

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

**Seventy-third Session
March 15, 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 8:07 a.m. on Tuesday, March 15, 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
Mrs. Heidi S. Gansert
Mr. Lynn C. Hettrick
Mr. Joseph M. Hogan
Ms. 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:

Gary L. Ghiggeri, Senate Fiscal Analyst
Bob Guernsey, Principal Deputy Fiscal Analyst
Leslie Johnstone, Program Analyst
Cindy Clampitt, Committee Secretary

OTHERS PRESENT:

Jackie Crawford, Director, Department of Corrections
Darrel Rexwinkel, Assistant Director, Support Services, Department of Corrections
Frederick Schlottman, Administrator, Offender Management Division, Department of Corrections
Carl Schaff, Consultant to the Office of Career and Adult Education, Department of Education
Brad Waldron, Executive Director, Educational Services Division, Clark County School District
Dorothy Nash Holmes, Mental Health Programs Administrator, Department of Corrections
Greg Cox, Assistant Director, Operations, Department of Corrections
Deborah Byberg-Reed, Budget Analyst, Budget Division, Department of Administration

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Howard Skolnik, Assistant Director, Prison Industries, Department of Corrections
Thomas Glab, Chief Engineer, Plant Operations, Department of Corrections

CHAIR MCCLAIN:

I will call this meeting to order and open the hearing on the Department of Corrections (DOC) facility budgets.

JACKIE CRAWFORD (Director, Department of Corrections):

We are here today to present Governor Guinn's recommended budget for fiscal years (FY) 2006 and FY 2007 for the facilities listed on the agenda ([Exhibit A](#)). Our exhibit presentation will follow the order of [Exhibit A](#).

Our handout, titled State of Nevada, Department of Corrections Presentation to the Senate Finance/Assembly Ways and Means Joint Subcommittee on Public Safety, March 15, 2005, ([Exhibit C](#), original is on file at the Research Library) lists the items the Governor has reviewed, the DOC has studied and we are presenting to the Subcommittee today.

I will present the highlights of the Southern Nevada Correctional Center (SNCC); High Desert State Prison (HDSP); Casa Grande Transitional Housing; and Southern Nevada Women's Correctional Center (SNWCC).

CORRECTIONS

Southern Nevada Correctional Center – Budget Page CORRECTIONS-77
(Volume III)
Budget Account 101-3715

We are proposing the SNCC become what we are calling the Young Adult Offender Center. These are individuals who do not fit into the standard prison categories. They were adjudicated as adults. They would be too tough and sophisticated to be sent to a juvenile facility. If they are placed and dispersed in the adult population, it becomes a security issue for the DOC. We would consider offenders with a sentence of less than 5 years and in the age bracket of 22 or younger.

We are requesting 236 positions that would manage this young population. The DOC would provide programs including education, reentry, structured living, medical, vocational training, job development, substance abuse treatment and mental health treatment.

I will share youth offender statistics from across the nation. There are juveniles housed in adult facilities in 44 states. Seventeen of those states have youthful offender housing units, or specific facilities, and are growing rapidly. Those states are finding it easier to manage these individuals in a separate area.

Best practices for young offenders, we believe and advocate, is to ensure consequences are meaningful to the young person and, where possible, to involve family and community. Other practices include crime prevention by addressing sources of the offending behavior, to focus on rehabilitation of the

young person during their reintegration into society, to reinforce respect for social values and to encourage the repair of harm to victims and the community. Specialized programs are important. When we review youth offender profiles, we find that 78 percent of the youth were either under the influence of some kind of drug when they committed the crime or tested positive for a drug in their system. Many have admitted having addictions. Some have a combination of addictions.

In review of Nevada's young offender reporting, [Exhibit C](#) contains highlights from the National Vital Statistics Report and Nevada Youth Risk Behavior Survey. Nationally, the areas of offense reported include homicide as the cause of death in the age groups of 10 to 24, motor vehicle crashes, suicide and teen birth rate (mothers ages 15 to 19) per 1,000 births. Nevada ranks higher in all categories except motor vehicle crashes.

Mental health is a major concern for young offenders entering prison. I contribute some of the problems to drug use, dropping out of school and the lifestyles they have chosen. Suicide is the third leading cause of deaths in teens from ages 15 to 24. Also, nearly one-third have attempted suicide. One in thirteen takes psychotropic medication. There have been no suicide attempts among youths housed in Nevada prison facilities. I contribute that success to a committed staff and various programs. We have removed the youth from an adult environment.

Youths have decision-making and judgment problems. They are impulsive and do not consider the consequences of their behavior. Placing youths in a captive audience and making an attempt to address those issues is important.

Program performance indicators for youthful offenders look at what and how areas should be measured. Every youth entering prison will receive an individual correctional plan including intake testing, orientation and provision of a prescriptive program. A prescriptive program addresses the needs of the individual and assigns them accordingly.

Other program performance indicators are enrollment in a General Education Diploma (GED) or high school diploma class, participation in vocational training, participation in substance abuse counseling, participation in life skills courses, testing for drugs and/or alcohol, participation in reentry services and participation in mental health programs.

[Exhibit C](#) contains highlights of the age group 22 and under at HDSP. The average age is 20. Other factors indicate that 8 percent are gang validated, 58 percent have been using drugs since an average age of 13. Drug use starts as early as age 6, marijuana has been used by 63 percent of those using drugs, 4 percent have used cocaine, 22 percent have used a combination of 3 or more types of drugs and 11 percent have used other drugs.

One statistic not mentioned in the exhibit is the practice of huffing. Many offenders have used chemicals from under the family sink, placed them in a plastic bag and breathed the fumes. Brain damage often results. We are careful with cleaning agents at the HDSP. Nationally, some studies are beginning to reveal youths age 13 and younger are engaging in similar offender habits.

Additionally, 9 percent were victims of physical abuse as children, and 34 percent have fathered a child at as early an age as 14, thus compounding the issues. That is an early age for a youth to assume parental responsibilities.

[Exhibit C](#) contains a graph of youth offender education levels at intake. Some have their GED or high school diplomas, but 68 percent have dropped out of school. The average reading level is fourth or fifth grade or less. Education will be a major factor in rehabilitation of these young people.

When Governor Guinn appointed me, one of the first directives I was given was to “take the kids off of the yards.” The youth were dispersed throughout an adult facility and we were experiencing a number of problems. Youths were being physically and sexually assaulted, and they were vulnerable to being used by the “tough guys” to act out. Since containing them in a specific area, disciplinary actions have been reduced, they have focused more on education and their treatment modality has been more effective.

Nationally, the Prison Rape Elimination Act of 2003 was passed and signed by the U.S. Congress and the President. A number of committees will be visiting those states with high levels of assaults and rapes. I am pleased to report we have a low occurrence of those behaviors compared to other states. I contribute that to having the individuals placed in a specific area with less vulnerability.

A site plan for SNCC is found in [Exhibit C](#). There will be an administration building, vocational building and an educational building. Units 1 through 5 will contain the general population. Unit 6 will house those with mental health problems who may need more intense treatment. Unit 7 is the disciplinary detention facility for more secure housing. Those in Unit 7 may be placed in further orientation to better acclimate them. The intake area is the most important unit. That unit will test, analyze and determine what the best program is for the offender. The SNCC in Jean, Nevada, will have a large culinary unit serving the population.

This facility was designed and built for young offenders in the 1970s. It was not used for that because the prison population at that time demanded housing for more adult offenders. The facility will move full circle with the proposed plan. The Governor and I believe the SNCC is the best institution to house those individuals who will be educated, trained and reentered into communities.

The SNCC was renovated through a partnership with the State Public Works Board (SPWB). We had limited funding available, but we were able to employ a number of inmates with the contractor. We were recognized and nominated for a Cashman Good Government Award as a result. Every individual was hired by the contractor for an average of \$15 to \$20 per hour. If the Subcommittee saw the before and after state of the facility, you would see what a significant accomplishment this project is. [Exhibit C](#) shows a floor plan of the housing units. The units are smaller, making it easier to better manage those inmates in smaller groups and effectively deliver programs and counseling. Each housing unit will accommodate 84 inmates.

CHAIR MCCLAIN:

Please clarify where the youthful offenders are currently being housed.

MS. CRAWFORD:

Those youthful offenders, the DOC believes should be housed separately, are currently located at the HDSP behind a fenced area. They eat, take schooling and counseling within that contained area. They have been there for four years, but it is time to move them because the space is needed for adult offenders and the youthful offender program needs to be expanded.

Those offenders who have graduated, and have less than five years to serve of their sentence, are placed in a camp or in a facility with a less violent offender population. We try not to turn youth out on the HDSP yard.

CHAIR McCLAIN:

Are the youthful offenders at HDSP a more hard-core offender that can be rehabilitated and who might be moved to a camp before their sentence has been completed?

MS. CRAWFORD:

Yes, they can be rehabilitated. The age and maturity level are considerations. These offenders are not sentenced for murder. They are hard core compared to most juveniles. However, they are not so hard core that we would turn them into the general population at HDSP. If the individual is sentenced for life, or is sentenced for a serious crime, they may be sent to the Ely State Prison and placed in protective custody until they are older. We cannot place them in a less violent facility.

CHAIR McCLAIN:

In other words, a 16-year-old who committed a horrible crime will not be placed at the SNCC because of their age?

