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We have completed an audit of the Department of Corrections - Inmate Programs, Grievances, and Access to Health Care. This audit was authorized by the Legislative Commission on December 7, 2006. The purpose of legislative audits is to improve state government by providing the Legislature, state officials, and Nevada citizens with independent and reliable information about the operations of state agencies, programs, activities, and functions. The results of our audit, including findings, conclusions, recommendations, and the Department's response, are presented in this report.

We wish to express our appreciation to the management and staff of the Department of Corrections for their assistance during the audit.

Respectfully presented,

A handwritten signature in black ink, appearing to read "Paul V. Townsend".

Paul V. Townsend, CPA
Legislative Auditor

September 3, 2008
Carson City, Nevada

STATE OF NEVADA
DEPARTMENT OF CORRECTIONS
INMATE PROGRAMS, GRIEVANCES, AND ACCESS TO HEALTH CARE

AUDIT REPORT

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EXECUTIVE SUMMARY

DEPARTMENT OF CORRECTIONS INMATE PROGRAMS, GRIEVANCES, AND ACCESS TO HEALTH CARE

Background

The Department of Corrections is responsible for the supervision, custody, treatment, care, security, and discipline of all offenders sentenced to imprisonment in the State. The Director supervises the administration of all Department institutions and facilities and must take proper measures to protect the health and safety of the public, staff, and offenders. The Director also establishes regulations and administers the Department under the direction of the Board of State Prison Commissioners. The Board is comprised of the Governor, Secretary of State, and Attorney General.

During fiscal year 2007 more than \$54 million was spent on correctional programs, adult education, and health care. Of this amount, about \$40 million was spent on health care, \$8 million on adult education, and \$6 million on correctional programs. Most correctional programs and health care services are provided by staff located at the institutions. Adult education is provided by school district staff.

The Department has provided a variety of cognitive behavioral, sex offender, drug treatment, and other programs for many years. These programs were consolidated with the creation of the Correctional Programs Division in July 2003. The Division has psychologists, mental health counselors, substance abuse counselors, and other staff that provide mental health care, program classes, substance abuse treatment, reentry, and other services for inmates. During fiscal year 2007, the Correctional Programs Division had 85 positions. The Division was reorganized effective July 1, 2007. Program staff were placed under the supervision of the wardens. Effective April 1, 2008, the Department again reorganized program functions. Program staff were placed under the supervision

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of a Psychologist IV, one located in northern Nevada and one located in the south.

Adult education classes, including academic and vocation training, are provided primarily by Nevada school districts. In 2003, the Legislature passed Senate Bill 317 requiring the Department of Education, after consulting with the Department of Corrections, to establish a statewide program of education for incarcerated persons and assist the school districts in operating these programs. The school districts offer a range of education opportunities including adult basic education (ABE) for inmates who test below the 8th grade level, English as a second language (ESL), general education development (GED) preparation, and the adult high school program. Most vocational classes are taught as elective classes within the high school curriculum. Education and vocational programs are provided by about 88 positions including 68 teaching positions statewide.

The Department has established a grievance process to provide an administrative means for a prompt resolution of inmate problems and concerns. Inmates may file grievances in a variety of areas such as classification (custody level), health care, property, housing, staff behavior, and visitation. Procedures provide for a three tier grievance process including an informal, first level, and second level. If an inmate disagrees with the Department's response, the inmate may appeal the decision to the next level. Each level includes specific time frames for the Department to respond and the inmate to appeal decisions. The Department's decisions on second level grievances are final.

The Department is required to provide health care to its inmates. Services mainly include medical treatment provided by nurses and physicians, mental health through psychologists and psychiatrists, and dental treatment by dentists. To provide services, the Department has health care staff at each of its institutions throughout the State. The Department also has a Regional Medical Facility which is similar to a hospital. Health care for inmates at the Department's camps and other facilities is provided by staff

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at the institutions. If services cannot be provided by in-house staff, inmates are sent to outside providers. During fiscal year 2007, 300 positions were assigned to inmate health care.

Purpose

The purpose of this audit was to evaluate the effectiveness and availability of the Department's correctional programs, and to determine if the State offers education and vocational programs that provide inmates with employment opportunities. We also assessed the Department's inmate grievance process, determined the feasibility of creating a citizens advisory committee to monitor grievances, and evaluated inmate access to health care. Our audit focused on these programs and functions from July 2006 through December 2007, and through April 2008 for certain issues.

Results in Brief

The Nevada Department of Corrections can more effectively manage its correctional programs. The Department offers a variety of cognitive behavioral and educational program classes, similar to those provided in other states. These programs address anger management, behavioral changes, substance abuse, life skills, and other issues. Although the Department uses a variety of assessments to identify inmate needs, these assessments are not always used to prioritize which inmates are placed in program classes. Moreover, the Department has not developed processes to determine the effectiveness of its programs. Therefore, it is unclear which programs are best at preparing inmates to successfully reenter society.

Although Nevada provides inmates with educational opportunities similar to those found in other states, more

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emphasis is needed on vocational programs. The Department, working with the Department of Education, should evaluate vocational programs to determine if these programs provide inmates with employment opportunities. The two departments should also work together to ensure the curriculum for vocational classes is consistent statewide.

The Department has developed an inmate grievance process which is similar to other states. However, better oversight is needed to ensure grievances are addressed within established timeframes, files contain required signatures, and department responses are adequately documented. We identified two states with a grievance oversight committee. Although these committees have different powers and duties, both states reported their committee had a positive impact on the grievance process.

The Department has established a system to ensure all inmates have access to health care. This includes methods to request health care, handle medical emergencies, and treat inmates with chronic illnesses and special needs. These methods are comparable to states surveyed and national standards. However, improvements can be made in some areas. These include ensuring vital equipment is available and in working order, co-payment information is adequately communicated, requests for health care are reviewed timely, and emergency response times are adequately documented.

Principal Findings

- The Department lacks a consistent process for prioritizing which inmates are placed in program classes. Therefore, the institutions use different methods to determine which inmates to place in program classes. Administrative Regulation 801.02 indicates inmates should be placed in classes based on their criminogenic (criminal behavior) needs identified from assessments. However, staff do not

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always follow these requirements when placing inmates in classes. (page 21)

- The Department has not performed periodic assessments of its programs. NRS 209.389(1) requires the Board of Prison Commissioners to establish by regulation programs of general education, vocational education and training, and other rehabilitation for offenders. NRS 209.389(3) requires that regulations must provide for an assessment of these programs at least every 3 years by qualified persons, professional groups or trade associations. However, assessments of correctional programs, substance abuse, and reentry programs have not been performed. (page 23)
- The Department has not tracked the impact program classes have on recidivism and other behavioral factors such as disciplinary actions. Tracking recidivism, disciplinary actions, and other factors provides another method to help evaluate program effectiveness. For example, comparing the recidivism rates for inmates completing program classes to inmates not completing classes would provide an additional method to assess program effectiveness. (page 23)
- The Department has not established written goals and performance measures for all programs as required by regulation. Administrative Regulation 801.02(4) states “core programs will have identified performance indicators by which to determine the efficiency of the program in meeting its stated goals.” However, goals and performance measures have not been developed for program classes and the reentry program. (page 24)
- Recent organizational and reporting changes may make it difficult for the Department to ensure program consistency and oversight. On July 1, 2007, the Correctional Programs Division was reorganized and the Program’s deputy director position was converted

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to Deputy Director of Operations for northern Nevada. Program staff were placed under the supervision of the wardens at each institution. On April 1, 2008, additional organizational changes were made. Program staff were placed under the supervision of the Psychologist IVs, one located in northern Nevada and one in the south. Although the April 2008 changes should improve reporting and oversight, no one employee has been assigned the responsibility and authority to ensure mental health care and programs are carried out consistently and appropriately department-wide. Therefore, direction, oversight, and program consistency are more difficult to achieve. The Department could address these issues by placing one position in charge of program activities statewide. (page 28)

- Written policies and procedures and other written instructions were not prepared to guide program staff. Administrative Regulation 801.06 requires the Department and each institution to develop written procedures governing programs. However, department-wide written policies and procedures for programs were not prepared. Management indicated it is the Department's policy to address specific programs through institutional procedures. We found only two of nine institutions have developed institutional procedures governing programs. (page 31)
- Nevada offers more program classes than other states. Information provided by surveyed states revealed these states typically offer less than 10 different classes. Nevada currently offers 35 different classes. Several Nevada classes address similar topics and others are only taught at a few facilities. Department staff commented Nevada has too many classes on the same topic and the number could be reduced. (page 35)
- Required assessments of vocational programs have not been performed. NRS 209.389(3) requires an

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assessment of vocational education programs by qualified individuals or organizations at least every 3 years. Additionally, Administrative Regulation 850.02(1)(2) requires vocational programs provide inmates with training and skills to obtain employment after release, and to the extent possible reflect community employment needs. Since required assessments have not been performed, it is unclear if current vocational classes provide inmates with the best opportunities for employment. (page 47)

- The curriculum for some vocational classes is not consistent statewide. Carson City and Clark County school districts offer automotive, computer, and culinary programs. These programs typically include two or three classes in a series to complete the program. However, the curriculum and topics covered in these classes are different between the districts. Therefore, completed work may not be transferable to another district if the inmate is moved. (page 48)
- Information reported on the number of high school diplomas, GED certificates awarded, and education costs was inaccurate. The reported number of diplomas and GED certificates awarded during the 2006–2007 school year was understated by 21% for diplomas and 15% for GED certificates. These numbers were understated because education providers at rural camps included the number of inmates receiving diplomas and GED certificates with regular (non-inmate) adult education numbers. Additionally, complete information on education costs was not readily available. (page 50)
- The Department did not always respond to grievances within required timeframes. Procedures provide for a three tier grievance process which includes an informal, first level, and second level. Administrative Regulation 740.02 requires the Department respond to grievances at each level with 25 calendar days or 75 days total for all three levels.

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We reviewed a sample of grievances filed during fiscal year 2007 and found 33% of informal grievances, 40% of first level, and 80% of second level grievances were not completed timely. However, our review of grievance time frames in five other states found these state generally allow more time to respond to grievances than Nevada. The Department should evaluate current time frames for addressing grievances and make adjustments as needed. (page 55)

- We identified two states, Missouri and North Carolina, with a grievance oversight committee. Both states reported their committee had a positive impact on the grievance process. Based on our discussion with officials in Missouri and North Carolina, and review of the oversight committees in these two states, it is feasible to create a citizens advisory committee to oversee grievances in Nevada. However, several factors including responsibilities, costs, and benefits should be considered. (page 58)
- Inmates at the Florence McClure Women's Correctional Center (FMWCC) and Southern Nevada Correctional Center (SNCC) did not receive on-site dental treatment for more than 6 months because these institutions were without a dental chair. FMWCC went without a dental chair from October 2006 until April 2007, and SNCC from September 2006 until April 2007. The lack of adequate equipment caused delays in dental treatment and created unnecessary security risks when inmates were transported to other facilities for treatment. (page 68)

Recommendations

This report contains 31 recommendations to improve inmate programs, the grievance process, and access to

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health care. Sixteen recommendations address improving correctional programs including: prioritizing class placements, measuring program effectiveness, strengthening program oversight, and better managing program classes and class materials. Eight recommendations address education including: improving vocational education programs, and strengthening planning and reporting of education activities. We also made three recommendations to ensure inmate grievances are responded to timely and adequately documented. Finally, four recommendations address improvements to inmate access to health care. (page 92)

Agency Response

The Department, in response to our audit report, accepted the 31 recommendations. (page 88)

Introduction

Background

The Department of Corrections is responsible for the supervision, custody, treatment, care, security, and discipline of all offenders sentenced to imprisonment in the State. The Director supervises the administration of all department institutions and facilities and must take proper measures to protect the health and safety of the public, staff, and offenders. The Director also establishes regulations and administers the Department under the direction of the Board of State Prison Commissioners.

