offender Caseloads in Las Vegas and Reno only. The red line is an indicator of the staffing level needed to meet a 45:1 workload ratio. The green line is the current authorized staffing level and the bubble is the actual staffing level as of January 1, 2005. Based on these projections, we are requesting nine new positions over the biennium to staff these caseloads.

The last workload growth forecast is that of Central Programs. The red line reflects staffing needs based on a workload ratio of 250:1. The green line represents the currently authorized staffing level. The Division has felt, for a

long time, that the staffing ratio of 250:1 did not adequately reflect the actual workload with the tasks involved and the amount of time required to complete them. The Division conducted a time and workload study that has been shared with the Budget Division and the Legislative Counsel Bureau and we are hopeful they will approve the final study. The study indicates current staffing is appropriate at those levels. We are not requesting any new positions and hope to retain current staffing levels. Acting Deputy Chief Mike Ebright is present to answer any questions you may have concerning the time and workload study.

E-125 Equitable Stable Tax Structure Page PS-118

This category is backed by a bill draft request to assess a one-time \$10 fee to each offender entering supervision that will fund training for all Division staff. The Division has historically been underfunded in the training category. In FY 2005, the budget allowance was only \$55 for each FTE position. This included Peace Officers and Standards Training, ongoing training, specialized training and support staff training. We recognize the need for specialized training of parole and probation staff in the areas of sex offender management, substance abuse, mental health and dual diagnoses. Other needs are to improve our supervision strategies, acquire new tools to improve effectiveness and to affect outcomes by reducing recidivism within the offender population.

We realize we need to have an effective management and leadership program in place to move the Division forward. We would like to offer officers and staff members the ability to attend training conferences sponsored by the American Parole and Probation Association and to improve technological effectiveness. No cost to the General Fund has been attached to this request because we are projecting to collect \$76,500 each year of the biennium from the one-time fee. It expands the opportunities for all staff, increases professionalism and effectiveness and improves morale, thereby increasing our ability to retain staff.

E-377 Reduce Recidivism and Juvenile Violence – Page PS-119

The Governor's recommended budget proposes an expansion of the current program for residential confinement that is completely offender funded. It will include an opportunity for probationers, parolees and inmates who would currently be excluded from the program due to their inability to pay the costs. The graph in [Exhibit F](#) indicates a decline in the Program since 1999 when the offender-funded program was initiated. The red line indicates the total number of confinements in each fiscal year. The brown line is the Parole and Probation House Arrest Program totals. The purple and blue lines are the 317 and 305 Inmate Programs. Our goal is to bring the residential confinement numbers back to original levels. We want to expand the use as an intermediate sanction and to increase our inmate programs in those areas. We recommend a blended program combining the offender-funded program with General Funds. Individuals who can afford the program will continue to pay for their program. Those who cannot, will be paid for by the Division directly to the vendor for House Arrest Programs during the initial 30-day period. Offenders will then be reevaluated. If they have a job and place to live within 60 to 90 days, they will be moved to an offender-funded program. Included in this enhancement unit is a sworn position within the Program to assist.

E-526 Office Relocation - Page PS-119

The Division has requested, and the module is recommended in the Governor's budget, for a capital improvement project to completely replace the Campos Building in Las Vegas. The planning stage has been approved at approximately \$1.2 million. Included in our module is funding to begin the relocation of our staff. It is anticipated that the new building will be approved for construction in the next biennium, but meanwhile the Campos Building continues to degrade. We must relieve the stress on the building resulting in the request for funding to begin moving staff from that facility. In FY 2006 we have an option of occupying 3,000 square feet of space in a state-owned facility on Belrose Street allowing us to move up to 20 staff. At the beginning of FY 2007, the remaining staff will be moved to the state building on Belrose Street. That is the projected time frame for the Department of Employment, Training and Rehabilitation to vacate the space on Belrose Street.

Decision unit E-803 is the cost allocation for the DPS mobile data communications study. This study concerns a wireless system for the DPS. The advantage would be the ability to create virtual offices in the field. Our staff in the field will have access to the automated case management system and have the ability to perform chronological entries. The work-at-home programs on the presentence investigations could access the satellite from home.

Decision unit E-809 is the module requesting 2-grade increases for all sworn staff. The only way the Division can reach its goals to improve effectiveness, efficiencies, morale and working conditions is to address hiring and retention in the sworn staff category. The Governor has recommended a 2-grade increase for all sworn personnel. It will provide more competitive salaries, attract more qualified candidates and improve retention.