MS. CRAWFORD:

That is correct.

CHAIR McCLAIN:

What is the range of ages and offenses that will be considered for SNCC?

MS. CRAWFORD:

Those considered will be offenders with less than five years left in their sentence. The age range will be from 15-years-old to less than 22-years-old. They must be medium security inmates, whom we believe are low risk, that will reenter the community.

CHAIR McCLAIN:

The typical 21-year-old inmate sentenced for a 5-year term would not go to SNCC?

MS. CRAWFORD:

Some will not, but it depends on the stature of the individual. I have seen some 21-year-olds who look like they are 14. Maturity level is important. If it were a muscular, age-developed 21-year-old, they would probably be placed at the Southern Desert Correctional Center (SDCC).

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CHAIR McCLAIN:

What is the staffing level proposed for SNCC? I believe your testimony stated over 200 positions, but our records indicate 193 positions are requested. Our figure is approximately 50 higher than the staffing level when the facility was last in use.

MS. CRAWFORD:

I will defer that question to Mr. Darrel Rexwinkel, Assistant Director, Support Services.

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

In the hearing of February 23, 2005, we addressed three other budgets for the DOC. They included the Director's Office, budget account (B/A) 101-3710, Medical, B/A 101-3706 and Correctional Programs, B/A 101-3711. Most of the positions making up the difference in staffing numbers are found in those three budgets. In the Medical budget there were 22.51 full-time equivalent (FTE) positions. There were six positions in the Director's office budget and in Programs budget there were 13 positions. Budget account 101-3715 for SNCC requests 191 positions. Two others are accounted for in the Inmate Stores Account and two from the Inmate Welfare Account. The total number of positions requested is 236.51 FTE; but they are in different budget accounts.

CHAIR McCLAIN:

Staffing for this facility seems rather high. It shows three posts staffed during the day, when there is typically one post; and the night shift has two posts staffed rather than the typical single post. If these are not hard-core inmates, the Subcommittee questions the need for the increased staff.

MS. CRAWFORD:

This group of inmates is young and impulsive. They may be softer than the inmates at HDSP, but it requires more staff to manage this population in small groups and remain effective. We believe success of the goals we have planned depends upon this ideal staffing pattern. The staffing was carefully reviewed.

CHAIR McCLAIN:

Please explain the sergeant position because none of the other facilities have a similar position for programming.

MS. CRAWFORD:

When looking at all sergeant positions, I believe the one you are referring to is to supervise the program area, coordinate and provide security.

CHAIR McCLAIN:

Please work with our staff on that position.

There are five new correctional officer (CO) positions requested to staff property, the sallyport, and perform search and escort duties.

SENATOR BEERS:

Testimony has indicated the \$2.5 million educational costs requested for the DOC is not included in the Distributive School Account (DSA) budget. That

means the funding may not be approved or may appear as a budget amendment in the DOC budgets. Your staffing request is one-third larger than when the facility operated in 1999.

MS. CRAWFORD:

I am sure that it is. When the facility opened in the 1970s it housed adult and medical inmates. There were no young offenders with the kinds of programs we are now providing for youthful offenders. Additionally, our staffing pattern in the Nevada DOC is the lowest in the nation with the exception of Mississippi. At some point, with this type of offender, it is our belief more staff is needed for effective management. I have no desire to set the program up for failure.

CHAIR MCCLAIN:

Do you have a similar staffing ratio with the youthful offenders housed at the HDSP?

MS. CRAWFORD:

The youth housing unit at HDSP is a completely different design. They do not have the same campus configuration, level of activities or activities that would be introduced when SNCC is reopened.

CHAIR MCCLAIN:

A new warden position is requested. Was there a warden position in place when SNCC was closed? What happened to that position?

MS. CRAWFORD:

The position shown is not a new position. It reflects an existing warden position.

CHAIR MCCLAIN:

Staff informs us the position shown is an additional warden position.

MR. REXWINKEL:

There is a new warden position requested in the budget. There is an existing warden position in B/A 101-3710. That position has been administering the renovations of SNCC. The position also manages two camps and is currently planning the opening details of SNCC. It is my understanding the DOC will reevaluate the administration of the camps. Previously, all the camps were managed by one warden. At present, certain camps are attached to nearby major facilities.

CHAIR MCCLAIN:

Does this facility open in 2006?

MR. REXWINKEL:

The opening of the SNCC is currently scheduled for August 2006. Depending upon the new population projections, we will revisit our population plan for each facility. That will tell us what facilities need to be opened, at what time and the number of inmates to house in each facility.

CHAIR MCCLAIN:

Will the inmate population projections drive your staffing requests?

MR. REXWINKEL:

No, the institutions are already fully staffed. Whether there are fewer or greater inmate populations, the posts still need to be staffed. It affects the inmate-driven accounts like funding needed for food, clothing and supplies for each inmate.

Staffing costs might be affected if inmate projections indicate the facility should be opened in May 2006, instead of August 2006. Under that scenario, staffing would be needed a few months earlier.

SENATOR TITUS:

Do you anticipate having problems filling all of the requested positions?

MS. CRAWFORD:

There seems to be more appetite to work within an institution that is program directed rather than the stereotype prison institution. The facility is located in southern Nevada which is experiencing a tremendous growth rate. I do not anticipate problems in finding staff for SNCC.

SENATOR TITUS:

I notice a caseworker position has been deleted, but a social worker position has been added. What is the distinction between the two classifications?

MS. CRAWFORD:

The caseworker positions have not been removed from the budget. A social worker has been requested for mental health and family counseling issues. This position is located in the Correctional Programs budget area. Caseworkers are definitely needed.

SENATOR TITUS:

One caseworker position has been eliminated to maintain inmate/caseworker ratios. Two additional social workers have been added. What is the difference between the classifications? There is justification for many of the requested positions because the facility will be more program oriented. We need an explanation of how the positions will be used in that environment.

MS. CRAWFORD:

Emphasis is being placed on the mental health of these individuals. They are young people who are still growing. One emphasis is family reunification. Our goal is to provide the individual an opportunity to acquire an education, a skill, re-bond them with their families and reintegrate them in the community. We have conducted a pilot project in the Going Home Prepared Program. Social workers have been used, once the inmate is transitioned from the institution to the community, with major success.

SENATOR TITUS:

In other states with similar programs, is the recidivism rate lower? Have research studies been done that would justify the additional staff?

MS. CRAWFORD:

Absolutely, if the DOC wishes to address needs and issues, this is the population that will provide the greatest return rate. The research shows if the

youth offender is not reached, they will return to prison repeatedly with a high recidivism rate. Colorado chose a similar program and they have seen a good success rate in the ability to manage the institutionalized youthful offenders.

ASSEMBLYWOMAN GANSERT:

I am still trying to understand the placement of COs. Formerly, one CO was on a post during the day, but now we are proposing three officers. At night there was one, but now there are two. At the same time the number of posts has increased. Is that correct? There appears to be a higher quantity because of the number of posts and how the positions are distributed. If this is a lower-risk offender population, why are we increasing the number of post positions?

MS. CRAWFORD:

I will defer your questions to Mr. Rexwinkel.

MR. REXWINKEL:

The planning process for the SNCC has been ongoing. We have evaluated the status of youthful offenders and post charts have been adjusted. The former assistant director of operations made these adjustments. The current staffing requests were determined to be the best for the youthful offender population. The facility closed in September 2000 when HDSP opened.

ASSEMBLYWOMAN GANSERT:

The significant increase in staff is because of the number of posts and the increase in staffing for each post. Perhaps the staffing could be reviewed.

MS. CRAWFORD:

The unit floor plan in [Exhibit C](#) illustrates there are two wings with a control center in the middle. The control center must be staffed 24 hours a day, 7 days a week (24/7) because it controls all the doors and maintains security. This is a medium security facility. Each wing has a designated supervisor. Staff does not go from one wing to the other. The staff will travel with the inmates during the day when they need to go to programs or move to a certain area. It will be different than a typical prison environment. Staff members at this facility will manage behaviors much more intensely.

ASSEMBLYWOMAN GANSERT:

Are the floor plans of all seven housing units the same?

MS. CRAWFORD:

That is correct. The intake unit will be different. That is where some of the psychologists and social workers will have their offices. The lockup unit will also be configured differently.

ASSEMBLYWOMAN GANSERT:

Are there three or six COs in each unit?

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

Each housing unit has an A wing and a B wing separated by a control unit.

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SENATOR BEERS:

If the youth will be in classes and counseling throughout the day, why is there a need for three COs on the post?

Ms. CRAWFORD:

When working with young offenders, they can be impulsive. We are trying to manage them, contain their behavior and ensure they are in the proper places at designated times. The officer will also provide unit management types of direction. He will be scheduling and counting the individuals. The offenders will not be in class through a solid block of time. They leave for lunch and other appointments. These functions require the presence of a CO to escort the offender from place to place.

SENATOR BEERS:

Did you consider leaving the young offenders in their current location and opening the SNCC with a similar population to that housed in the units in 1999?

Ms. CRAWFORD:

I did consider that option, but I felt it was not a good use of this facility. If the youthful offender population grows, the HDSP will soon be out of space to house them. It is important to address the problems of the youthful offender so they may be reintegrated into society.

SENATOR BEERS:

Does the HDSP, in the youthful offender area, currently have similarly high staffing ratios?