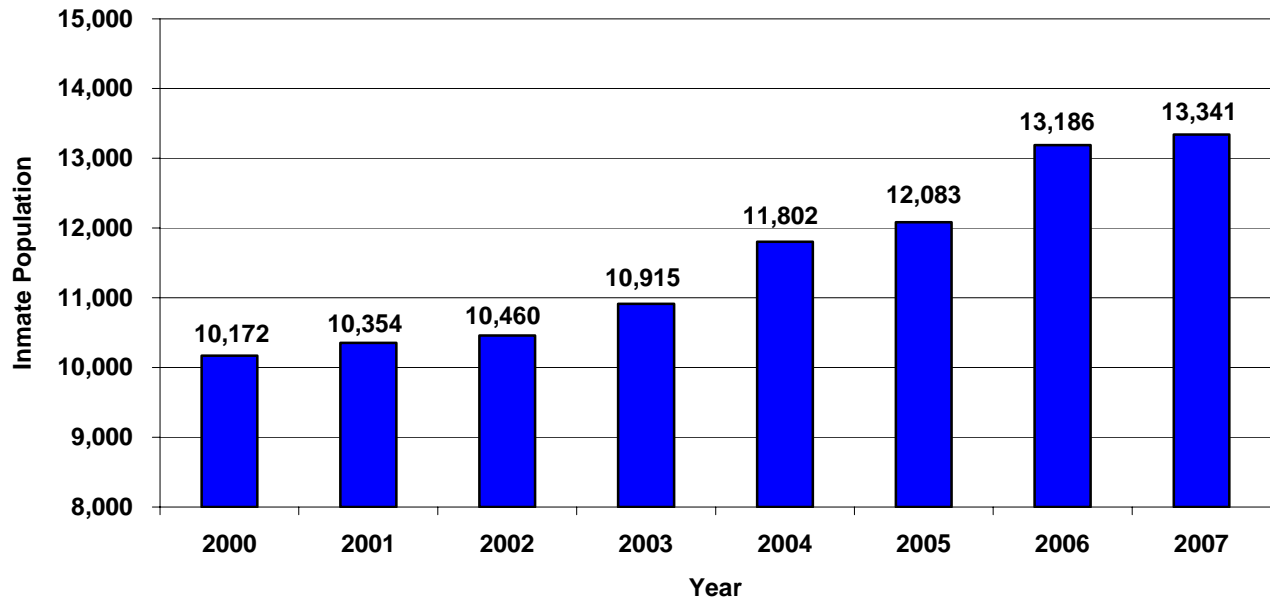
Authority over operations of the prison system is granted to the Board by the Nevada Constitution. The Board is comprised of the Governor, Secretary of State, and Attorney General. In 2001, legislation passed to change the agency's name from the Department of Prisons to the Department of Corrections. The Department's mission is to protect the public by confining convicted felons according to the law, while keeping staff and inmates safe.

In fiscal year 2008, offenders were housed at 21 facilities throughout the State: 9 institutions (prisons and correctional centers), 10 conservation camps, 1 restitution center, and 1 transitional center. See Appendix B for a listing of department facilities. Due to budget cuts, one institution, the Southern Nevada Correctional Center at Jean closed at the end of fiscal year 2008. The Department is divided into six main functional areas: Operations North, Operations South, Medical, Industrial Programs, Personnel Services, and Support Services.

Inmate Population

The Department has experienced periods with slow and moderate growth in inmate population over the past several years. Exhibit 1 shows inmate population from 2000 to 2007.

**Inmate Population
2000 to 2007**



Source: Department records.
Note: Numbers reflect population on December 31.

As shown in Exhibit 1, inmate population increased slowly from 2000 to 2003, followed by moderate growth from 10,915 inmates in 2003 to 13,186 inmates in 2006, an increase of 21%. Inmate population slowed again from 2006 to 2007 increasing to 13,341, or about 1%.

Exhibit 2 shows the inmate population by facility on December 31, 2007. Of the 13,341 inmates shown, 12,245 were male and 1,096 female.

**Inmate Population by Facility
December 31, 2007**

Institutions	Population
Ely State Prison (ESP)	1,085
Florence McClure Women's Correctional Center (FMWCC)	641
High Desert State Prison (HDSP)	2,407
Lovelock Correctional Center (LCC)	1,665
Nevada State Prison (NSP)	964
Northern Nevada Correctional Center (NNCC)	1,302
Southern Desert Correctional Center (SDCC)	1,704
Southern Nevada Correctional Center (SNCC)	601
Warm Springs Correctional Center (WSCC)	554
Institutions Total	10,923
Conservation Camps	
Carlin Conservation Camp (CCC)	137
Ely Conservation Camp (ECC)	135
Humboldt Conservation Camp (HCC)	136
Indian Springs Conservation Camp (ISCC)	279
Jean Conservation Camp (JCC)	185
Pioche Conservation Camp (PCC)	222
Silver Springs Conservation Camp (SSCC)	108
Stewart Conservation Camp (SCC)	277
Tonopah Conservation Camp (TCC)	132
Wells Conservation Camp (WCC)	117
Conservation Camps Total	1,728
Other Facilities⁽¹⁾	690
Total Population	13,341

Source: Department records.

⁽¹⁾ Includes offenders housed out-of-state, in restitution and transitional centers, residential confinement, county jails, and hospitals.

Expenditures for Programs, Adult Education, and Health Care

During fiscal year 2007 more than \$54 million was spent on correctional programs, adult education, and health care. Of this amount, more than \$40 million was spent on health care. Most correctional programs and health care services are provided by staff located in the institutions. Adult education is provided by school district staff. Additionally, education and some correctional program classes are provided at the conservation camps. Exhibit 3 shows expenditures for correctional programs, adult education, and health care for fiscal years 2004 to 2007, and budgeted amounts for 2008.

Exhibit 3

Expenditures for Correctional Programs, Adult Education, and Health Care Fiscal Years 2004 to 2008

	<u>Expenditures</u>				<u>Budgeted</u>	<u>Percent Increase</u>
	<u>FY 2004</u>	<u>FY 2005</u>	<u>FY 2006</u>	<u>FY 2007</u>	<u>FY 2008 *</u>	
<u>Correctional Programs</u>	<u>\$ 4,735,000</u>	<u>\$ 5,602,000</u>	<u>\$ 6,087,000</u>	<u>\$ 6,147,000</u>	<u>\$ 6,720,000</u>	<u>42%</u>
<u>Adult Education</u>	<u>5,002,000</u>	<u>5,423,000</u>	<u>5,475,000</u>	<u>7,750,000</u>	<u>7,432,000</u>	<u>49%</u>
<u>Medical (Health Care)</u>	<u>27,367,000</u>	<u>32,470,000</u>	<u>35,932,000</u>	<u>40,294,000</u>	<u>43,587,000</u>	<u>59%</u>
<u>Totals</u>	<u>\$37,104,000</u>	<u>\$43,495,000</u>	<u>\$47,494,000</u>	<u>\$54,191,000</u>	<u>\$57,739,000</u>	<u>56%</u>

Source: State's financial records and approved budgets.

* Budgeted, includes recommended budget cuts for correctional programs and health care as of January 2008.

Expenditures for correctional programs, adult education, and health care has increased significantly from fiscal year 2004 to 2008. Spending on programs increased by 42%, adult education 49%, and health care 59% during this time.

On average, it costs more than \$20,700 to house an inmate in Department facilities. Exhibit 4 shows the estimated cost per inmate by category for fiscal year 2008.

Exhibit 4

Estimated Cost per Inmate by Category Fiscal Year 2008

<u>Facility</u>	<u>\$14,965</u>
<u>Health Care</u>	<u>3,252</u>
<u>Administration</u>	<u>1,440</u>
<u>Education</u>	<u>554</u>
<u>Correctional Programs</u>	<u>542</u>
<u>Total</u>	<u>\$20,753</u>

Source: Legislative approved budget, and Corrections and Department of Education records.

As shown in Exhibit 4, the estimated costs for programs and education average more than \$500 per inmate. The estimated cost per inmate for health care exceeds \$3,200.

Recommended Budget Cuts

Responding to the Governor's request to cut budgets by 4.5%, the Department proposed cuts in correctional programs and health care. The Medical Division budget was cut by 3.4% or \$1,636,723 in fiscal year 2009, by closing the Southern Nevada

Correctional Center at Jean. The Correctional Programs budget was cut by 8.9% or \$645,818 in fiscal year 2008 and 12.8% or \$983,314 in fiscal year 2009. Correctional Programs budget cuts were made primarily by not filling vacant positions.

Correctional Programs

The Department has provided a variety of cognitive behavioral, sex offender, drug treatment, and other programs for many years. These programs were consolidated with the creation of the Correctional Programs Division in July 2003. The Division was created in part to take an integrated approach to treatment including: case management; specialized treatment such as substance abuse and sex offender programs; counseling; skill-building in the areas of pro-social motivation and behavior; spiritual development; and education and vocational training. Mental health care responsibilities were handled by both the Correctional Programs and Medical Divisions. The Correctional Programs Division generally provided services to inmates in the general population. The Medical Division primarily serves inmates with severe mental health problems restricted to mental health facilities or housing units.

The Correctional Programs Division has psychologists, mental health counselors, substance abuse counselors, and other staff located in the institutions and some camps that provide services for inmates. Division staff are each assigned responsibility over one or more housing units to provide counseling, crisis intervention, periodic evaluations, and program classes. Staff also monitor inmates taking psychotropic medications and refers them to medical staff for re-evaluations when necessary. Two Psychologist IVs supervise the northern and southern regions of the State and are responsible for mental health services provided in their region. In addition, most institutions have either a Psychologist IV or Psychologist III who is the on-site supervisor for mental health staff.

During fiscal year 2007, the Correctional Programs Division had 85 positions involved in providing mental health care, program classes, substance abuse treatment, reentry, and other services to inmates. In addition, several psychologists assigned to the Medical Division also provided mental health care and program classes to inmates at ESP, FMWCC, and NSP.

Substance Abuse Programs

The Department offers a variety of programs and classes to assist inmates with alcohol and drug dependencies. The Department operates four substance abuse programs in a therapeutic community that last 6 to 12 months. Inmates in therapeutic communities are housed separate from the rest of the population. The therapeutic community setting is used as the impetus to alter an inmate's thinking and behavior. The Department operates the following four therapeutic community programs:

- The Offenders Acting in Solidarity to Insure Sobriety (OASIS) program opened in March 2002 at SDCC. The program can accommodate 214 inmates (240 beginning in February 2008).
- The Addiction Recovery and Commitment to Healing (ARCH) opened in October 2004 at FMWCC. The program can accommodate 70 inmates (120 beginning in February 2008).
- An OASIS program opened at NNCC in January 2007, and can accommodate 171 inmates.
- A New Change Helping Offenders Recover (ANCHOR) for youthful offenders opened at SNCC in July 2007. The program can accommodate 50 inmates.

In addition, the Department contracts with a vendor to run a DUI treatment program for men at the Indian Springs Conservation Camp. The program is 5 weeks in length and focuses on addressing the attitudes and behaviors specific to DUI offenders. The primary goal is for program participants to learn skills to help them remain out of prison and free of crime and drugs. See Appendix D for a listing and description of substances abuse programs.

Reentry Program

In 2003, the Department developed a reentry program called Going Home Prepared. Working with state and local partners, the Department assists inmates with planning for release and accessing services in the Las Vegas area. Staff also developed a comprehensive street readiness program that teaches inmates job seeking, time and money management, and other life skills.

In late 2007, the Department received a federal Prisoner Reentry Initiative grant. The 2 year grant will fund three new reentry positions in northern Nevada. It will also provide funding for the Department to hire vendors to assist inmates after their release with employment and various community services.

Programs Division Reorganized

The Correctional Programs Division was reorganized effective July 1, 2007. Program staff including mental health, substance abuse, and reentry were placed under the supervision of the wardens. Supervising Psychologist IVs, the Substance Abuse Program Director, and Adult Education/Volunteer Coordinator were placed under the supervision of either the Deputy Director of Operations North or Deputy Director of Operations South. The reentry program was placed under the Deputy Director for Industrial Programs.

Effective April 1, 2008, the Department again reorganized program functions. Program staff including psychologists, mental health counselors, social workers, and others located at the institutions were placed back under the supervision of the Psychologist IVs. The Department's substance abuse staff and psychologists located in the Medical Division were also placed under the supervision of the Psychologist IVs. The Psychologist IVs still report to the Deputy Director of Operations North and South.