The final page of [Exhibit F](#) is a look at the vacancy comparison rate. The tallest column indicates an average vacancy rate of 30 positions which began to fall after the Legislature provided a 14-percent pay increase in FY 2001. The vacancy rate continued to decline until the tragedy of September 11, 2001. Since that time, with budget problems throughout the State, the vacancy rate has begun to climb again.

CHAIR McCLAIN:
How many positions are currently vacant?

MS. WRIGHT:
Approximately 19 positions are vacant at this time, including 5 management positions.

CHAIR McCLAIN:
Are you requesting 27 additional positions besides the 19 currently vacant?

MS. WRIGHT:
We are asking for an additional 17 positions. Included in the enhancement request for the Residential Confinement Program is one additional position.

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CHAIR McCLAIN:

Will that allow the Division to attain the appropriate offender-officer ratio mandated by the Legislature?

MS. WRIGHT:

Yes, it will.

CHAIR RHOADS:

You have set your collection of supervision fees at 40 percent. That is considerably less than in the past. Please explain that item further.

MS. WRIGHT:

When we were asked to provide certain data for the Residential Confinement Program, we established a recovery of expenses for the House Arrest Program collected from offenders in the Program. We have not been involved in collection of supervision fees for the past six years. The request is to initiate the blended program. We underestimated collection at 40 percent. A higher portion can be collected. Since this Program was initiated, we have revisited the collection rate when we were fully funded from the General Fund. At that time our collection rate averaged closer to 60 percent.

CHAIR McCLAIN:

Are we talking about fees an offender must pay up front to enter the Program?

MS. WRIGHT:

No, once the offender returns to work, they will be moved to an offender-paid program and those funds are paid directly to the vendor.

CHAIR McCLAIN:

Will any of the offenders qualifying for residential confinement be under any restitution obligations?

MS. WRIGHT:

That is possible. If payment of restitution is a condition of their sentence, they will be required to make restitution and supervision fee payments.

CHAIR McCLAIN:

Please expand on the one-time \$10 assessment fee. When must that fee be paid?

MS. WRIGHT:

That fee is to be paid for every instance of supervision. If an offender were placed on a period of probation, a one-time \$10 assessment fee is payable at the time placed under supervision.

CHAIR McCLAIN:

Will the offenders have even \$10 to their credit immediately after their release?

MS. WRIGHT:

The fee would apply to probationers and parolees coming into the Program. We anticipate a collection rate of approximately 87 percent.

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ASSEMBLYMAN DENIS:

I notice some of the numbers on your performance indicators went down. How do you determine your projections in that case?

Ms. WRIGHT:

Are you looking at the graph of residential confinement in [Exhibit F](#)?

ASSEMBLYMAN DENIS:

I am looking at the performance indicators in the *Executive Budget*.

KATHY THOMPSON (Management Analyst, Division of Parole and Probation, Department of Public Safety):

JFA Associates provides the Division the initial caseload growth projections and when we develop our measurement indicators and planned numbers, we incorporate that growth rate based on the initial projections received in March 2004.

ASSEMBLYMAN DENIS:

In module E-710, there is a request for replacement of computers. I noticed a comment stating a request to replace 39 PCs in FY 2006, and it would appear you are on a four-year cycle of replacement. How many PCs does the Division currently have?

Ms. THOMPSON:

We have approximately 400 PCs. Our intent is to have a 1:1 ratio for all staff, and we are close.

ASSEMBLYMAN DENIS:

Will you be replacing approximately 100 PCs each year after this cycle?

Ms. THOMPSON:

That is correct.

ASSEMBLYMAN DENIS:

The demographics of the breakdown of the ratio of offender population to sworn personnel numbers in the *Executive Budget* seem low with regard to minority population. What is your plan to increase the minority ratio?

MR. TOGLIATTI:

We have addressed this issue before. It was one of my major concerns when I first arrived. We are aggressively pursuing a minority recruitment program. Assemblywoman Chris Giunchigliani had questioned our statistics concerning minorities and women. Frankly, we have not had the luxury to pick and choose in our recruitment efforts. We have been unable to attract quality candidates regardless of ethnicity or gender. The current class prospects have an exciting composition. We are aggressive in recruitment efforts, especially on military bases.

CHAIR MCCLAIN:

I am looking at a document you created for the Fiscal Analysis Division titled, "LCB Questions for Budget Subcommittee" ([Exhibit G](#), original is on file at the Research Library). This is good information.

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Seeing no further business before the Committee, I will adjourn the meeting at 10:52 a.m.

RESPECTFULLY SUBMITTED:

Cindy Clampitt,
Committee Secretary

APPROVED BY:

Assemblywoman Kathy A. McClain, Chair

DATE: _____

Senator Dean A. Rhoads, Chair

DATE: _____