Ms. CRAWFORD:

The staffing ratio is not as high, but the design at HDSP is contained and limited, not giving much access to the yard and some of the activities are different. The HDSP is a harder, confined type of incarceration.

SENATOR BEERS:

I am attempting to get a comparison of where the youth are presently housed and the differences when they are moved to SNCC.

Ms. CRAWFORD:

When the cells at the HDSP are vacated by the youth, we will still have enough inmates there to continue filling the cells with adults and more serious offenders. Some population must be moved to Jean and we felt the proposed youthful offender plan was the best and most effective use of the facility.

SENATOR BEERS:

It also seems like a significant expansion in policy. Historically, the DOC did not provide this level of schooling and counseling.

Ms. CRAWFORD:

You are correct. The historical populations did not contain this particular mix of offenders.

SENATOR BEERS:

You never had youthful offenders before?

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MS. CRAWFORD:

We did not have a youth population to the present magnitude. The average offender age was 37 when I assumed the position of director in 2000. Today, the average age of the 11,000 inmates is 33. The overall population is getting younger. We are trying to be proactive in addressing forthcoming issues. The plan we are presenting today is good, safe and effective.

SENATOR BEERS:

I believe the fundamental concept is at some level of debate. Is the purpose of the corrections system to protect the public or develop the inmates?

MS. CRAWFORD:

The goal is both of those outcomes. I believe, and I feel the taxpayers believe, these people should not leave incarceration worse than when they came in. The system also must consider what type of individual we want to turn back to the community. Consideration must also be given regarding what is the best use of tax funds.

SENATOR BEERS:

What is the count of youthful offenders in the classification of medium security, under the age of 22, category?

MS. CRAWFORD:

At present, there are 345 youthful offenders housed at HDSP; however, if space were available, that count might be closer to 525 or 550 inmates.

SENATOR BEERS:

How would having the space available change the count of people in the classification? What is the head count of youthful offenders who qualify for housing at SNCC, not the count of inmates in a particular unit?

MS. CRAWFORD:

Let me refer your question to Mr. Schlottman.

MR. SCHLOTTMAN:

The count, when we ran a list of possible inmates for the program, was 1,009 inmates. If the facility plan is approved, we will perform individual classifications to determine what inmates should move to the institution. The most common offense for these inmates is robbery followed by burglary. We would consider whether they were sex offenders who would then be placed in the Lovelock facility.

SENATOR BEERS:

Perhaps the Chair would consider requesting the DOC and staff to work together on staffing priorities?

CHAIR McCLAIN:

Did you consider staffing patterns based on successful programs in other states?

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MS. CRAWFORD:

The staffing patterns of other states with successful programs were higher than what is proposed for SNCC.

CHAIR MCCLAIN:

Were the facilities in other states similar in design to the SNCC?

MS. CRAWFORD:

Yes, we used the Colorado program as a model. There are several others from whom we could gather similar information to provide to the Subcommittee. Most of the staffing patterns are much higher than those in the SNCC proposal.

CHAIR MCCLAIN:

I am sure we will continue to review these provisions until the budget is closed.

SENATOR TITUS:

I like the concept of placing youthful offenders at the SNCC. If there is a chance to save any of these individuals, the SNCC is the place it could be done.

I have questions about the process. Perhaps if staffing levels are being reviewed, equipment requests could be considered as well. There is a request for a backhoe and I wonder if that is necessary? Equipment review might be a way to economize the opening of the facility.

I have a concern about the sewage system at Jean. Will that be ready when the facility opens?

MS. CRAWFORD:

As we speak, a request for proposal (RFP) is opened through the SPWB addressing that issue. The RFP should be announced by March 30, 2005, and awarded in approximately the middle of April 2005.

SENATOR TITUS:

Is the proposal to bring the sewage system up to code or to build a new sewage system?

MS. CRAWFORD:

The request is for a new sewage system. Two ponds will be done with two more ponds planned in the future.

SENATOR TITUS:

Are funds to support that plan reflected in the *Executive Budget*?

MS. CRAWFORD:

An allocation of approximately \$400,000 has already been made through the SPWB, and we will be working with the SPWB to address the remainder of the required funding. The ponds must meet code.

CHAIR MCCLAIN:

The sewage ponds are not a new project. Was there an agreement with a company from Ivanpah to repair the existing ponds?

MS. CRAWFORD:

There was an agreement. Bids were received, but they were substantial; therefore, the approach is being revisited. In the meantime, the state did have the allocated funds to make repairs because it was assumed the Ivanpah company was going to make the repairs. It is my understanding that still may happen, but the SPWB is revisiting how to approach the process. We chose to use the allocation to move forward with the project in the hope we can be reimbursed by the Ivanpah company.

CARL SCHAFF (Consultant to the Office of Career and Adult Education, Department of Education):

Director Crawford has discussed the youthful offender concept with us over the past few years. We have toured the SNCC facility. One area considered was vocational training.

The state of Oregon has reduced their recidivism rate, between 1995 and 2001, by more than 22 percent through vocational training and programs. I have worked with Mr. Brad Waldron, Executive Director, Educational Services Division, of the Clark County School District. It is our desire to approach the Jean facility as a form of "correctional high school" encompassing vocational training, academic training, GED courses and awarding adult high school diplomas.

The layout of the buildings, shown on page 8 in [Exhibit C](#), indicates two buildings that might house the auto shop. We have discussed the possibility of vocational training in heating, ventilation and air-conditioning (HVAC) training, construction trades or landscaping.

Mr. Waldron prepared a rough estimate of the costs involved and it is estimated at approximately \$2.5 million. That amount is not included in any of the budgets at this time. The state adult high school budgets are a static amount as projected by the Governor. The regular state programs are formula-based and receive operating funds averaging \$722 for each student. There are nearly 18,000 adult students in the state. The prison programs receive approximately \$1,188 for each student. In 2004, there were approximately 4,500 qualified students in the prison adult education program.

CHAIR McCLAIN:

Who is paying for the vocational education instructors alluded to in the SNCC program?

MR. SCHAFF:

Those positions must be funded within the *Executive Budget* and approved by the Legislature.

CHAIR McCLAIN:

Is a budget amendment on its way to reflect the instructor costs?

MR. SCHAFF:

I do not have the answer to that question. A budget amendment would have to be generated from the DOC or through coordination with our department. The

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Department of Education (DOE) did not anticipate the need when our budget was drafted.

CHAIR McCLAIN:

An amendment cannot be incorporated into the DOE budget?

MR. SCHAFF:

The DOE budget is currently established with set amounts. The average cost to educate a student is approximately \$800 each year for the approximately 21,000 students in the state. That is far less than the \$4,424 expended through the DSA account.

CHAIR McCLAIN:

Some of the inmates are already being educated in prison.

MR. SCHAFF:

That is correct. The funding follows those students.

CHAIR McCLAIN:

Are we looking at an additional appropriation of \$2.5 million to fund the educational program proposed for SNCC?

MR. SCHAFF:

That is correct.

BRAD WALDRON (Executive Director, Educational Services Division, Clark County School District):

I am here on behalf of the youthful offenders in the state who are scattered between several institutions at present. We have isolated programs for the youth in adult facilities. I am also responsible for the juvenile facilities in Clark County.

The SNCC will provide the state an opportunity to focus on the youthful offender. The age of the youth planned for housing in the facility is the right age to try to turn them around. The facility can provide vocational training programs, English language programs, literacy programs and also encourage offenders to pass their GED, or Adult Education Diploma, by the time they are released. The recidivism rate will decrease dramatically.

I have conducted programs at Spring Mountain Youth Camp, a juvenile detention facility in Clark County and Child Haven Juvenile Home in Las Vegas, Nevada. Those juveniles who are involved in educational programs seldom return to incarceration. We would like to focus on the 15- to 22-year-old juveniles.

CHAIR McCLAIN:

No one is arguing that the plan is good. This Subcommittee is concerned about where the money will come from.

MR. WALDRON:

That is a decision for the Legislature.

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CHAIR MCCLAIN:

Apparently the costs are not currently reflected in any budget. How do we get those costs into the *Executive Budget*?

GARY L. GHIGGERI (Senate Fiscal Analyst, Fiscal Analysis Division, Legislative Counsel Bureau):

This was discussed when the Human Resources/K-12 Subcommittee reviewed the DSA budget. I am assuming that issue will be further addressed by the Human Resources/K-12 Subcommittee. Based upon this Subcommittee's review today, I assume there are a number of issues you would like staff to review and report back in a future meeting. That will hopefully resolve some of the questions.

CHAIR MCCLAIN:

That would be helpful. Also, the JFA Associates population projections have not yet been received.

MR. GHIGGERI:

That report is due to the Department of Administration on March 17, 2005. It will be reported to this Subcommittee on March 30, 2005.

CHAIR MCCLAIN:

Seeing no further questions, I will close the hearing on SNCC and open the hearing on the High Desert State Prison.

High Desert State Prison – Budget Page CORRECTIONS–41 (Volume III)
Budget Account 101-3762

MS. CRAWFORD:

This is the DOC's largest and newest facility in operation. It is a hard-core facility. The design of the facility has not allowed effective management of the population.