Education and Vocational Programs

Adult education classes, including academic and vocational training, are provided primarily by Nevada school districts. In 1983, the Legislature appropriated money for Carson City and Clark County school districts to operate adult high school programs in prisons within those districts. White Pine and Pershing County school districts were added when ESP opened in 1989 and LCC opened in 1995. Also in 1995, Department staff began offering literacy and English as a second language (ESL) programs.

Statewide Program

In 2003, the Legislature passed Senate Bill 317 requiring the Department of Education, after consulting with the Department of Corrections, to establish a statewide program of education for incarcerated persons and assist the school districts in operating these programs. The school districts offer a range of education opportunities including adult basic education (ABE) for inmates who test below the 8th grade level, ESL, general education development (GED) preparation, vocational

training, and the adult high school program.¹ Upon completion of 20½ credits and passing the proficiency exam required by the State Board of Education, inmates are issued an Adult High School Diploma. GED certificates are issued upon successful completion of the national exam.

Education is funded primarily by the Adult High School Diploma program of the State Distributive School Account. Currently, 35% of the Adult High School Diploma funding is designated for adult education at the correctional facilities located in Carson City, Clark, Pershing, and White Pine County school districts. During the 2006–2007 school year, 5,224 inmates were enrolled in classes, 243 received high school diplomas, and 460 received GED certificates. Further, education and vocational programs were provided by about 88 positions including 68 teaching positions statewide.

Most vocational classes are taught as elective classes within the high school curriculum. However, in some cases inmates with a diploma or GED certificate may take vocational classes to learn a job skill. During the 2006–2007 school year, 143 inmates completed vocational classes.

Finally, with the closure of SNCC, the Department intends to move most youthful offenders to HDSP. Clark County School District plans to move six portable units to HDSP for education classrooms and offices. Most vocational classes will be housed in the HDSP Prison Industry Building.

Higher Education

Higher education classes are currently offered by Western Nevada College and the College of Southern Nevada. Inmates can take approved correspondence or college courses if they have the funds to pay their own costs. A federal Youthful Offender Grant from the U.S. Department of Education provides scholarships that pay college tuition and fees for inmates under age 26 who are leaving prison within 5 years. Eligible students may take up to three college classes per year and must maintain a C grade average or better. Through the grant, inmates under age 26 may continue college courses upon their release from prison. During the 2006–2007

¹ ABE, ESL, and GED education programs at some conservation camps are provided by Great Basin and Western Nevada Colleges.

school year, 627 inmates were enrolled in college classes, 20 received associate degrees, and 11 received 1 year college certificates.

Inmate Grievances

The Department has established a grievance process to provide an administrative means for a prompt resolution of inmate problems and concerns. Inmates may file grievances in a variety of areas such as classification (custody level), health care, property, housing, staff behavior, and visitation.

Procedures provide for a three tier grievance process including an informal, first level, and second level. If an inmate disagrees with the Department's response, the inmate may appeal the decision to the next level. Each level includes specific time frames for the Department to respond and the inmate to appeal decisions. The Department's decision on second level grievances is final.

The Department reported 19,188 informal, 5,047 first level, and 2,954 second level grievances were filed during 2007. Most grievances were decided in the Department's favor. About 61% of informal, 75% of first level, and 73% of second level grievances were denied. About 12% of informal, 7% of first level, and 3% of second level grievances were decided in the inmate's favor. The remaining grievances include those not accepted, not grievable, forwarded to other staff, or withdrawn by the inmate.

Access to Health Care

The Department is required to provide health care to its inmates. Services mainly include medical treatment provided by nurses and physicians, mental health through psychologists and psychiatrists, and dental treatment by dentists. If services cannot be provided by in-house staff, inmates are sent to outside providers.

During fiscal year 2007, the Department spent about \$40 million on health care for inmates. Of this amount, about \$25 million was spent on personnel costs for 300 positions.

To provide in-house services, the Department has health care staff at each of its institutions throughout the State. The Department also has a Regional Medical Facility which is similar to a hospital. The Regional Medical Facility is located at

NNCC and also includes a mental health unit. Health care for inmates at the Department's camps and other facilities are provided by staff at the institutions.

Scope and Objectives

This audit was authorized by the Legislative Commission on December 7, 2006, and was made pursuant to the provisions of NRS 218.737 to 218.893. The Legislative Commission authorized this audit based on a request from the Commission's Subcommittee to Study Sentencing and Pardons, and Parole and Probation (ACR 17–2005 Legislative Session). The Legislative Auditor conducts audits as part of the Legislature's oversight responsibility for public programs. The purpose of legislative audits is to improve state government by providing the Legislature, state officials, and Nevada citizens with independent and reliable information about the operations of state agencies, programs, activities, and functions.

This audit focused on activities of the Department of Corrections from July 1, 2006 to December 31, 2007, and through April 2008 for certain issues. Our audit objectives were to:

- Evaluate the effectiveness and availability of the Department's correctional programs.
- Determine if the State offers education and vocational programs that provide inmates with opportunities for employment.
- Assess the grievance process and determine the feasibility of creating a citizens advisory committee to monitor inmate grievances.
- Evaluate inmate access to health care.

Findings and Recommendations

Correctional Programs Need Improvement

The Nevada Department of Corrections can more effectively manage its correctional programs. The Department offers a variety of cognitive behavioral and educational program classes, similar to those provided in other states. These programs address anger management, behavioral changes, substance abuse, life skills, and other issues. Although the Department uses a variety of assessments to identify inmate needs, these assessments are not always used to prioritize which inmates are placed in program classes. Moreover, the Department has not developed processes to determine the effectiveness of its programs. Therefore, it is unclear which programs are best at preparing inmates to successfully reenter society. In addition, recent organizational changes may weaken the Department's ability to provide consistent and effective programs. Finally, the Department could better manage its programs by consolidating the number of classes available to inmates and ensuring class materials are based on best practices.

Identifying and Prioritizing Class Placements Can Be Improved

The Department has developed methods for identifying programs that inmates need. This includes performing various assessments addressing behavioral, educational, substance abuse, criminal history, and other issues. However, these assessments are not always used to place inmates in program classes. Therefore, inmates may not receive the most beneficial services before release from prison.

Assessing and Identifying Inmate Needs During Intake

All new inmates sentenced to prison receive a variety of assessments, evaluations, and interviews shortly after arrival. The Department refers to this process as "Intake" and it includes identifying medical, dental, mental health, behavioral, educational, and other needs. Intake occurs at three institutions: NNCC for male inmates in northern Nevada, HDSP in the south, and FMWCC for female inmates. The Intake process takes about 3 weeks and upon conclusion inmates are assigned to an institution, conservation camp, or other facility.

During Intake inmates are given the Level of Service Inventory – Revised (LSI–R) assessment. The LSI–R is a widely used risk and needs assessment tool which can aid in initial classification (custody level), assist in determining treatment and program needs, and identify those inmates likely to reoffend. Like Nevada, five of the eight states we surveyed use the LSI–R. The other three states use assessment tools developed internally.

During Intake staff also perform initial mental health assessments, interview inmates, make psychiatric referrals, or request additional mental health evaluations. In addition, inmates are given a variety of educational tests to assess reading, math, and other skills.

From the information gathered during the Intake process staff prepare an Individual Correctional Plan. The Individual Correctional Plan identifies inmate needs including: education, vocational training, life skills, mental health, and sex offender and substance abuse treatment. The Correctional Plan also identifies needed behavioral classes such as anger management, commitment to change, and domestic violence. The inmate signs the Correctional Plan agreeing to pursue the services needed while incarcerated.

Class Placements Are Not Always Prioritized

The Department lacks a consistent process for prioritizing which inmates are placed in program classes. Therefore, the institutions use different methods to determine which inmates to place in classes. In addition, issues identified in the Individual Correctional Plan are not always considered when deciding which inmates to place in program classes.

Administrative Regulation 801.02 indicated inmates should be placed in classes based on their criminogenic (criminal behavior) needs identified from intake assessments. These needs should be documented in the Correctional Plan, which the inmate should follow when requesting program classes. Revisions to Administrative Regulation 801.02, effective February 8, 2008, indicate “criminogenic needs should be established for all inmates which staff should use in directing inmate program needs.” However, staff do not always follow these requirements when placing inmates in classes.

The institutions use different methods to prioritize and select which inmates are placed in program classes. Two institutions (FMWCC, NSP) place all inmates desiring to take a class in at least one class regardless of need. Three institutions (HDSP, LCC, SDCC) generally place inmates based on first come first served, including those on waiting lists. However, in some cases staff may review inmate records to determine parole dates and issues such as anger, violence, and substance abuse. Finally, three institutions (NNCC, SNCC, WSCC) prioritize placements based on assessments of inmate needs.² When prioritizing placements these institutions review the inmate's history including various assessments, reports, and the Individual Correctional Plan. In some cases staff interview inmates to determine if the inmate is prepared to learn and apply class concepts.

A majority of states surveyed prioritize class placements based on assessments. Five of eight states indicated inmates are selected for program classes based on assessments identifying inmate needs such as anger, violence, and substance abuse. Two states make placements based on a combination of assessments and inmate interest, and one state relied solely on inmate requests.

Management indicated the institutions also use classes to help provide security because it occupies inmates' time. Although program classes, along with education, training, and other activities provide some additional security by keeping inmates occupied, the primary purpose for classes is to help rehabilitate and prepare inmates to successfully reenter society. Additionally, existing resources including staffing and space can only accommodate a certain number of inmates in classes. To help ensure inmates receive needed services before release, it would be more effective to make class placements based on a priority system that includes, in part, an inmate's criminogenic needs and potential release date.

Correctional Programs' Effectiveness Not Measured

The Department has not developed useful methods and processes to determine program effectiveness. Specifically, the Department has not conducted periodic assessments, tracked recidivism, or developed goals and performance measures for

² For security purposes, inmates at ESP are not allowed to attend classes. These inmates are provided with class materials to work on in their cells.

programs. Additionally, most program classes lack pre and post tests or other methods to evaluate the impact classes have on inmate behavior. Furthermore, monthly information reported on program activities was not reliable. As a result, complete and accurate information is not available for measuring the extent correctional program classes, substance abuse treatment, reentry, and other programs benefit inmates and help reduce recidivism.

Required Assessments of Programs Not Done

The Department has not performed periodic assessments of its programs. NRS 209.389(1) requires the Board of Prison Commissioners to establish by regulation programs of general education, vocational education and training, and other rehabilitation for offenders. NRS 209.389(3) requires that regulations must provide for an assessment of these programs at least every 3 years by qualified persons, professional groups or trade associations. However, assessments of correctional programs, substance abuse, and reentry programs have not been performed.

Periodic assessments would provide the Department with the opportunity to determine if existing programs meet goals, objectives, and desired outcomes. In addition, it would provide Corrections officials with the opportunity to consider new programs, approaches or techniques.

Management indicated most programs were designed after the creation of the Correctional Programs Division (July 2003) and have not been implemented long enough to evaluate outcomes. However, through discussions with staff and review of department documents we found several program classes, including some developed by Corrections staff, were taught prior to July 2003. Additionally, two of the Department's substance abuse programs opened more than 3 years ago (OASIS in 2002, ARCH in 2004).

Recidivism and Other Factors Not Tracked

The Department has not tracked the impact program classes have on recidivism and other behavioral factors such as disciplinary actions. Tracking recidivism, disciplinary actions, and other behavioral factors could provide another method to help evaluate program effectiveness. For example, comparing the recidivism rates for inmates completing program classes to inmates not completing

classes would provide an additional method to assess program effectiveness. In addition, if inmates apply concepts learned in anger management and other behavioral classes, the number of incidents requiring disciplinary action should decline.

Studies conducted by other states and research organizations concluded that general and cognitive behavioral programs, sexual offender treatment, and therapeutic substance abuse treatment programs can reduce recidivism. A recent national study suggests these programs may reduce recidivism between 7% and 15%. The State may achieve similar results from its correctional programs, potentially saving millions of dollars.