We are requesting approval for 21 new positions at this facility. The property, including the buildings, is approximately 23 acres. The response time for a sergeant or lieutenant is considerable. The design allows for unit management which consists of two bowtie configurations, facing each other, with a small yard between. Each unit will house 548 inmates that are managed by officers within the units. We do not have sufficient mid-management positions and are requesting three sergeant positions. That would allow one sergeant in each unit to affect accelerated decision making. When an incident occurs, a sergeant will be available rather than waiting 20 to 30 minutes for response from another position. We have experienced officers having to wait for management decisions because of the span of responsibilities assigned to sergeants. We believe the three positions requested will alleviate officer concerns in management of the inmates.

We are requesting two additional lieutenant positions. When the HDSP was originally staffed, it was staffed according to traditional staffing patterns, although it is the largest facility in the DOC. Five lieutenants were originally requested, allowing one lieutenant for each shift. Because of the size of the yards at HDSP, and the population housed there, that staffing plan does not

provide enough management. Population levels often reach 2,300. Two additional lieutenants are requested to better manage the population and have better decision-making capability.

The HDSP is the facility responsible for the intake for all facilities in southern Nevada. This institution, in addition to the intake unit, houses the regional medical facility and general population. It is multifaceted to the point that many times management cannot manage those varied responsibilities.

MR. SCHLOTTMAN:

The vast majority of intake stems from the southern population area. Typically, as many as 40 or 50 new inmates arrive twice each week. Intake is dependent upon court functions at any given time.

MS. CRAWFORD:

The workload is horrific and we feel the need for the additional positions to have staff designated for respective areas to manage effectively and better classify incoming inmates.

CHAIR McCLAIN:

Is there a backlog for intake functions? What unit houses the intake functions?

MR. SCHLOTTMAN:

Unit 1, located next to the medical unit, is the intake facility. Unit 2 is the extended care unit. When the Wyoming inmates are returned to their state, we plan to convert Unit 2 to a segregation unit. Units 3 through 6 are general population units, and Units 7 and 8 are where the youthful offenders are currently located.

CHAIR McCLAIN:

From your testimony, many of the inmates currently housed at HDSP will be moved out. Also, you indicated 100 intake offenders are received each week. How long does it take for intake processing?

MR. SCHLOTTMAN:

The intake processing takes a long time.

CHAIR McCLAIN:

Is it because you are doing something differently?

MR. SCHLOTTMAN:

We have not changed procedures. We are, in fact, attempting to streamline the intake process. There have been a succession of wardens at the HDSP that have tried different tactics to reduce the intake backlog. The current warden, Dwight Neven, is doing a fine job. The intake backlog has dropped dramatically.

Theoretically, we would like to move inmates out of the intake unit within 30 days. The process includes medical evaluation and other testing.

CHAIR McCLAIN:

Are any of the other intake units throughout the state experiencing similar problems?

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MR. SCHLOTTMAN:

The intake unit for northern Nevada is at the Northern Nevada Correctional Center. They have experienced certain similarities. It depends on what caseloads the courts are sending to the institutions at any given time.

CHAIR McCLAIN:

Are your additional staffing requests intended to improve the intake process backlog? Will you still need the positions once you are operating on a current basis?

MR. SCHLOTTMAN:

We do not anticipate a prison population decrease. We expect an increasing rate of intake throughout the next decade.

ASSEMBLYWOMAN GANSERT:

Are the additional sergeant positions for the purpose of having a decision maker in each unit?

MR. REXWINKEL:

That is correct. Three sergeants are being requested and would be assigned as managers of different areas.

ASSEMBLYWOMAN GANSERT:

Is it possible to promote an officer from within the area rather than adding an additional position?

MR. REXWINKEL:

Within the concept of unit management a decision maker is needed, but we also need staff to work within the units. It is a level of effort issue. A position could be assigned to work out of class, or be promoted, but adequate staffing is still needed for the unit.

CHAIR McCLAIN:

What is the difference between the unit management concept and post staffing? Why are we changing the focus at the HDSP?

MS. CRAWFORD:

The focus is not being changed. Post staffing is the process by which the Legislature monitors deployment of our staff. The requested positions are a mid-management level. Most states' staffing patterns start with a senior officer, a sergeant, a lieutenant, a captain and upward. The DOC is lean in its mid-management positions. Certain areas require a mid-management position or an individual who has moved up through the ranks and better understands the system and its operation.

Research has shown if the inmate population is broken into smaller groups, particularly in large prisons, more effective management results. That is important to us.

Incidents have occurred, but we now feel we have the inmate population contained. Through the incidents, I realized we needed seasoned staff in those units. The HDSP experiences a high rate of turnover because the officers are

recruited to the Las Vegas Metropolitan Police Department, the Henderson Police Department or others. We have an ongoing situation with hiring of new employees. The mid-management level needs to be present for guidance, direction, decision making and to address the training of new staff.

A picture of a housing unit at the HDSP is in [Exhibit C](#) to provide the Subcommittee with a sense of the configuration of the unit. Senator Beers asked about the difference in staffing patterns. Youthful offenders are currently housed in a contained environment requiring less staff than what is planned for the SNCC.

CHAIR MCCLAIN:

New areas are being opened at the HDSP and certain inmate populations will be moved out of the facility. I am not sure the Subcommittee fully understands exactly what staffing, including mid-management positions, is necessary for the remaining inmates. Please provide the Subcommittee with specific staffing needs and justifications for the requested positions.

MS. CRAWFORD:

I will prepare that information.

CHAIR MCCLAIN:

I will close the hearing on High Desert State Prison and open the hearing on Casa Grande Transitional Housing Facility, otherwise known as Casa Grande.

Casa Grande Transitional Housing – Budget Page CORRECTIONS-93 (Volume III)
Budget Account 101-3760

MS. CRAWFORD:

The planned opening for Casa Grande is scheduled for October 2005. In light of the need for that facility and moving of individuals through the system, once they are paroled and reintegrated into the community, we recommend opening Casa Grande with a 400-bed capacity. That will allow us to keep inmates flowing through the system.

Residents will be required to pay room and board, food, restitution and family expenses. An RFP will be issued for job development, placement, classes and counseling with a \$5 cost per inmate.

All the states with similar facilities are pleased with the outcome. They have experienced a 30-percent reduction in their recidivism rate. I am anxious to see the results in Nevada.

CHAIR MCCLAIN:

The original plan was to open Casa Grande with 200 inmates. When and why was that concept changed? Can 400 inmates be integrated into a new facility at one time?

MS. CRAWFORD:

At the time 200 inmates were planned they would have been transitioned gradually and that was the amount of movement needed. We tentatively plan to transition the 400 inmates incrementally, 50 each time. The beds are needed.

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The bottom line is to get those people out of the cells and into the community after they have been paroled. Part of the issue with receipt of parole is often contingent upon whether the inmate has a job, a house and whether they can move on. Many inmates do not have that flexibility.

CHAIR MCCLAIN:

How often would you move an additional 50 inmates into the facility? Would that be once a month?

MS. CRAWFORD:

The plan is to transition 50 inmates once every two weeks. The inmates' moves and schedules will be well planned before any action is taken.

CHAIR MCCLAIN:

Are you looking at a population of 400 residents at Casa Grande in a relatively short period of time?

MS. CRAWFORD:

That is correct.

CHAIR MCCLAIN:

The budget indicates you have shortfalls in the first year of the biennium. The cost of programming is short by \$174,000. The bus pass stipends and utility costs are also short.

MR. REXWINKEL:

When the budget was prepared, the intent was to open Casa Grande in the near future with an inmate population of 200. Difficulties with location arose and we initiated the lease/purchase concept with an opening of July 2005. Opening has been delayed until October 1, 2005. Changes in the budget from 200 to 400 inmates caused certain budget shortfalls in the programming and utilities categories.

CHAIR MCCLAIN:

The bus pass stipends category is short as well. Is the facility on a good bus route?

MR. REXWINKEL:

We provided a map of the bus route when we appeared before the Interim Finance Committee for approval of the transitional housing plan. Although there are a few shortages in the first year, the budget will still meet those needs. The population will not begin with 400 inmates which will create some savings. The second housing unit will not have to be opened in the beginning. The second year of the biennium has no budget shortfalls.

CHAIR MCCLAIN:

Will the facility actually be opened on October 1, 2005?

MS. CRAWFORD:

That is my understanding at this time.

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CHAIR McCLAIN:

Are there delays with wireless versus hard-wired telecommunication problems?

MS. CRAWFORD:

There have been discussions, but it is nothing that should impede the process. It is simply a matter of what technology will be used. We will follow the direction of the Department of Information Technology (DoIT).

CHAIR McCLAIN:

Are the developers in agreement?

MS. CRAWFORD:

Yes, we are the customer.

CHAIR McCLAIN:

Is the furniture being built for Casa Grande by Prison Industries complete?

MS. CRAWFORD:

Some furniture will be built-in as part of the construction. Prison Industries will deliver the furniture on schedule.

ASSEMBLYWOMAN WEBER:

It sounds like the facility will need full staffing, even though inmates will be transitioned every two weeks. Is that what is planned? Has staff been identified in preparation for the opening?

MR. REXWINKEL:

We have a continual recruitment process. Peace Officer and Standards and Training (P.O.S.T.) will be implemented for an eight-week course. It is difficult to recruit too early for positions that will not be filled until nearly October.

The process will be similar to when the DOC began administration of the SNWCC. We took staff from existing facilities and backfilled those positions with new hires. We will not open Casa Grande with all new staff. We do not typically have 100-percent staffing at all facilities due to recruitment efforts and P.O.S.T. requirements.

ASSEMBLYWOMAN WEBER:

Is there a set period of time inmates placed in Casa Grande will stay at that facility?

MS. CRAWFORD:

The planned housing is four to six months, depending on the individual's needs. We do not want inmates to get "comfortable." The intent is for a transition process assisting the inmates to establish a job and housing in the community.

ASSEMBLYWOMAN WEBER:

Is the DOC working with employers to provide employment for the inmates?

MS. CRAWFORD:

That is correct. I have encountered more excitement about this facility than I anticipated.

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We have a list of individuals who have already applied to work, specifically, at Casa Grande. The women's prison transition was successful and I anticipate similar success at Casa Grande.

SENATOR TITUS:

There was discussion during the 72nd Legislative Session concerning transitional housing, and an interim study committee was appointed. Please explain how Casa Grande will affect the many halfway houses popping up in communities and how the two kinds of institutions can be partnered. It is especially important, in older parts of communities, where individuals are buying properties and transitioning halfway houses into neighborhoods at a rapid rate.

MS. CRAWFORD:

This facility is a transition component where the individual is still in our custody although they have been granted parole. We will work closely in collaborative efforts. There is already a 70-member advisory committee for the Going Home Prepared Program including providers, service-oriented individuals and volunteers in place. I welcome halfway houses, but I am unsure about their guidelines. Halfway houses are needed for those transitional inmates who do not have housing available.

My one concern is that when an inmate transitions out of Casa Grande, they will need ample funds to rent an apartment in Las Vegas. Las Vegas is an expensive living area.

SENATOR TITUS:

I support the concept. I simply see a proliferation of halfway houses into older neighborhoods, including a recent situation in Reno. Perhaps Ms. Dorothy Nash Holmes could provide insight into this situation.

CHAIR McCLAIN:

I share the concern.

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

An interim study was assigned to review the halfway house situation and certain rural court problems. Unfortunately, halfway houses were not addressed because of the workload from rural court issues.

SENATOR TITUS:

Were halfway houses a part of the resolution?

MS. NASH HOLMES:

The only requested reports concerned the Casa Grande facility. Senator Maurice E. Washington convened an informal group to discuss what could be done to regulate halfway houses. Two informal meetings were held and it was left with a legislative researcher to contact other states to see how the issue is addressed outside Nevada. Nothing more has been heard.

SENATOR TITUS:

In other words, two years has been wasted?

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MS. NASH HOLMES:

Assemblywoman Sheila Leslie asked to meet with me recently and I provided her the information I received in the first two meetings with Senator Washington. She is still highly interested in attempting to move regulation forward, as are the community providers in both the northern and southern ends of the state. Everyone agrees some level of regulation and consistency needs to be established.

SENATOR TITUS:

Please provide me with the information, and I will work with Assemblywoman Leslie.

ASSEMBLYWOMAN GANSERT:

I have been provided information that Casa Grande will have an impact on conservation camps. The camps are expected to have a population slightly below capacity. The Casa Grande concept seems to be different from the conservation camps. Please explain the anticipated impact.

MR. SCHLOTTMAN:

There is a certain crossover element between the conservation camps and Casa Grande. The potential difference is that Casa Grande will also house inmates who qualify for medium custody, but because of their time frame to release, it is anticipated they will be well behaved.

ASSEMBLYWOMAN GANSERT:

Has the DOC considered the cost of adding an inmate to the Casa Grande population versus placing them in a conservation camp?

MR. SCHLOTTMAN:

There is a larger cost per inmate at Casa Grande; however, the number of services available in a conservation camp are minimal, especially reentry services. Our intent is to have inmates who transition from Casa Grande become successful and to make up the cost difference on the side of recidivism.

ASSEMBLYWOMAN GANSERT:

Will all of the conservation camps be needed if they are not providing essential services? Could some camps be consolidated?

MS. CRAWFORD:

The DOC has reviewed that issue. A study is planned on the deployment of conservation camps. We are working with the Nevada Division of Forestry (NDF) concerning what is needed. We have a good relationship with that agency. The Subcommittee should remember the forestry camps assist the economies of nearby rural communities, especially through firefighting efforts. The camps have saved the DOC large blocks of funding and assistance with prison overpopulation issues. The camps will be reviewed to determine where the workload is greatest and where individuals would be best deployed.

ASSEMBLYWOMAN GANSERT:

Are the camps year round, or do they have a greater population on a seasonal basis?

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MS. CRAWFORD:
The camps are year round and operate 24/7.

ASSEMBLYWOMAN GANSERT:
Is the population census steady?

MS. CRAWFORD:
They are constant.

ASSEMBLYWOMAN GANSERT:
Are the marginal costs lower at a conservation camp than at another medium security facility?

MS. CRAWFORD:
The costs at a conservation camp are significantly lower.

ASSEMBLYWOMAN GANSERT:
Is there a way to consolidate the camps and then backfill the camp populations from more expensive facilities?

CHAIR RHOADS:
Are you considering closing some of the camps through consolidation?

MS. CRAWFORD:
Rumors have been rampant. We are considering the expansion of certain camps while others will remain at the current populations. I believe the Legislature and the state decided where the camps would be placed. I would not address that policy issue. Some camps may be larger and have a need to expand to cover the workload. The NDF has indicated that is the case.

CHAIR McCLAIN:
Please explain the accountability of the \$2 million Department of Public Safety, Office of Criminal Justice Assistance grant funds. Should those funds be reflected in B/A 101-3760 or should they be reflected in a work program?

MR. REXWINKEL:
The grant you are referring to is called the Violent Offender Incarceration Truth-in-Sentencing Act. This is a federal grant for hard dollar construction costs. If state funding was used, it would be placed in the SPWB budget. Because this grant is federally funded, the funds will be placed in the project's budget account, managed through the trustee account.

The DOC, chief of fiscal services, had discussions with representatives of the Office of the Controller and it was felt there was no reason to place the funds into the operating budget. The funds will move directly to the project, as do the proceeds from the sale of the certificates of participations. Those funds will be used to pay for hard-dollar construction costs. The grant is approximately \$2.2 million.

CHAIR McCLAIN:
I will close the hearing on the Casa Grande budget and open the hearing on the Southern Nevada Women's Correctional Center.

Southern Nevada Women's Correctional Center—Budget Page CORRECTIONS-87
(Volume III)
Budget Account 101-3761

MS. CRAWFORD:

We took over the operation of the SNWCC in FY 2004. We analyzed the situation and recognized there were security positions that might be needed which had not been budgeted.

We are requesting eight additional correctional officer positions. We are requesting 1.6 positions to staff the gatehouse which is at the entrance. Under the private operation that area had a table in the general area and people were simply passing through which created what we felt was a breach of security. Another 1.6 staff would be assigned to the sallyport where all deliveries are made. On delivery days, without staff at that location, three or four trucks might be backed up to the gate at one time, causing consternation.

The mental health unit requires additional staff for better management; therefore, we are requesting 3.2 positions. The women are sometimes combative. Another 1.6 positions are requested for the central control unit. Central control is large and manages all locking mechanisms and cameras. The private staff working in that area was larger than we had requested in the previous budget.

ASSEMBLYMAN HOGAN:

It appears inmate population projections in the SNWCC have been above emergency capacity since the beginning. I am concerned that the second year of the biennium projects the population to be at 10 percent above emergency capacity. Will we face housing female inmates outside state boundaries in future planning? What are the long-term options?

MS. CRAWFORD:

When we assumed the administration of the SNWCC, we received over 100 new inmates almost immediately. Female inmates are less violent and many are classified at a much lower security level. We are working closely with the Division of Parole and Probation (P&P) in development of options, including house arrest. Once an individual is in the system, but is eligible, they could live at home with a monitoring device and work in the community. We have had success using that method with female inmates. The DOC receives many female inmates whose crimes fall within the property offense category. The DOC does not plan to send any female inmates out of state. States that have used that concept have been dissatisfied with the results.

ASSEMBLYMAN HOGAN:

Do we have female inmates on a house arrest program at present?

MS. CRAWFORD:

Yes, we have approximately 20 females in the house arrest program and they are being managed well. The Governor recommended additional funding in the P&P budget for that purpose.

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SENATOR TITUS:

Please describe the vocational training programs available for female inmates.

MS. CRAWFORD:

Numerous programs are available to the female inmates. Many are enrolled in college. We also provide training in engine repair, automotive, the art of creating concrete benches, fountains and other structures. The women seem to especially enjoy that program. Additionally, there are training programs such as dog training. That field of work can branch into other fields including dog grooming and working as veterinarian assistants. We have achieved a great deal in eight months.

SENATOR TITUS:

Are women also being offered clerical and computer training?

MS. CRAWFORD:

The school programs have extensive computer training, but not everyone wants to enter those fields. It appears the female inmates have an appetite for construction trades. The Jacobs Industry training program teaches warehouse trades. Allwire, Inc., through the prison industry program, is building a facility onsite that will teach women the cabling and inspection trades. Allwire, Inc. will be a vocational and industrial program. Many women graduating from that program may leave prison with job opportunities at \$16 to \$18 per hour.