The Department tracks some recidivism information for its substance abuse programs. NRS 209.4244 requires annual reports on the Department's therapeutic programs (OASIS, ARCH) to the Legislature identifying:

- **The number of offenders who are currently participating in therapeutic communities and programs of aftercare;**
- **The number of offenders who have participated in therapeutic communities and programs of aftercare and the number of those offenders who subsequently have been arrested for other offenses; and**
- **The number of offenders who have successfully completed treatment in therapeutic communities and programs of aftercare and the number of those offenders who subsequently have been arrested for other offenses.**

Information required above is tracked and reported to the Legislature annually except for recidivism data on inmates not completing therapeutic programs and aftercare. Collecting complete information on substance abuse and similar information on inmates completing program classes and reentry would provide the Department with an additional method to assess program effectiveness.

Programs Lack Goals and Performance Measures

The Department has not established written goals and performance measures for all programs as required by regulation. Administrative Regulation 801.02(4) states "Core programs have identified performance indicators by which to determine the efficiency of the program in meeting its stated goals." However, goals and

performance measures have not been developed for program classes and the reentry program.

The Department did prepare for the Correctional Programs budget three indicators that measure the percent of inmates tested in several areas. These include:

- **Percent of inmates for whom the LSI–R inmate assessment instrument is used to identify programming and treatment needs.**
- **Percent of inmates evaluated using correctional program (education) assessment.**
- **Percent of inmates tested for mandatory substance abuse treatment.**

Although these indicators provide information on some correctional program activities, they do not measure the effectiveness or impact programs had on inmate behavior. Additionally, the performance indicators do not address program classes.

Most states we surveyed have goals and performance measures for their correctional programs. Five states indicated most programs have goals and performance measures and three stated all programs have goals and performance measures. Additionally, the Department's therapeutic substance abuse programs (OASIS, ARCH) have goals and performance measures.

At the beginning of our audit, management indicated the Programs Division planned to develop goals and performance indicators for its programs. However, since the Programs Division was reorganized in July 2007, it is unclear who is responsible for developing goals and performance indicators, and monitoring and reporting results for correctional programs. The Deputy Director for Industrial Programs, who was given responsibility for the reentry program, indicated he plans to develop goals and performance measures for reentry.

Most Classes Lack Pre and Post Tests

The Department has not developed objective instruments, such as pre and post tests, for most program classes to determine what an inmate learned. Administrative Regulation 801.02(4) requires all approved programs have an objective instrument in place to evaluate an inmate's targeted behaviors. Further, instruments should be administered at the beginning and the end of program classes.

Few program classes in Nevada have instruments to evaluate what inmates learned from classes when compared to surveyed states. In Nevada, 7 of 35 classes had pre and post tests, and one additional class had a pre test only. Our survey of other states found a majority of states had pre and post tests or other instruments in place. Five of eight surveyed states indicated most or all classes have pre and post tests. The remaining three states indicated some classes have tests.

Program staff indicated that pre and post tests do not solely indicate the effectiveness of programs. Inmates can memorize and retain information long enough to complete post tests, and may not retain or use the concepts taught in classes to address behaviors. Other staff indicated that inmates would need to be followed for several months or years and observed in certain circumstances to determine if class techniques were put into practice. Although pre and posts tests may not solely determine program effectiveness, tests can be a useful tool along with goals, performance measures, and periodic assessments to evaluate programs.

Monthly Report Information on Program Activities Is Unreliable

The Department uses a monthly reporting process where each institution reports program activity to the central office. However, the information provided by the institutions was not always reliable. The Department lacks written instructions to assist staff with preparing monthly reports to help ensure information provided is reliable.

At the beginning of our audit, the institutions provided the Correctional Programs Division with monthly reports on program activity. These reports provided information on counseling, various assessments and evaluations, and program classes. However, reports contained several weaknesses including not clearly identifying the number of program classes offered and the number of inmates attending.

In July 2007 a new monthly report was developed that expanded the information desired. The new report included information on mental health and correctional programs, and it also required monthly activity on education, training, reentry, religious services, recreation, and prison industries. However, the new report contained several weaknesses. First, written instructions were not issued to help

ensure information reported was complete and consistent. Second, a standard report format was not always used resulting in some institutions not reporting all required information. Third, the number of classes taught was not always clearly identified. Some institutions reported the number of unique (anger management, parenting) classes available. Other institutions reported the total number of times classes were taught during the month. Fourth, the number of inmates involved in classes was not consistently reported. Some institutions reported the number of inmates enrolled, others reported total attendance for the month, and some reported a range from the fewest number of inmates attending monthly classes to the highest number. Fifth, some program classes (anger management, commitment to change) were incorrectly listed as training, optional, or as substance abuse classes. Sixth, reports contained clerical errors, which resulted in inaccurate information reported.

Reentry Activities Not Reported

Complete information on monthly reentry activities is not reported. Through the Department's monthly report process, most institutions reported the number of inmates attending reentry classes and halfway house placements. However, reentry class numbers were not consistently reported. Some reports included a range from the fewest to the highest number of inmates attending during the month. Other reports indicated either a specific number or average number of inmates attending.

In addition, other key information on reentry activities is not reported. The Department set a priority to obtain a birth certificate and social security card for all inmates before release from prison. Inmates need these documents to obtain employment, apply for a driver's license, open a bank account, and access other services. However, the Department's monthly reporting process does not require information on the number of birth certificates and social security cards obtained. Therefore, management may not be aware of progress made at addressing this issue. We found reentry staff at some institutions tracked birth certificate and social security card information, which in some cases was provided to the wardens.

We also found some reentry staff tracked other useful information such as employment, mental health, substance abuse, and other referrals for community services. Staff also addressed outstanding criminal warrants and attempted to resolve

these before the inmate is released. Otherwise an inmate could possibly be rearrested on an outstanding warrant after release. This information was not included in monthly reports.

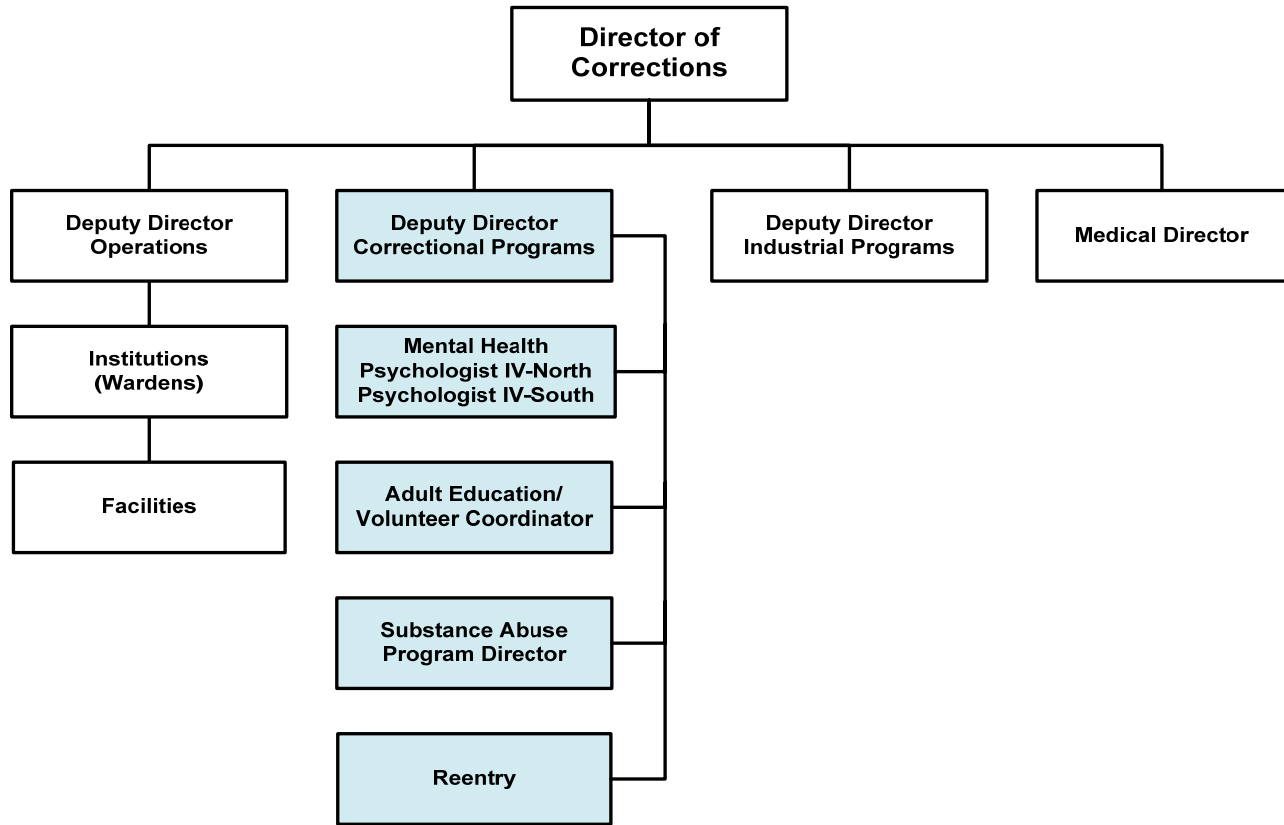
Organizational and Reporting Changes Make Program Oversight Difficult

Recent organizational and reporting changes may make it difficult for the Department to ensure program consistency and oversight. On July 1, 2007, the Correctional Programs Division was reorganized and the Program's deputy director position was converted to the Deputy Director of Operations for northern Nevada. Program staff were placed under the supervision of the wardens at each institution. On April 1, 2008, additional organizational changes were made. Program staff were placed under the supervision of the Psychologist IVs, one located in northern Nevada and one in the south. However, these changes were made without clearly defining which staff would ensure program consistency and provide oversight statewide.

Prior Organizational Structure

Prior to July 2007, all Correctional Programs Division staff reported to the Deputy Director for Correctional Programs. This included staff providing mental health, correctional program classes, substance abuse treatment, and reentry. It also included education monitoring and oversight performed by the Department's Adult Education/Volunteer Coordinator. Exhibit 5 shows the reporting structure for Correctional Programs prior to July 1, 2007.

**Reporting Structure for Correctional Programs
Prior to July 2007**



Source: Department records.
Program functions shaded.

Note: Medical Division psychologists at ESP, FMWCC, and NSP also provide counseling and some program classes.

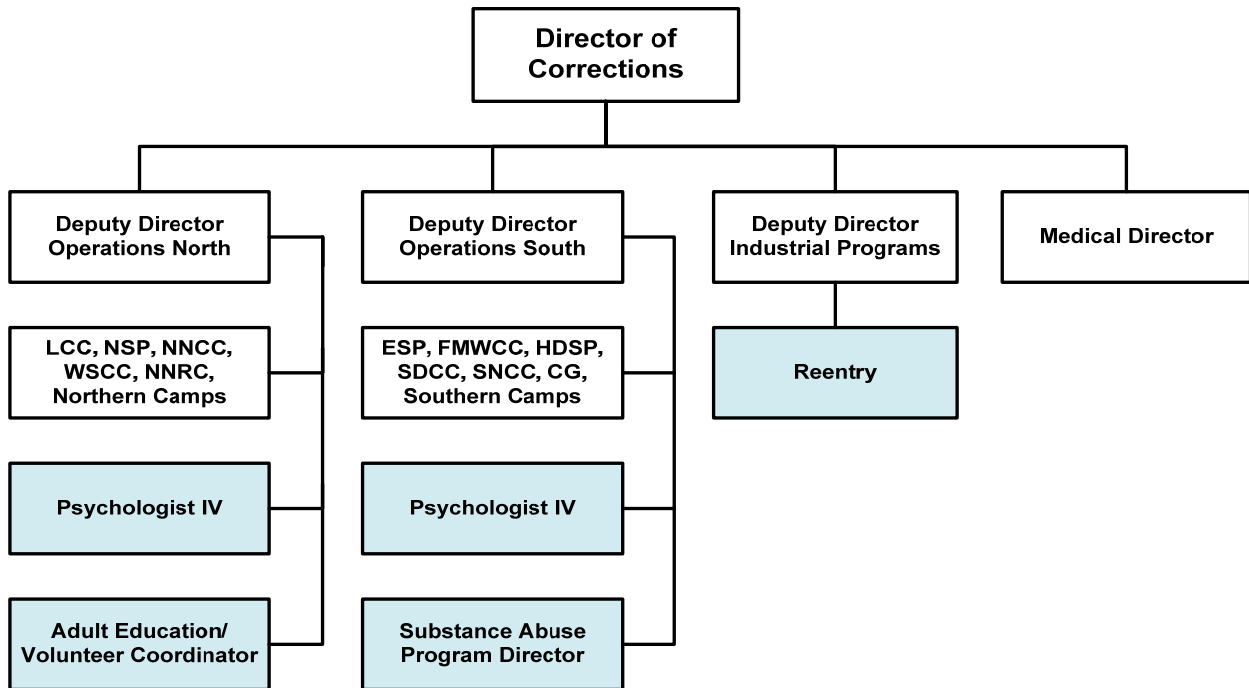
As shown in Exhibit 5, the reporting structure prior to July 2007 provided a clear chain of command for program duties and responsibilities. A Psychologist IV in northern and one in southern Nevada supervised staff providing mental health and program classes at the institutions and camps. The Adult Education/Volunteer Coordinator monitored education programs and acted as the Department’s liaison to the Department of Education and the school districts. A Substance Abuse Program Director oversaw all substance programs and staff located throughout the State. A Reentry Coordinator supervised the Department’s reentry program. The Deputy Director of Correctional Programs was responsible for oversight, direction, and program consistency statewide.