CHAIR MCCLAIN:

Please explain the need for additional staffing at the gatehouse. There is apparently an officer already posted at that site. Does staff have to be checked as they enter even though they have lockers outside the security post?

MS. CRAWFORD:

I will introduce my assistant director of operations, Mr. Greg Cox, who can articulate the requested positions for the Subcommittee.

CHAIR MCCLAIN:

Please discuss the location of the mental health unit and what the staffing and patient levels are in that unit.

GREG COX (Assistant Director, Operations, Department of Corrections):

Looking at the gatehouse at SNWCC from an operational standpoint, I am not aware of any facility that does not have a gatehouse officer. There are shutdown times when the gatehouse is closed, including when visiting hours are not authorized. Most facilities close at 6 p.m. or when visiting hours are over. The officer is then used around the facility for other operations such as escort duty.

With Jacobs Industry inside and Allwire, Inc. building a facility onsite, there will be a significant increase in truck traffic beyond the typical deliveries. The sallyport post is typically closed at approximately 4 p.m. and reopened between 6 a.m. and 7 a.m.

Having been a warden in a female correctional facility, I know that mental health is a demanding area for correctional officers. A significant amount of

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movement occurs requiring escort services to other program areas. Inmates are not allowed to travel alone from one part of the institution to another.

Meeting recreational standards also requires staff for movement of inmates within the facility. Professionally, if those kinds of supervision are provided, problems decrease.

CHAIR MCCLAIN:
Where is the mental health unit physically located?

MR. COX:
It is close to the infirmary in G Pod.

CHAIR MCCLAIN:
How many women are housed in the mental health unit?

MR. COX:
There are approximately 32 inmates in the unit at present.

CHAIR MCCLAIN:
I am pleased that the SNWCC is under state management again, and I hope it does not become overcrowded too quickly.

MS. CRAWFORD:
Another tour of SNWCC is being planned. I encourage Subcommittee members to attend and view the type of work being done and the intensity required in management of this population.

CHAIR MCCLAIN:
I encourage the DOC to continue pursuit of a facility similar to Casa Grande for female inmates.

MS. CRAWFORD:
That is being done. The SPWB has requested planning funds in their budget for such a facility.

We will continue to the budget for Southern Desert Correctional Center and I would like Mr. Rexwinkel and Mr. Cox to brief the Subcommittee on that budget.

Southern Desert Correctional Center – Budget Page CORRECTIONS-62
(Volume III)
Budget Account 101-3738

MR. COX:
The three correctional officers requested will be placed in Unit 8, the segregation unit. The segregation unit is used for disciplinary purposes. The staffing level and the building layout prompt the request. The building consists of two tiers with the control unit in the middle and three attached housing wings. There are also two recreational areas at the back of the facility. The inmates in the segregation unit must be restrained when being moved to and

from their cells. If the inmate disciplinary problems escalate to certain established levels, the inmate will be moved to Ely State Prison or HDSP.

We attempt to keep inmates at SDCC through the disciplinary process and place them back in the general population. The custody and security level of those inmates requires they be restrained when moved to the visitation area or to the recreation yard. Their restraints are removed once they are in the recreational area. They are fed in their cells. The level of staffing is determined by the escort needs and custody levels.

The SDCC is an older facility, prompting the request for one additional maintenance staff. The current maintenance staff work hard, but the facility age prompts an increased level of maintenance issues. There have been overall maintenance issues including air-conditioning and plumbing problems as would be experienced in similarly-aged buildings.

CHAIR McCLAIN:

Is it better to have a maintenance position, or would maintenance contracts be a better choice?

MR. REXWINKEL:

The maintenance worker position was cut in the 2003 budget due to the state's financial situation. Contract maintenance would not be as efficient for the ongoing kinds of repairs that are needed at the SDCC.

CHAIR McCLAIN:

Will the cost of an additional maintenance position be less than what it has cost to procure outside assistance for repairs?

MR. REXWINKEL:

The issue is not procurement of outside services because our staff manages that activity at present. The workload has been such that it is time to request another maintenance position to care for the ongoing maintenance requirements of the aging facility.

CHAIR McCLAIN:

Is Unit 8 the cause of the shift in the number of beds available at the SDCC? If those inmates are hard core, and under segregation, would each cell have only one bed? The ratio has dropped from 1.75 beds per cell to 1.5 beds per cell. Is Unit 8 the cause?

MR. COX:

The segregation unit is typically a single cell due to the sanctions those inmates may receive. Some inmates are placed in the unit for assault on another inmate. Others are problematic because they are not involved in programs, they have received several notices of charges for different disciplinary sanctions, they may have had contraband found in their cells or sanctions from program areas. The unit requires single cells and restraints to be in place when an inmate is moved.

CHAIR McCLAIN:

Are the inmates getting tougher to manage than they were before?

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MR. COX:

In my 25 years of experience, and my work in Nevada since December 2003, we are seeing an increase in inmates that are more prone to violence. That is evident from television newscasts and newspapers. There was an article in the *Las Vegas Review-Journal* on March 14, 2005, stating, "In a meeting with the Las Vegas Metropolitan Police Department, Clark County Detention Center looks at an 11-percent increase in their intake in the jail in the past year." They are discussing building a new jail. The director has authorized me to meet with the other agencies and I have done so on several occasions. Clark County's 11-percent growth rate will eventually affect the DOC. The crimes are becoming more violent in nature.

CHAIR McCLAIN:

Is the need for additional staff due to inmates being more hard core even though there are fewer beds?

MR. COX:

In my opinion, it is a combination of issues. The unit has never been staffed correctly. Certain inmates are more problematic. At the SDCC, as a matter of correction and administration, we will not retain the more violent offenders. They will be sent to HDSP or Ely State Prison when beds are available at those institutions. Because of populations and capacities, some inmates must be housed at the SDCC that should be placed in one of the other more hard-core facilities.

CHAIR McCLAIN:

The DOC has requested a forklift, three electric carts and new ovens. Please explain those requests.

MR. REXWINKEL:

Replacement equipment requested in FY 2006 is \$169,000 and slightly more than \$136,000 in FY 2007. There are numerous items. As Mr. Cox indicated, the facility is aging and equipment continues to wear out.

The laundry presses are over 24-years-old and no longer meet the Occupational Safety and Health Administration and other standards.

CHAIR McCLAIN:

Was consideration given to combine the laundry from the SDCC with the HDSP?

MR. REXWINKEL:

Typically laundry areas and other support services are sized for their respective facility. Your suggestion would possibly require running three shifts, but then equipment will wear out more quickly. I do not think the suggestion would work well.

CHAIR McCLAIN:

I will close the hearing on the Southern Desert Correctional Center and open the hearing on the Lovelock Correctional Center.

Lovelock Correctional Center — Budget Page CORRECTIONS- 70 (Volume III)
Budget Account 101-3759

MS. CRAWFORD:

We are asking for one FTE as a structured living instructor at the Lovelock facility. The structured living program was designed to introduce a paramilitary concept that has worked well in mitigating disciplinary actions. Inmates who have gone through the program have been complimented on their behavior. They are preferred as residents of the camps. The additional position would focus on the structured living program area.

The program has been in effect for six years. When the DOC assumed responsibility for Lovelock, there were many disciplinary issues. The DOC implemented this program and problems were substantially mitigated. The Lovelock facility is exceptionally tranquil. Inmates are polite and graffiti is not seen. I contribute those improvements to the structured living program.

CHAIR MCCLAIN:

Do we have similar programs in other facilities?

MS. CRAWFORD:

A modified version of the program is used in other facilities. The Lovelock program makes use of the entire program structure.

CHAIR MCCLAIN:

Are there plans to expand the structured living program to other facilities?

MS. CRAWFORD:

Yes, a similar program is being considered for the youthful offenders at the SNCC as a base program. It will be implemented and I think the Subcommittee will be pleased with the results. The program instills confidence, self-discipline and is a wonderful management tool.

CHAIR MCCLAIN:

I can understand how the program would work well with youth. How well does it work with 30- to 40-year-old inmates?

MS. CRAWFORD:

There have been 60-year-old inmates who have benefited from the program. The combination of the physical activity and the self-discipline creates an excellent program at a low cost.

CHAIR MCCLAIN:

If the program has existed for six years, why is an additional person needed at this time?

MS. CRAWFORD:

The DOC is trying to continue and maintain the program level. Because the DOC operates on a minimum budget, it is necessary to pull staff from their inside posts to work with the program. One position to coordinate the entire program is preferred.

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ASSEMBLYMAN HOGAN:

Please provide us with an idea of the ratio of inmates at Lovelock that are participating in structured living. Is the program conducted entirely in house? Do you utilize contractors or consultants?

MS. CRAWFORD:

The program is operated entirely by the DOC staff because of costs. There are 250 to 300 inmates enrolled in the program at present although it is a voluntary program. The program must be seen in action to be appreciated.

CHAIR McCLAIN:

Is the Lovelock Correctional Center already in excess of emergency capacity and what can be done about that situation?

MR. SCHLOTTMAN:

We are over the emergency capacity at a number of institutions at present. The most severe instance is at the HDSP.

CHAIR McCLAIN:

The opening of Casa Grande and the SNCC will hopefully alleviate some of the excess population. What else will help alleviate the overcrowding?