July 2007 Reporting Structure

Effective July 1, 2007, the Programs Division was reorganized. All program staff were placed under the supervision of the wardens at each institution. According to management, this change was intended to reflect programs as an integral part of operations that enhances security and the management of inmates. This change was also intended to make the wardens more accountable for activities within their institutions, and resolve internal conflicts between institution and program staff. The Psychologists IVs, Substance Abuse Program Director, and Adult Education/Volunteer Coordinator reported to either the Deputy Director of Operations North or South. The reentry program was placed under the Deputy Director for Industrial Programs. Exhibit 6 shows the July 2007 reporting structure for correctional programs.

Exhibit 6

**Reporting Structure for Correctional Programs
Effective July 2007**



Source: Department records.
Program functions shaded.

Note: Medical Division psychologists at ESP, FMWCC, and NSP also provide counseling and some program classes.

The July 2007 reporting structure for correctional programs included three deputy directors, the wardens located at nine institutions, and program supervisors (psychologists, substance abuse program supervisors). As a result, correctional

programs lacked a clear chain of command for providing direction, ensuring consistency, and resolving problems that existed under the organizational structure prior to July 2007. In addition, the Psychologist IVs responsibilities under the new reporting structure were not clearly defined or communicated in writing. Although Administrative Regulations and Work Performance Standards require Psychologist IVs to supervise program staff and help ensure the quality of mental health care, program staff were placed under the supervision of the wardens.

April 2008 Reporting Structure

Effective April 1, 2008, the Department made additional changes to the reporting structure for programs. All program staff including psychologists, mental health counselors, social workers, substance abuse counselors, and others were placed back under the Psychologist IVs' supervision. In addition, all psychologists located in the Medical Division were placed under the Psychologist IVs.³ Management indicated this change was made to enhance the quality, efficiency, and effective delivery of mental health services to inmates. However, it is unclear if the issues that lead to placing program staff under the wardens in July 2007 were resolved. These issues included: making programs an integral part of operations, making wardens more accountable for activities within their institutions, and resolving conflicts between institution and program staff. Although the April 2008 changes clarified some reporting responsibilities, several problems still exist including a lack of written policies and procedures for programs, and no one employee in charge of programs statewide.

Policies and Procedures for Programs Not Developed

Written policies and procedures and other written instructions were not prepared to guide program staff. Administrative Regulation 801.06 requires the Department and each institution to develop written procedures governing programs. However, department-wide written policies and procedures governing programs were not prepared. Management indicated it is the Department's policy to address specific programs through institutional procedures. We found only two of nine institutions have developed institutional procedures governing programs.

³ This includes 4 psychologists at NNCC and 3 at HDSP located in the mental health facilities. It also includes 4 psychologists at ESP, 2 at FMWCC, and 1 at NSP that provide counseling and program classes.

Department-wide policies and procedures for mental health, program classes, substance abuse, and reentry are needed to ensure program consistency. Written procedures could help address several problems discussed in this report such as inconsistent methods for selecting inmates for program classes, the failure to perform required assessments, and the lack of goals and performance measures. However, since the Correctional Programs Division was reorganized, it is unclear who is responsible for preparing department-wide policies and procedures.

Designating a Position to Oversee Program Activities Statewide Can Improve Reporting and Oversight Issues

Although the April 2008 changes should improve reporting and oversight, no one employee has been assigned the responsibility and authority to ensure mental health care and programs are carried out consistently and appropriately department-wide. Therefore, direction, oversight, and program consistency are more difficult to achieve. The Department could address these issues by placing one position in charge of program activities statewide. Several other department functions, including health care, have staff located within the institutions that report to a manager located in the central office. A similar position could benefit correctional programs. A position overseeing programs could help ensure:

- Department-wide policies and procedures for program classes, mental health, and substance abuse programs are in place and followed at all institutions and camps.
- Periodic assessments and other evaluations of program classes and substance abuse programs are performed.
- Goals and performance measures are in place and outcomes are reported at least annually.
- Pre and post tests or other instruments are in place to measure inmate knowledge gained from program classes.
- Consistent methods for selecting and prioritizing class placements are used at all institutions and camps. These methods are based on specific criteria such as inmate needs and release date.
- Program classes and materials are evidence based and only approved class materials are used.
- Lists of approved program classes are accurate, complete, and made available to program staff and wardens at each institution.

- A manual containing approved materials for each program class is maintained in the central location and available to staff.
- Appropriate mental health care is provided.
- Management is alerted to problems and issues affecting mental health care, program classes, and substance abuse treatment in a timely manner.

Nevada Offers Programs Available in Other States

Nevada offers program classes similar to those provided in states we surveyed. Classes include topics such as anger management, changing behavior, domestic violence, and treatment for sex offenders. However, Nevada offers more classes on the same topics than other states. In addition, the Department's listings of approved classes were not always complete and class materials were not readily available. Furthermore, in some cases staff were using different materials for the same class and it was unclear if these materials were approved or evidence based.⁴

Comparison of Classes Offered in Nevada With Other States

We identified 12 program classes taught in Nevada that would also be available to other states. These classes are based on materials developed by subject matter experts such as psychologists and physicians. Materials for these classes are available from publishing companies, the Federal Government, national correctional associations, and other sources. We surveyed other states to determine if these 12 or similar classes were offered. Exhibit 7 compares Nevada with the eight states responding to our survey and identifies which of the 12 classes were taught in these states.

⁴ Evidence based or "best practice" are those program classes that have proven to work at rehabilitating inmates and reducing recidivism.

Exhibit 7

Comparison of Correctional Program Classes by State

Class	Nevada	Iowa	Kansas	New Mexico	New York	Ohio	Oklahoma	Oregon	Washington	Totals
1 Anger Management	X	X		X	X	X	X		X	7
2 Cage Your Rage	X	X		X	X	X	X			6
3 Commitment to Change	X			X		X	X			4
4 Domestic Violence	X	X		X	X	X	X			6
5 Unbearable Stress	X									1
6 Moral Recognition Therapy	X			X			X		X	4
7 Peaceful Solution	X									1
8 Project Metamorphosis	X									1
9 Seeking Safety	X									1
10 Sex Offender Treatment	X	X	X		X	X			X	6
11 STEPPS	X									1
12 Thinking for a Change	X	X	X	X	X	X	X	X	X	9
Total Classes by State	12	5	2	6	5	6	6	1	4	

Source: Survey responses from other states and Department records.

Exhibit 7 shows that some classes such as Anger Management, Thinking for a Change, and Domestic Violence are taught in most states. It also shows some Nevada classes such as Unbearable Stress and Peaceful Solution were not taught in surveyed states.

We also asked surveyed states to indicate the level of success or impact their classes had on inmates. These states were asked to identify the level of success on a scale from 1 (very high success) to 5 (little or no success). Exhibit 8 compares program classes taught in other states with Nevada and identifies the reported level of success for each class. The exhibit shows classes taught in seven states and Nevada, where a level of success score was provided.

Program Classes Level of Success

Levels of success: 1 = very high, 2 = high, 3 = moderate, 4 = some, 5 = little or no

Class	Nevada	Iowa	Kansas	New Mexico	New York	Oklahoma	Oregon	Washington
Anger Management	2	3		5	1	3		3
Cage Your Rage	2	3		1	3	3		
Commitment to Change	2			1		2		
Domestic Violence	2	3		1	2	3		
Thinking for a Change	2	3	1	1	2	2	2	5

Source: Survey responses from other states and department staff.

Exhibit 8 shows other states generally rated program success from moderate to very high. Two states each had one program rated as having little or no success. Nevada staff generally ranked program success higher than other states.

We also requested surveyed states provide information on other program classes that were successful. These classes were in addition to the 12 identified in Exhibit 7. Two states provided additional information on other successful program classes. For example, Oregon uses a vendor to provide a program called Pathfinders, which addresses communication, problem solving, anger, stress, and other issues. Oregon reported Pathfinders is taught in conjunction with Thinking for a Change, and together inmates completing these programs experienced a 20% reduction in recidivism. The Department should periodically review and identify successful programs found in other states, and determine if establishing these or similar programs in Nevada could benefit inmates.

Nevada May Offer Too Many Program Classes

Nevada offers more classes than other states. Information provided by surveyed states revealed these states typically offer less than 10 different classes. Nevada currently offers 35 different classes. Several classes address similar topics and others are only taught at a few facilities. Exhibit 9 shows the 35 approved program classes and the institutions where each class was available during October 2007. See Appendix C for a description of each class.

Exhibit 9

**Availability of Correctional Program Classes by Institution
Approved for Meritorious Credits
October 2007**

Correctional Programs	NSP	NNCC	WSCC	LCC	ESP	SDCC	HDSP	FMWCC	SNCC	Totals
1 ABCs of Parenting (Clark County)								X	X	2
2 Aggression Replacement Therapy										0
3 Anger Management	X	X	X	X	X	X	X	X	X	9
4 Cage Your Rage		X				X		X		3
5 Commitment to Change I,II,III	X	X	X	X	X	X	X	X	X	9
6 Communications						X				1
7 Conflict Resolution		X	X			X				3
8 Domestic Violence	X	X				X				3
9 Domestic Violence - Women								X		1
10 Emotions Mangement	X	X	X	X		X		X	X	7
11 Fitness and Wellness						X				1
12 Gang Aftercare										0
13 Gang Awareness									X	1
14 Health Related Recovery		X								1
15 Inside Out Dads						X				1
16 Maternal Health - Child Care								X		1
17 Metamorphosis Lifeskills		X				X				2
18 Moral Reconation Therapy						X				1
19 New Beginnings- Reentry	X	X	X			X	X	X	X	7
20 Parenting	X	X				X			X	4
21 Parenting (Children's Cabinet)			X							1
22 Peaceful Solution						X				1
23 Relationship Skills			X	X		X				3
24 Seeking Safety I,II								X	X	2
25 Senior Structured Living		X								1
26 STEPPS								X	X	2
27 Sex Offender Program I,II,III,IV	X	X		X		X	X			5
28 Stress and Anxiety Management						X			X	2
29 Structured Living-Basic				X						1
30 Structured Living-Residential				X						1
31 Surviving Sexual Assault								X		1
32 Thinking for a Change				X		X		X	X	4
33 Unbearable Stress				X		X		X		3
34 Victim Awareness/Empathy		X				X		X	X	4
35 Women's Health								X		1
Totals	7	13	7	9	2	20	4	15	12	

Source: Department staff and records.

Note: Some conservation camps also offer classes. The Jean camp offers: Anger Management, Commitment to Change, Emotions Management, and Victim Awareness. The Ely, Pioche, and Wells camps offer: Anger Management and Commitment to Change.

Exhibit 9 shows some classes such as Anger Management and Commitment to Change are taught at all institutions, and Emotions Management is taught at most institutions. We also found that some approved classes such as Aggression

Replacement Therapy was not taught, and several other classes were taught at one or two institutions.

The Department offers a variety of classes on the same or similar topics. For example, staff provides several anger or violence related classes including: Anger Management, Cage Your Rage, Conflict Resolution, and Domestic Violence. Some of these programs such as Anger Management and Cage Your Rage are very similar. The Department also offers other programs such as Commitment to Change and Thinking for a Change which are similar.

In addition, the Department offers several different parenting classes. Parenting classes are taught by Clark County Family Services, the Children's Cabinet (nonprofit located in Reno), and department staff. We also found staff in southern Nevada use different materials for parenting classes than in the north. Therefore, at least four different sets of materials are used for parenting classes.

Department staff commented Nevada has too many classes on the same topic and the number could be reduced. Staff also indicated the Department lacks sufficient funding to purchase needed materials. Management plans to have staff group approved classes into various topics (anger, parenting), and then look at reducing the number of classes.

Finally, the Department should rely more on Clark County, the Children's Cabinet, and other organizations to teach classes when possible. We found other states successfully use vendors to provide several programs. Using community and other organizations to teach some classes could make department staff available for other duties.

Information on Class Lists and Materials Incomplete

The Department does not always ensure lists of approved program classes are complete, a standard curriculum is followed, and course materials are readily available. The Department periodically issues lists of approved classes for meritorious credits.⁵ However, these lists were not always accurate. Lists contained classes no longer taught, not approved, and those being developed by staff. For example,

⁵ Inmates can receive sentence reducing meritorious credits by completing approved program classes. Most classes provide 15 credits or days off an inmate's sentence.

approved lists included a class called Aggression Replacement Therapy. Program staff were not aware of the class, or the materials and concepts covered. In addition, we found class lists were not consistent. A listing of approved classes dated September 12, 2007, used in southern Nevada included a class, Inside Out Dads, which was not approved. In addition, other lists included classes under development that were later eliminated.

Administrative Regulation 801.02(2)(5) indicates all program classes should follow a standardized curricula and have a program manual. Department staff in some cases use different course materials for the same class, and these materials may not have been approved for use. For example, the Department has an approved class on parenting; however, staff were using different course materials for this class. Staff in southern Nevada institutions were using a book on parenting and staff in Carson City were using a series of videos addressing parenting, parenting from prison, and childhood development. It is unclear if these materials were approved for use. In addition, staff at NNCC and WSCC use materials from a program called One World for the Department's approved Conflict Resolution class. However, One World is not an approved class.

Program manuals and class materials were not readily available. The Department could not provide copies of program materials for all approved classes. Therefore, we obtained class materials from a variety of sources including information in the central office, staff at the institutions, Internet sites, and vendors. Maintaining a manual and class materials for all approved program classes in a central location would provide a resource for staff and help ensure that only approved class materials were used.

Effectively controlling the approval of program classes and materials is critical to maintaining program integrity and consistency. Prior to the creation of the Correctional Programs Division, in July 2003, the Department had about 130 program classes. Division staff worked to reduce the number of classes and ensure approved programs were evidence based, and taught by qualified individuals. At the beginning of our audit the number of approved classes had been reduced to 31. Although some classes were eliminated during our audit, the number of approved classes increased to

35. The Department needs to take steps to reduce the number of class offered on the same topic and ensure approved classes are evidence based.

Classes Available by Gender

In addressing concerns that female inmates do not have the same access and availability to program classes as males, we found females generally have greater access and a wider array of class availability than males. In addition to offering females programs taught at most institutions, such as Anger Management and Commitment to Change, FMWCC also provides inmates with several gender specific classes including Domestic Violence, Surviving Sexual Assault, and Women's Health. Female inmates also have more opportunities for substance abuse treatment. As of February 2008, the Department had 120 substance abuse treatment beds for females representing about 12% of the female population. In comparison male inmates had 461 treatment beds or about 4% of the male population.

FMWCC staff also offers several non-merit credit classes (not among the 35 approved classes) including: Criminal and Addictive Thinking, Drug and Alcohol Education, Parenting from Prison, and Relapse Prevention (drugs and alcohol). Although not approved for merit credits, these classes may be beneficial to inmates. In addition, several community and other organizations provide various self-help classes to inmates. Male institutions do not generally offer the number of non-merit credit and self-help classes offered by FMWCC.

Furthermore, both female conservation camps have assigned program staff, male camps do not. A full-time Mental Health Counselor I position is assigned to the Jean Conservation Camp. Psychologists also visit the Silver Springs Conservation Camp 1 to 2 days a week and teach program classes. The eight male conservation camps do not have assigned program staff.

Recommendations

1. Establish a department-wide written priority system for placing inmates in program classes.
2. Develop policies and procedures for conducting required assessments of correctional programs (program classes, substance abuse, and reentry) every 3 years.

3. Develop policies and procedures to evaluate the impact programs have on inmate behavior such as disciplinary actions and recidivism annually.
4. Develop written goals and performance measures for correctional program classes and the reentry program.
5. Develop objective instruments, such as pre and post tests, to evaluate inmates' targeted behaviors for program classes.
6. Develop written instructions, including a standard report format, for preparing monthly reports to ensure information provided on program classes and other activities is reliable.
7. Include key information on reentry activities, such as applications for birth certificates and social security cards, in monthly reports.
8. Develop department-wide policies and procedures governing program classes, substance abuse programs, and reentry.
9. Require the institutions to develop operational procedures governing program classes, substance abuse programs, and reentry.
10. Define in writing and distribute to all wardens and program staff the oversight duties and reporting responsibilities for the Psychologists IVs.
11. Designate one position with department-wide responsibility and oversight of correctional programs including outpatient mental health, program classes, and substance abuse programs.
12. Periodically identify and review successful correctional programs in other states and determine if establishing these or similar programs in Nevada could benefit inmates.
13. Reduce the number of approved correctional program classes by consolidating the number of classes offered on the same topic.

14. Increase the use of county social services, non-profits, and other organizations to teach classes when feasible.
15. Ensure that a complete, up-to-date, and accurate listing of all approved program classes is maintained and distributed to all facilities.
16. Ensure complete program materials for all approved correctional program classes are maintained in a central location and readily available to staff.

Education Programs Can Be Strengthened

Although Nevada provides inmates with educational opportunities similar to those found in other states, more emphasis is needed on vocational programs. The Department, working with the Department of Education, should evaluate vocational programs to determine if these programs provide inmates with employment opportunities. The two departments should also work together to ensure the curriculum for vocational classes is consistent statewide. In addition, goals and performance measures should be developed for education programs. Finally, efforts should be made to ensure information reported on the number of inmate students, graduates, and costs is complete.

Overview of Education Programs

Both adult education and higher education programs are offered in correctional facilities. Adult education including high school diploma and general education development (GED) certificates are available at all institutions and conservation camps. Vocational education classes are also available at most institutions. Nevada school districts primarily provide these programs. Higher education classes are available at most institutions through Nevada universities and colleges.

Adult Education Programs

Nevada school districts and the Department of Corrections have provided various education and vocation training programs to inmates for many years. In 2003, the Legislature required a statewide program be established. Senate Bill 317, required the Department of Education, after consulting with the Department of Corrections, to

establish a statewide program and assist the school districts in operating education programs for inmates. The statewide program may include courses for:

- **a high school diploma;**
- **adult basic education (ABE);**
- **English as a second language (ESL);**
- **general education development;**
- **life skills;**
- **career and technical education; and**
- **postsecondary education.**

Legislation also required procedures to ensure education credits are transferable among the school districts.

A statewide curriculum guide for correctional education was completed in June 2004, which adopted the core curriculum required for a high school diploma in Nevada. Inmates must complete 13 core classes, 20½ total credits, and Nevada proficiency tests to receive a high school diploma. In addition, GED certificates are available upon passing all five sections of the national exam.⁶

Inmate education is provided primarily by Carson City, Clark, Pershing, and White Pine County school districts. These four school districts provide education in all nine institutions and four conservation camps. Education in the six remaining camps is handled by school districts and Nevada colleges. Exhibit 10 shows education providers and the correctional facilities served.

⁶ The five sections on the GED exam include: reading, writing, math, science, and social studies.

Correctional Education Providers

School District/College	Institution/Conservation Camp
Carson City School District	Nevada State Prison (NSP) Northern Nevada Correctional Center (NNCC) Warm Springs Correctional Center (WSCC) Stewart Conservation Camp (SCC)
Clark County School District	Florence McClure Women's Correctional Center (FMWCC) High Desert State Prison (HDSP) Southern Desert Correctional Center (SDCC) Southern Nevada Correctional Center (SNCC) Indian Springs Conservation Camp (ISCC) Jean Conservation Camp (JCC)
Pershing County School District	Lovelock Correctional Center (LCC)
White Pine County School District	Ely State Prison (ESP) Ely Conservation Camp (ECC)
Elko County School District Great Basin College *	Carlin Conservation Camp (CCC) Wells Conservation Camp (WCC)
Humboldt County School District	Humboldt Conservation Camp (HCC)
Lincoln County School District	Pioche Conservation Camp (PCC)
Lyon County School District Western Nevada College **	Silver Springs Conservation Camp (SSCC)
Nye County School District	Tonopah Conservation Camp (TCC)

Source: School districts and colleges.

* Provides GED, ABE, and ESL at CCC and WCC.

** Provides GED at SSCC.

Correctional Education Funding

Adult Education in Nevada correctional facilities is part of the Adult High School Diploma Program, which is funded by the State Distributive School Account. The Department of Education allocates funding for adult education between correctional facilities and adult high school programs for the general public. In fiscal year 2007, about \$7,880,000 was spent on adult education within correctional facilities.

The funding allocation for correctional facilities has increased in recent years. Carson City, Clark, Pershing, and White Pine County school districts received about 30% of adult high school funding for correctional education. When SNCC reopened as a youthful offender facility in 2006, additional staffing and vocational education

programs were designated for this facility. Specifically, the Legislature designated \$1,948,000 to SNCC in fiscal year 2007 for staff, vocational equipment, and other start up costs. To maintain current funding at the other facilities, correctional education was increased to about 35% of adult high school funding. Expenditures by Carson City, Clark, Pershing, and White Pine County school districts totaled about \$7,750,000 in fiscal year 2007.

In addition, education officials estimated \$130,000 was spent on correctional education at the six conservation camps located in Elko, Humboldt, Lincoln, Lyon, and Nye counties. The school districts provide correctional education to the camps in these counties, and funding is provided from the regular Adult High School Diploma Program budget. Two colleges also provide some education programs using federal grant funds.

Waiting Lists

Beginning in the 2006–2007 school year some correctional education schools began to experience waiting lists, which continued into 2007–2008. During February 2008, education staff reported 773 inmates on waiting lists statewide. Because of the waiting lists, a priority system for placing inmates in classes has been developed. The priority focuses on younger inmates without a high school diploma or GED, within 5 years of probable release. The priority is:

1. **No high school diploma or GED, inmate under 26 years of age.**
2. **No high school diploma or GED, inmate 26 years of age or older.**
3. **Has GED, eligible for diploma, vocational, and college classes.**
4. **Has high school diploma or higher, eligible for vocational and college classes.**
5. **Has more than 5 years to probable release or immigration hold.**

Department staff anticipates implementing the priority system at all correctional facilities by the beginning of the 2008–2009 school year.

Vocational Programs

Vocational education and training programs within Nevada correctional facilities are provided primarily by the school districts. Most vocational classes can be used as an elective course towards a high school diploma. In addition, inmates with a diploma

or GED certificate may take vocational classes to learn a job skill. See Appendix E for further information on vocational programs.

During the 2006–2007 school year the districts offered 17 vocational programs at 8 institutions, with an enrollment of 480 in January 2008. The most popular programs include computer classes, automotive technology, drafting, and heating and air conditioning. During the 2006–2007 school year, 143 inmates completed vocational program classes. See Appendices F and G for information on vocational class enrollments and completions.

Higher Education

Higher education classes are currently offered by Western Nevada College and the College of Southern Nevada. Inmates can take approved correspondence or college courses if they have the funds to pay their own costs. A federal Youthful Offender Grant from the U.S. Department of Education provides scholarships that pay tuition and fees for inmates under age 26 who are leaving prison within 5 years. In fiscal year 2007, about \$98,000 in grant funds assisted 169 inmates.

Changes in Meritorious Credits

In 2007, the Legislature increased the amount of meritorious or good time credits inmates can receive for completing education programs, which can reduce time off the inmate's sentence. Assembly Bill 510 increased meritorious credits for earning a GED certificate from 30 to 60 days and a high school diploma from 60 to 90 days. Earning a community college certificate increased from 30 to 60 days and an associate's degree from 90 to 120 days.⁷ In addition, the number of merit credits for completing vocational education classes increased from 30 to 60 days.