MS. CRAWFORD:

The contract for the Washington inmates is due to expire, creating a number of open beds. We are hoping the opening of the two facilities, and the expiration of the Washington contract, will mitigate a portion of the pressure currently being experienced.

CHAIR McCLAIN:

I see telephone system requests in many of the budgets. Are the efforts coordinated and are you receiving the best economies of scale? Why are the prices different for each institution?

MR. REXWINKEL:

In the previous budget, telephone switches at Lovelock, Ely and two other facilities were replaced. It is now time to replace those. We utilize the state contract and try to achieve the best pricing possible on the systems. They require upgrades on an occasional basis. The systems, and even the handsets, fail with time. Communications are vitally important at each facility.

CHAIR McCLAIN:

Are the deferred maintenance requests for the Lovelock facility truly deferred maintenance, or is it really a large renovation that should be requested through the Capital Improvement Program (CIP)?

MR. REXWINKEL:

One could discuss, at length, what constitutes a CIP project and what should be included in an operating budget. Sometimes the delineation is unclear.

Recently, water lines and water heaters needed replacement at the Nevada State Prison (NSP) at a cost of greater than \$100,000. Those repairs

were done within the agency budget on an emergency basis. Which budget category was correct to use for that repair could be questionable.

Our situation is different than that of most agencies. We have facility managers and maintenance workers. We have expertise available for much of the work within our staff. We partner with the SPWB on major projects. It is our belief that everything requested in the deferred maintenance category can be done internally.

ASSEMBLYMAN DENIS:

The telephone request includes replacement of digital circuit packs. Are the same systems being used at all the DOC facilities?

MR. REXWINKEL:

The SNWCC has a different system. There is a large upgrade requested to that system. Two years ago, telephone upgrades were needed and the upgrades were accomplished on a deferred payment plan. The intent was to use the same system at the three facilities in that project. A portion was funded in the first year of the biennium and the other portion was funded in the second year of the biennium. To obtain similar equipment for all three, the equipment was purchased in the first year of the biennium using a deferred payment plan. We do what we can to keep equipment the same, but that is not always possible.

ASSEMBLYMAN DENIS:

If all the systems were the same, and you were buying five switches, a discount cost should have been offered.

MR. REXWINKEL:

Our telecommunications projects are administered by the DoIT through contract.

ASSEMBLYMAN DENIS:

What is the replacement schedule for the three utility vehicles requested?

MR. REXWINKEL:

The utility vehicles at Lovelock are old. When vehicles are 8- to 12-years-old, they must be replaced.

ASSEMBLYMAN DENIS:

Vehicles are not replaced on a mileage schedule?

MR. REXWINKEL:

I do not think we track mileage on the utility vehicles. When they get to a point where maintenance is no longer possible, new units are requested. We review what repairs are necessary. It does not make sense to replace an engine, for instance, in a utility vehicle that is about to fall apart otherwise.

CHAIR McCLAIN:

I will close the hearing on the Lovelock Correctional Center and move to the budget for the Inmate Welfare Account.

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Inmate Welfare Account – Budget Page CORRECTIONS-159 (Volume III)
Budget Account 240-3763

CHAIR McCLAIN:

The subcommittee would like an update on the Residential Substance Abuse Treatment (RSAT) federal grant program, Offenders Acting in Solidarity to Insure Sobriety (OASIS) and the Willing Inmates in Nevada Gaining Sobriety (WINGS) programs.

MR. REXWINKEL:

The OASIS program is continuing and was heard by the Subcommittee on February 23, 2005. The program continuation will need partial funding from the General Fund because the RSAT funds have been cut at the federal level. There was a further reduction in the federal budget requiring a budget modification for the WINGS program. The modification would allow the WINGS program to continue at the level requested in the *Executive Budget*. Funding was drawn at 25 percent from the Inmate Welfare Account, deletion of two requested positions and reducing certain ancillary costs to continue the program.

CHAIR McCLAIN:

Will the remaining RSAT funds be used for the OASIS program?

MR. REXWINKEL:

At the time of budget preparation, RSAT funding was anticipated to be only enough to fund one of the programs. It was decided to continue the WINGS program using RSAT funds, and continue the OASIS program with a General Fund appropriation and the continued match from the Inmate Welfare Account.

CHAIR McCLAIN:

A large reserve is indicated in the Governor's recommended budget. Could some of the reserve be used to fund these programs?

MR. REXWINKEL:

Another budget modification was sent over. There were duplications in the Inmate Store Account and the modification reduced the budget by approximately \$3.2 million.

CHAIR McCLAIN:

I have been informed the numbers I am looking at reflect amounts after that amendment. The adjustment is \$1.4 million in FY 2005-2006 and \$100,000 in the FY 2006-2007.

MR. REXWINKEL:

There were substantial reductions in the Inmate Store Account and the Inmate Welfare Fund bringing the reserves down to desired minimal levels.

CHAIR McCLAIN:

That is a substantial reduction.

MR. REXWINKEL:

The reserve will be at approximately \$1 million in B/A 240-3708 and slightly more in the Inmate Welfare Account, B/A 240-3763. These programs are not

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funded through the General Fund. The Inmate Welfare Account relies on transfers from the Inmate Store Fund.

CHAIR McCLAIN:

The question is whether B/As 240-3763 and 240-3708 reserves could be used to fund the OASIS program instead of using the General Fund?

MR. REXWINKEL:

If we used the reserves for the OASIS program, they would be substantially reduced. Another factor is the requirements of A.B. 389 of the 68th Legislative Session involving an inmate-on-inmate action resulting in a medical claim. The provisions allow an indigent inmate's medical expenses, resulting from another inmate action, to be paid from the Inmate Welfare Account. We anticipate the outstanding claim will be approximately \$600,000 which will further reduce the reserve in the Inmate Welfare Account.

The DOC keeps a balance in the Inmate Welfare Account reserves because we do not know what medical, or other costs, will arise that must be paid from that account.

CHAIR McCLAIN:

How are those expenses from the reserve accounted for? Rather than the Subcommittee seeing a \$1 million reserve, we would like to see the bottom line reserve in that account.

MR. REXWINKEL:

The Subcommittee would not see the \$600,000 claim because it was a new claim and had not yet occurred when the Governor's budget recommendations were being crafted. Payment of the \$600,000 claim from the Inmate Welfare Account will reduce the carryover amount from the FY 2005 budget closing into FY 2006.

CHAIR McCLAIN:

There should be a method for the Subcommittee to at least be aware of possible expenses that might occur from those reserves.

MR. REXWINKEL:

Items paid from the Inmate Welfare Account include law libraries and recreational equipment replacements which are not large amounts. We can closely estimate those costs. We do not know what medical claims may be filed or what costs might result.

CHAIR McCLAIN:

Are there funds in the *Executive Budget* to staff the law library?

MR. REXWINKEL:

The library is staffed from the institutional budget.

CHAIR McCLAIN:

Is funding for the library at the SNCC included in that budget?

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MR. REXWINKEL:

A librarian position should be shown in that budget.

MR. GHIGGERI:

Historically, the law library has been staffed from within the Inmate Store Account or the Inmate Welfare Account. That is why the question has been raised.

MR. REXWINKEL:

I have confirmed the position is reflected in the Inmate Welfare Account Budget.

MR. GHIGGERI:

The position in the Inmate Welfare Account is classified as an administrative assistant IV position, performing the duties of law librarian.

CHAIR MCCLAIN:

Is there a budget amendment coming for the WINGS program?

MR. REXWINKEL:

We have been working with the Budget Division to fully fund the WINGS program by replacing the RSAT funding. The DOC is not changing its budget numbers. The federal government is taking actions that affect the amount of federal funding we receive and the DOC must react.

CHAIR MCCLAIN:

Does the anticipated WINGS budget amendment include a request for an appropriation from the General Fund?

MR. REXWINKEL:

No, we are asking for no further General Funds for that budget.

DEBORAH BYBERG-REED (Budget Analyst, Budget Division, Department of Administration):

We have worked diligently with the DOC for the WINGS program. There will be no impact to the General Fund as instructed by the Governor. The DOC is cutting funds from other budgets to cover the General Fund. There would have been a shortfall; there will no longer be a General Fund impact. I submitted the budget adjustment to the deputy on March 14, 2005, and the amendment should be provided to the Legislature soon.

CHAIR MCCLAIN:

How many budgets are being cut?

MS. BYBERG-REED:

The DOC is cutting small amounts from a number of budgets. Tasers are being cut, a longevity pay issue was corrected and two positions and associated costs were cut from the Programming budget. The largest impact is the matching funds from the Inmate Welfare Account.

CHAIR MCCLAIN:

A memo ([Exhibit D](#)) was submitted without testimony to the Subcommittee by Ms. Pat Hines, a concerned citizen.

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I will close the hearing on the Inmate Welfare Account and open the hearing on the Prison Industry budget.

Prison Industry – Budget Page CORRECTIONS-166 (Volume III)
Budget Account 525-3719

MS. CRAWFORD:

I will ask Mr. Howard Skolnik, Assistant Director, Prison Industries, to present this budget.

HOWARD SKOLNIK (Assistant Director, Prison Industries, Department of Corrections):

The furniture for Casa Grande is already under construction.

CHAIR MCCLAIN:

Please provide the Subcommittee with an update on the industrial park at the HDSP.