Nevada Education Opportunities Compared With Other States

Nevada offers inmates more education opportunities than most states we surveyed. Inmates can pursue a high school diploma, GED, ESL classes, and ABE for students testing below an 8th grade level. Although surveyed states provide GED and ABE, ESL classes and high school diplomas are not available in all states. Additionally, Nevada inmates can receive both a GED certificate and high school

⁷ These changes apply to offenders sentenced to prison for a crime committed on or after July 17, 1997, with no serious infractions of Department regulations. Changes for the GED, high school diploma, and associate's degree are retroactive to July 1, 2000. In addition, the Director may authorize 90 days for each additional higher education degree earned.

diploma. Exhibit 11 shows education programs available to inmates in surveyed states compared with Nevada.

Exhibit 11

Education Programs Available by State

State	Diploma	GED	ESL	ABE
1 Colorado	X	X	X	X
2 Idaho	X	X	X	X
3 Illinois		X		X
4 Iowa	X	X	X	X
5 Kansas	X	X		X
6 Missouri		X	X	X
7 New Mexico		X	X	X
8 New York		X	X	X
9 Ohio	X	X		X
10 Oklahoma	X	X	X	X
11 Oregon		X	X	X
12 Utah	X	X	X	X
13 Washington		X	X	X
Survey Totals	7	13	10	13
Nevada	X	X	X	X

Source: Surveyed states and department records.

Exhibit 11 shows Nevada offers more education opportunities than most other states. For example, 7 states surveyed offer a high school diploma and 13 the GED. However, only Nevada and three surveyed states: Idaho, Oklahoma, and Utah allow inmates to obtain both a diploma and GED. Other states allow inmates to pursue either a GED certificate or high school diploma. Furthermore, most states consider the GED to be equal to a high school diploma and several issue a high school diploma upon the successful completion of the GED exam.

Nevada school districts offer both a diploma and GED certificates to inmates for two main reasons. First, by passing the GED exam, some required classes for a diploma can be waived. NAC 389.694 allows waiving up to 11 high school credits based on GED test scores and other restrictions. This allows an inmate to obtain a diploma in less time. During our review of student records, we noted several examples where inmates were able to obtain a high school diploma faster by waiving

high school credits through GED test scores. Second, in Nevada, the GED certificate is not considered equivalent to a high school diploma. Therefore, education personnel may encourage inmates with a GED to pursue a high school diploma.

Vocational Programs Can Be Improved

The Department can take several steps to improve its vocational programs provided to inmates. First, required assessments of vocational programs have not been performed. Assessments are needed to help determine if vocational programs provide inmates with employment opportunities. Second, the curriculum for some vocational classes is not consistent between school districts, which may impact an inmate's ability to transfer credits. Third, to improve job opportunities, industry recognized certifications should be offered for vocational classes when possible.

Assessments of Vocational Programs Not Performed

Required assessments of vocational programs have not been performed. NRS 209.389(3) requires an assessment of vocational education programs by qualified individuals or organizations at least every 3 years. Additionally, Administrative Regulation 850.02(1)(2) requires vocational programs provide inmates with training and skills to obtain employment after release, and to the extent possible reflect community employment needs. Since required assessments have not been performed, it is unclear if current vocational classes provide inmates with the best opportunities for employment.

Most vocational classes were not established based on assessments or evaluations of employment opportunities for inmates. Classes were often implemented based on instructor's expertise, funding, and space. For example, manual drafting classes were taught for many years at NNCC. When the instructor retired in 2007, drafting classes were discontinued. Since assessments were not performed, it is unclear if drafting classes provided inmates with realistic opportunities for employment. The types of vocational classes offered are also limited by funding needed to purchase equipment and materials, and space is not always available.

Although no formal assessments have been performed, some analysis has taken place when planning vocational programs. Clark County School District officials indicated they performed planning for vocational classes when SNCC reopened in

September 2007. Officials stated discussions took place with district Career Technical Education staff and others concerning vocational jobs needed in the community where trained inmates could reasonably expect to find employment. District staff was confident the vocational classes offered at SNCC would provide inmates with employment opportunities.

Additionally, information from surveys revealed Nevada provides classes similar to those offered in other states. Like Nevada, most states offer automotive, computer, construction, and horticulture and landscaping classes. However, surveyed states also offered vocational programs not always available in Nevada, including welding and woodworking. Clark County School District staff indicated welding would be a marketable skill for inmates. Additionally, training and certification in welding has been offered periodically at NNCC.

Vocational Programs Curriculum Not Consistent

The curriculum for some vocational classes is not consistent statewide. Carson City and Clark County school districts offer automotive, computer, and culinary programs. These programs typically include two or three classes in a series to complete the program. However, the curriculum and topics covered in these classes are different between the districts. Therefore, completed work may not be transferable to another district if the inmate is moved.

Both Carson City and Clark County school districts offer computer classes. Carson City School District teaches a two phase (Computers I, II) vocational program focusing on Microsoft Office, webpage design, and computer graphics. Inmates must complete the Computers I class to take Computers II. Clark County School District at HDSP and SDCC offers a computer program where students select 4 classes from a listing of 15 to complete its Computer Applications program. Although most of the 15 classes are similar to those offered in Carson City, some are different. In addition, since inmates select which classes to take, they may not select classes required in Carson City. Therefore, inmates transferring between school districts may not have the required prerequisite skills needed to take advanced classes.

NRS 388.575 (Senate Bill 317, 2003 Legislative Session) requires the Department of Education, after consulting with the Department of Corrections, to

establish a statewide program for education in correctional facilities. Although a statewide curriculum for academic programs was established in 2004, vocational classes were not addressed.

The Department, working with the Department of Education, should develop a statewide curriculum for vocational education. This would help ensure inmates receive consistent training for classes and facilitate transferring credits among the school districts.

Industry Certifications Could Help Inmates Obtain Employment

The Department should provide inmates with the opportunity to obtain industry recognized certifications when possible. Inmates completing certain vocational programs and successfully passing a test can receive an industry certificate. These certifications are nationally recognized and indicate to employers a job applicant has a demonstrated level of knowledge. Currently, 3 of the 17 vocational programs offer an industry certification. These include: Braille, Heating and Air Conditioning, and the ServSafe programs. Education personnel indicated seven other programs have the potential to offer certifications to inmates. In addition, four other classes can prepare inmates to take certification tests after release from prison. Most states surveyed offered inmates the opportunity to obtain industry certifications.

Planning and Reporting Activities Not Adequate

The Department can improve its planning and reporting activities for education. Planning can be improved by developing goals and performance measures for education programs. The Department should also establish department-wide policies and procedures at each institution for education programs. Reporting can be improved by obtaining complete information on education activities including the number of diplomas and GED certificates issued, ensuring required annual reports on education activities are prepared, and providing test results to education staff timely.

Goals and Performance Measures Are Needed

The Department has not developed written goals and performance measures for its education programs. Goals are needed to clearly indicate what the Department expects education programs to accomplish. Performance measures are needed to

determine if goals are met and assist with evaluating program effectiveness. All 13 surveyed states have goals and performance measures for education programs.

The Department of Education has developed performance indicators for Adult High School Programs. The school districts report results annually. Performance indicators include information on high school diplomas, GED certificates, and education credits earned. Although reports provide some useful information, reports are designed to provide information desired by Department of Education, not necessarily information specific to Corrections. In addition, annual reports do not address vocational education.

The Department of Corrections has established some requirements that could serve as goals. Administrative Regulation 850.01(2) indicates that unless excused by the Director, all inmates should obtain a high school diploma or GED. Requiring inmates to obtain a diploma or GED before release could be an education goal. Performance measures could be established to measure annually if the goal was achieved. Goals and performance measures should also be developed for vocational programs.

Policies and Procedures Are Not Complete

Administrative Regulation 850.04 requires the Programs Division and each institution and facility offering education and vocational training to develop operational procedures. Draft department-wide procedures were developed in August 2007, but were not finalized. Additionally, most institutions have not prepared operational procedures. Only one of nine institutions had written procedures for education activities.

To ensure education programs operate consistently, department-wide policies and procedures should be implemented. Each institution should also develop written procedures for education to provide further guidance for school district and institution staff. Procedures could address: criteria for attending classes, enrollment, hours of operation, the use of inmate tutors, security, and other guidance.

Information on Diplomas, GED Certificates, and Costs Not Complete

Information reported on the number of high school diplomas, GED certificates awarded, and education costs was inaccurate. The reported number of diplomas and

GED certificates awarded during 2006–2007 school year was understated by 21% for diplomas and 15% for GED certificates. These numbers were understated because education providers did not separately report the number of inmates receiving diplomas and GED certificates at rural camps from regular adult education numbers. Additionally, complete information on education costs was not readily available.

School districts provide the Department of Education with an annual report on adult program activities including the number of diplomas and GED certificates awarded. Four school districts (Carson City, Clark, Pershing, and White Pine) also prepare a separate annual report specifically addressing correctional education. The number of diplomas and GED certificates awarded in 2006–2007 school year reported by the four districts is included in Exhibit 12.

Exhibit 12

**Diplomas and GED Certificates Awarded to Inmates
by School District and Rural Camps
2006–2007 Academic School Year**

School District/Rural Camps	Adult High School Diplomas	General Education Development (GED) Certificates
Carson City School District	47	123
Clark County School District	78	229
Pershing County School District	25	7
White Pine County School District	42	34
Reported Totals	192	393
Rural Camps (Not Separately Reported)*	51	67
Actual Totals	243	460

Source: School districts and education providers.

* Rural conservation camps include: Carlin, Humboldt, Pioche, Silver Springs, Tonopah, and Wells.

Exhibit 12 shows Carson City, Clark, Pershing, and White Pine County school districts awarded a total of 192 diplomas and 393 GED certificates to inmates during the 2006–2007 school year.

The exhibit also shows 51 diplomas and 67 GED certificates were awarded to inmates at six rural conservation camps (Carlin, Humboldt, Pioche, Silver Springs, Tonopah, Wells) during the 2006–2007 school year. However, the five school districts (Elko, Humboldt, Lincoln, Lyon, and Nye) and two colleges (Western Nevada and

Great Basin Colleges) providing education classes to inmates at the six rural conservation camps included inmate diploma and GED certificate numbers with their regular (non-inmate) adult high school numbers.⁸ Therefore, as shown in Exhibit 12, the reported number of inmates receiving diplomas was understated by 51 (21%) and the number receiving GED certificates was understated by 67 (15%).

In addition, the school districts and colleges providing education to the rural camps do not separately identify correctional education from regular adult program costs. Based on discussions with school district and college staff, costs for correctional education during 2006–2007 totaled about \$130,000. To ensure complete information is readily available for correctional education, the school districts and colleges serving the six rural conservation camps should provide annual reports on correctional education in addition to their reports on regular adult education.

Required Annual Reports Not Prepared

Required annual reports on correctional education activities at the institutions have not been prepared. In January 1994, the Department director issued Information Bulletin 94–14 addressing education programs. The bulletin required the school district staff at each institution to annually: review educational and academic statistics, discuss activities with staff, seek input on educational programs from inmates, and submit a written report with recommendations to the warden. Department staff indicated reports were not prepared.

Reporting requirements were revised in September 2006. Administrative Regulation 850.03(2) was issued requiring the school districts to provide the Department of Corrections with annual reports, including, but not limited to:

- **prior year activities;**
- **review of outcomes; and**
- **changes that may need to be made.**

However, the Department did not ensure annual reports were provided by the school districts for the 2006–2007 school year.

⁸ Great Basin College provides preparatory classes for the GED exam at the Carlin and Wells camps, and Western Nevada College provides these classes at the Silver Springs camp.

Annual reports on education from the school districts would be beneficial. Reports could provide useful information on activities during the past year, progress at achieving goals, potential problems, and serve as a dialogue to make changes.

CASAS Test Results Not Readily Available

During Intake, Corrections staff give inmates the Comprehensive Adult Student Assessment System (CASAS) education test to determine reading and math levels. However, test results were not always provided to school teachers timely to assist with placing inmates in the appropriate education classes. As a result, the school districts retest inmates using CASAS.