MR. SKOLNIK:

The RFP from the Purchasing Division was sent out approximately three weeks ago soliciting submissions from the private sector. The RFP has a closing date in May. We are requesting private developers to build and manage the park. There should be no state funding requested. All state funding in the project has already been spent. Prison Industry capital funds were used to purchase the land. Everything else will be done privately, or the park will not be built.

CHAIR MCCLAIN:

Has the RFP generated a good response?

MR. SKOLNIK:

We are receiving a number of inquiries. I am unsure how many will actually submit proposals.

CHAIR MCCLAIN:

Describe the cook and chill project for the Subcommittee.

MR. SKOLNIK:

This project is long standing. We have narrowed the field to a single potential partner. Aramark has had a presence in Nevada for nearly 50 years. They have operated food services at the Las Vegas Convention and Visitors Authority for over 40 years. They currently employ over 2,800 individuals in the state. I met with them on March 14, 2005, to discuss positions and logistics. Another meeting is scheduled for March 28, 2005, to finalize exact figures. I have advised Aramark that, whatever the final financial settlement is, it cannot exceed the cost of the current food services budgets.

Furthermore, if the project moves forward, the first capital investment made will be made at the SNCC kitchen, furnishing that facility through Aramark funds.

CHAIR MCCLAIN:

Is the intent of the project to create meals for the inmates and ship the meals out to other institutions?

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MR. SKOLNIK:

The project will be phased in. Aramark will initially assume existing operations and transition them to have all staff working together under the existing budget. There will be a transition of the kitchen at the SNCC and at the HDSP. The HDSP will manufacture a majority of the food products.

The northern tier will be reevaluated after the southern tier is implemented to determine whether a second kitchen is needed or whether it would be more efficient to transport the food products.

CHAIR MCCLAIN:

Are there any future plans to expand the program and become the source for the Meals on Wheels program?

MR. SKOLNIK:

One factor of the partnership that most appealed to Aramark was the ability of Prison Industries to sell on the open market. That is why the project will be a partnership rather than privatization of the kitchen. School districts, the airline industry and Meals on Wheels are being considered as future customers. There is a tremendous transition in the hotel industry to use cook and chill throughout the state. There is considerable marketing potential beyond the DOC.

Additionally, the Clark County Detention Center has contracted its food services for years and we would bid for that contract once the project is fully operational.

CHAIR MCCLAIN:

Will the project employ a greater number of inmates?

MR. SKOLNIK:

Not only that, but Aramark has teamed with the Community College of Southern Nevada to develop a formal training program in that area.

CHAIR MCCLAIN:

Would that be a culinary school?

MR. SKOLNIK:

That is correct. Aramark has 2,800 employees within the state, most of those in the culinary industry.

CHAIR MCCLAIN:

It sounds like a wonderful partnership.

Are there plans to include vocational programs for youthful offenders, or will they simply be sent to school all day?

MR. SKOLNIK:

We are looking at certain options. We have been approached by a group from Taiwan who produce orchids and provide training in flower arrangement which is a high dollar industry. The ideal location for that operation would be at the SNCC.

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CHAIR McCLAIN:

I will close the hearing on the Prison Industry budget and open the hearing on the Northern Nevada Correctional Center budget.

Northern Nevada Correctional Center – Budget Page CORRECTIONS-49
(Volume III)
Budget Account 101-3717

MR. REXWINKEL:

The budget for the Northern Nevada Correctional Center (NNCC) consists of the adjusted Base Budget and certain replacement equipment.

CHAIR McCLAIN:

In the equipment category, I see telephones and a refrigerated truck that are worn out.

MR. REXWINKEL:

That is correct.

CHAIR McCLAIN:

Is the capacity of the washing machine 200 pounds?

MR. REXWINKEL:

That is correct. Like the 140-quart mixer, it was rebuilt approximately 10 years ago. The gas griddles are over 18-years-old and all of this equipment is used frequently.

CHAIR McCLAIN:

How old is the NNCC facility?

MS. CRAWFORD:

It was built in the 1960s.

CHAIR McCLAIN:

What is the status of the energy retrofit project? Is the retrofit work completed? Also describe the projected cash flow savings.

MS. CRAWFORD:

I will defer the facility questions to Mr. Tom Glab, Facilities Engineer for the DOC.

THOMAS GLAB (Chief Engineer, Plant Operations, Department of Corrections):

The lightbulb replacements have been started. We are using a contractor/supervisor and inmate laborers.

The mechanical replacements and upgrades are still in the design phase, but they should be sent out to bid shortly.

CHAIR McCLAIN:

Are the upgrades to the HVAC underway?

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MR. GLAB:

Those plans are under design. When the designs are completed, the contractors will be hired and installation begun.

CHAIR McCLAIN:

Do you have a time frame for that project?

MR. GLAB:

The designs should be completed in March 2005.

CHAIR McCLAIN:

Please provide the Subcommittee with a report of projected time frames on the various facility projects and the projected cost savings.

MR. GLAB:

I will provide a report to the Subcommittee.

CHAIR McCLAIN:

I am closing the hearing on NNCC and opening the hearing on the Nevada State Prison.

Nevada State Prison – Budget Page CORRECTIONS-55 (Volume III)
Budget Account 101-3718

MR. REXWINKEL:

The budget for NSP is straightforward. The only enhancements are in replacement equipment. The Subcommittee has a detailed list of the proposed replacement equipment on file.

The average inmate populations are shown on the page for each facility in [Exhibit C](#) updated through February 2005.

CHAIR McCLAIN:

Is the Nevada State Prison the original state prison?

MS. CRAWFORD:

Yes, it was built in approximately 1820.

Warm Springs Correctional Center – Budget Page CORRECTIONS-81
(Volume III)

Budget Account 101-3716

MR. REXWINKEL:

The Warm Springs Correctional Center has an average population of 481 inmates with 79 FTE staff. Certain replacement equipment has been requested in this budget. The fringe benefits and other typical adjustments are common to all budgets. These include a 2-percent cost-of-living (COLA) increase for classified and unclassified employees.

E-809 Sworn Salary Adjustments – Page CORRECTIONS–84

E-810 Other Salary Adjustments – Page CORRECTIONS–84

E-811 Unclassified Changes – Page CORRECTIONS–85

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Decision unit E-809 is the two-grade increase for sworn officers. Decision unit E-810 is the two-grade increase for correctional case workers. Decision unit E-811 is for the proposed changes from classified to unclassified service. The only positions that would affect each of these budgets are the warden positions. Wardens are currently classified except with regard to retention.

CHAIR McCLAIN:

The various standard decision units will be addressed. There are a few more questions. Is the Humboldt Conservation Camp the one that is in poor condition?

Humboldt Conservation Camp – Budget Page CORRECTIONS-121 (Volume III)
Budget Account 101-3741

MR. REXWINKEL:

There is a \$400,000 request under deferred maintenance projects for outside building repairs at that facility.

CHAIR McCLAIN:

Is the Humboldt Conservation Camp being expanded?

MR. REXWINKEL:

There is a funding request in the CIP budget for a planning phase in development of a master plan. When the master plan is completed, it may shed light on exact needs at the various facilities and locations.

CHAIR McCLAIN:

Is this part of the plan to study the location for placement NDF camps?

MS. CRAWFORD:

That is correct.

CHAIR McCLAIN:

What criteria will be used?

MS. CRAWFORD:

The master plan will be based on workload. Considerations must be given to the NDF in the tasks they are required to perform and their available revenue. We are working in partnership to determine locations and size of camps.

CHAIR McCLAIN:

Is it a good idea to make extensive renovations at the Humboldt Conservation Camp before the master plan is complete?

MR. COX:

I have toured many of our camps. I concur with Mr. Glab that there are many water and sewage problems and a lack of overall maintenance at the camp facilities. Roofing and HVAC are major issues. Infrastructure problems occur, primarily a result of lack of maintenance upkeep on those style buildings. The Humboldt Conservation Camp needs new siding. I was at the Pioche Conservation Camp yesterday and they are experiencing similar issues. These

are basic maintenance needs similar to what an individual would perform on their home or business.

ASSEMBLYMAN HOGAN:

Is inmate labor used when making the more extensive and expensive renovations at the camps?

MS. CRAWFORD:

We use inmate labor wherever possible. Because of allocation shortfalls, our newest central office in Carson City was completed using inmate labor. It is a beautiful building and the completion was done at a cost savings. Inmates cannot be used if a licensed contractor is required. They may perform general labor under a licensed contractor, but HVAC or electrical codes prohibit inmate use without a licensed contractor present.

We used inmate labor at the SNCC project. The Jean facility was in disrepair and it has been brought up to code using inmate labor at considerable cost savings. The DOC has been creative in saving and making money. Nearly \$10 million was earned for the General Fund through contracts to house inmates from other states in Nevada facilities when enough beds were available.

Thirteen letters of support ([Exhibit E](#)) were submitted to Subcommittee members without testimony in support of various portions of the proposed DOC budget.

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CHAIR McCLAIN:
Seeing no further questions from the Subcommittee, I adjourn this meeting at 10:46 a.m.

RESPECTFULLY SUBMITTED:

Cindy Clampitt,
Committee Secretary

APPROVED BY:

Assemblywoman Kathy A. McClain, Chair

DATE: _____

Senator Dean A. Rhoads, Chair

DATE: _____