Test results are needed to determine if an inmate's reading and math skills are below an 8th grade level. Those inmates at or above an 8th grade level can pursue a high school diploma or GED certificate. Inmates below an 8th grade must pursue ABE or ESL classes.

The Department has not established an effective process for distributing CASAS test results. CASAS results are sent by staff to the central office in Carson City. For inmates residing in correctional facilities in Carson City, test results are then sent to Carson City School District offices. However, school teachers at correctional facilities in Carson City indicated they do not receive test results. Corrections staff send test results to the principal at LCC upon request. Intake staff at HDSP send test results to the principal at HDSP. However, test results are not sent to ESP, SDCC, and SNCC. Therefore, education personnel at most institutions re-test inmates using CASAS.

The Department's new computer system, NOTIS, could provide school district personnel with CASAS test results. The Department plans to enter CASAS test results into NOTIS. Accessing CASAS results in NOTIS could provide school teachers with test results timely and eliminate duplicate testing.

Access to Education and Vocational Programs by Gender

Although female inmates have access to academic programs comparable with males, vocational opportunities are more limited. Legislators have heard concerns that female inmates do not have the same education opportunities as males. We found female inmates have comparable access to academic classes.

Classes to pursue a high school diploma or GED certificate are available at all institutions and camps. Additionally, one of the two female conservation camps has a full-time instructor. Only two of eight male camps have a full-time instructor.

However, female inmates have fewer vocational education opportunities. Two vocational classes, Business and Accounting, and Computer Applications, are taught at FMWCC. The three male institutions in southern Nevada each offer more vocational programs. Staff indicated fewer opportunities at FMWCC exist due to limited funding, space, and instructor expertise. Both the institution and school district staff are currently working to bring new vocational programs to FMWCC.

Recommendations

17. Conduct an assessment of vocational programs at least every 3 years to determine if programs provide inmates with the training and skills needed to obtain employment upon their release.
18. Work with the Department of Education to develop a statewide curriculum for vocational education.
19. Ensure vocational programs offer industry recognized certificates to the extent possible.
20. Develop goals and performance measures for correctional education programs.
21. Establish both department-wide policies and procedures, and institution procedures for education programs.
22. Work with education providers to ensure complete information on correctional education activities including the number of high school diplomas, GED certificates awarded, and costs are reported annually.
23. Ensure required annual reports on correctional education at each institution are provided to corrections officials.
24. Provide CASAS test results to school district personnel in a timely manner.

Inmate Grievance Process Can Be Improved

The Department has developed an inmate grievance process which is similar to other states. However, better oversight is needed to ensure grievances are addressed within established timeframes, files contain required signatures, and department responses are adequately documented. In addition, we identified two states with a grievance oversight committee. Although these committees have different powers and duties, both states reported their committee had a positive impact on the grievance process.

The Department has established a grievance process that provides a means to resolve inmate problems and concerns. Inmates may file written grievances in a variety of categories such as: classification (custody level), health care, property, housing, staff behavior, and visitation. Procedures allow for a three tier grievance process which includes an informal, first level, and second level. If an inmate disagrees with the Department's response, the inmate may appeal the decision to the next level. The Department's decisions on second level grievances are final. The Department has also developed standard forms for filing grievances. Forms provide space for the inmate to state the nature of the grievance and the Department's response. Inmates, institution grievance coordinators, and staff answering the grievance are required to sign and date the form.

Grievances Not Always Addressed Timely

The Department can improve its process for handling inmate grievances. The Department should evaluate current timeframes for responding to grievances and make adjustments as needed. In addition, the grievance process should be monitored to ensure staff respond to grievances timely. Furthermore, steps should be taken to ensure grievance forms include required signatures and dates.

Grievances Not Always Addressed Within Required Timeframes

The Department did not always respond to grievances within required timeframes. We reviewed a sample of grievances filed at the nine institutions during fiscal year 2007. In many cases, grievance responses were not completed or provided to inmates within established timeframes. Exhibit 13 shows the number of grievances reviewed at each level, and the number and percent not completed timely.

Grievances Not Completed Timely

Grievance Level	Grievances Reviewed	Responses Untimely (Greater Than 25 Days)	Percent Untimely
Informal Level	126	41	33%
First Level	48	19	40%
Second Level	25	20	80%

Source: Auditor review of grievance files.

Exhibit 13 shows grievances were not completed timely at each level including 80% at the second level. For most grievances not completed timely, the Department’s response was 1 to 2 weeks late.

Administrative Regulation 740.02 requires the Department respond to grievances at each level within 25 calendar days or 75 days total for all three levels. This includes the time from when the grievance is received and accepted by the grievance coordinator until it is completed and returned to the inmate. At the first and second levels, these timeframes include 5 days for inmates to appeal a previous decision and 20 days for the Department to respond.

Although the Department did not complete many grievances within required timeframes, its requirements may be too stringent, particularly for second level grievances. Informal and first level grievances are typically addressed by staff at the institution. Second level grievances are usually addressed by a deputy director, the Medical Director, or other managers located in Carson City or Las Vegas. Therefore, the process requires more time to send and return grievances. Additionally, since the inmate has 5 days to appeal, the Department has 20 calendar days to respond including time for materials to be sent to and from management located in Carson City and Las Vegas. Management indicated additional time may be needed to address second level grievances.

Other states allow more time to respond to grievances. We reviewed the timeframes allowed for responding to grievances in five states and found each provided more time than Nevada. Exhibit 14 shows the time allowed to respond to grievances in five states compared with Nevada.

Comparison of Days Allowed to Complete Grievances

	<i>Missouri</i>	<i>Oklahoma</i>	<i>Oregon</i>	<i>North Carolina</i>	<i>Texas</i>	Average Days Allowed	<i>Nevada</i>
First Level	40	10	45	18	40	31	25
Second Level	47	30	34	21	50	36	25
Third Level	107	35	34	51	0	45	25
Extension Time *	0	35	0	0	75	22	0
Total Days	194	110	113	90	165	134	75

Source: Department regulation and states identified above.

* State provides for extensions with written notification to inmate.

Note: Texas has two-level grievance system.

Exhibit 14 shows other states generally allow more time to respond to grievances than Nevada. On average, other states allow 31 days to respond to first level grievances, while Nevada allows 25 days. Other states allow significantly more time to respond to grievances appealed to the third or final level. The average time provided to respond to third level grievances in other states was 45 days, while Nevada is 25 days. The Department should evaluate current time frames for addressing grievances and make adjustments as needed.

In addition, with the implementation of the Department’s new computer system, NOTIS, staff are in the process of developing reports to monitor grievances. When developing reports, staff should ensure reports accurately reflect timeliness requirements established in regulation. The 25 day response time begins when the grievance coordinator signs and dates the grievance signifying the grievance is accepted and ends when the inmates signs and dates the Department’s response.

Grievances Not Adequately Documented

The Department can improve the documentation maintained in its grievance files. Each institution maintains a separate inmate file containing grievance forms submitted, department responses, and supporting documentation. In several cases reviewed, required signatures and dates were missing from grievance forms.

Grievance forms include signature and date lines for the grievance coordinator, staff responding to the grievance, and the inmate to complete. Signatures and dates

are needed to help ensure grievances are addressed timely and responses are provided to inmates. However, 27 of 150 (18%) grievances reviewed lacked required staff or inmate signatures and dates. Therefore, it is unclear if proper personnel responded to grievances or if inmates received a copy of the Department's written response.

Feasibility of Citizens Advisory Committee to Monitor Inmate Grievances

We identified two states, Missouri and North Carolina, with a grievance oversight committee. Missouri's committee is advisory and members make nonbinding recommendations to the Department of Corrections director. North Carolina's committee has paid staff that mediate between the inmate and the agency, and may prepare the Department's response to an inmate's final appeal. Both states reported their committee had a positive impact on the grievance process. Based on our discussion with officials in Missouri and North Carolina, and review of the oversight committees in these two states, it is feasible to create a citizen advisory committee to oversee grievances in Nevada. However, several factors including responsibilities, costs, and benefits should be considered.

Missouri's Grievance Process

Missouri operates a Citizens Advisory Committee with limited authority. The Committee's purpose is to review inmate grievances referred by the Department of Corrections and make recommendations. These include grievances that have exhausted all appeals. The Department director has final authority over grievance decisions and is not required to accept committee recommendations.

Missouri established a Citizens Advisory Committee to oversee inmate grievance through executive order in 2003. The Committee is comprised of 13 members, appointed by the Governor to a 3 year term, and may be reappointed. The Committee is responsible to the Governor. Members serve without compensation but may receive reimbursement for travel expenses.

Monthly, each committee member is provided with about 10 grievances where inmates have exhausted all appeals. These include grievances decided both in the Department's and the inmate's favor. Grievances assigned to committee members are selected by department staff. Committee members review grievances and

supporting materials and then determine whether they agree with the Department's decision. Members can make recommendations which are nonbinding on the Department. Whether or not to accept a committee member's recommendation rests with the Director. The Committee does not meet to discuss individual grievances. Each member reviews their assigned grievances and makes recommendations to the Director. However, the Committee tours one facility each month and discusses the grievance process with inmates and staff.

Missouri officials reported that 7,801 grievances reached the final appeal level in fiscal year 2007. Of these, 1,144 or about 15% were reviewed by the Citizens Advisory Committee. The Committee disagreed with the Department's decision in 14 of the 1,144 grievances reviewed.

Missouri estimated annual operating costs were about \$16,000 for the Committee. This includes staff time, committee travel and training, office supplies, and related costs.

Staff indicated the advantages of the Committee include the Department benefits from an outside organization reviewing its process and decisions, and inmates have assurance that complaints are reviewed by an independent committee. The disadvantages include costs and staff time.

North Carolina's Grievance Process

North Carolina has established an Inmate Grievance Resolution Board to address all grievances appealed to the final level. The Board is a separate agency created within the Department of Corrections in 1987. It consists of five members appointed by the Governor to a 4 year term. Three members must be attorneys and two must have knowledge and experience in corrections. The Board is required to meet quarterly, evaluate and take comments on the state's grievance procedures, and perform other duties assigned by the Governor. In addition, the Board appoints an executive director to manage operations and oversee staff.

The Board's primary responsibility is to assist with resolving third-level (final appeal) inmate grievances. Inmates not satisfied with earlier grievance responses may appeal to the Department of Corrections Secretary through the Grievance

Resolution Board.⁹ Board staff review the grievance and responses, and may conduct an investigation. Staff will attempt to resolve the grievance through mediation. If the grievance is not resolved, Board staff either rule in the inmate's favor or deny the appeal. Rulings in the inmate's favor are forwarded to the Department Secretary for approval. The Secretary will either accept or reject the Board's ruling. The Secretary's decision is final.

North Carolina officials reported Board staff reviewed 11,471 grievances during fiscal year 2007, agreeing with the Department's previous decision about 80% of the time. Annual costs for Board operations are about \$600,000. Costs primarily include salaries and associated costs for 10 staff, information technology, office supplies, and other costs. Board members serve without compensation; however, they receive per diem and travel expenses.

Advantages of the Inmate Grievance Resolution Board include an agency independent from Corrections reviewing grievances, mediation which could help prevent lawsuits, and ongoing monitoring of grievance procedures. The primary disadvantages include creating a new state agency and cost.

Citizens Advisory Committee Feasibility

Based on our discussion with officials in Missouri and North Carolina, and review of the oversight committees in these two states, it is feasible to create a citizen advisory committee to oversee grievances in Nevada. However, several factors including responsibilities, committee and staff costs, and potential benefits should be considered.

Missouri and North Carolina offer very different approaches to overseeing grievances. Missouri's process provides for an additional review of some grievances that have exhausted all appeals. However, in very few cases do committee members disagree with the Department's decision. North Carolina staff are actively involved in resolving and addressing final appeals. Both states provide for review by individuals independent from Corrections. Missouri provides a low cost option, with small costs for staff time, operating supplies, and travel. North Carolina's approach includes 10 staff and associated costs, and would cost significantly more to operate.

⁹ In North Carolina the Department head over Corrections title is "Secretary."

A committee similar to Missouri's may be more favorable if the State chooses to pursue an oversight committee. This option is less expensive and would provide an additional check on the Department's grievance process.

Recommendations

25. Evaluate current time frames for completing grievances and revise as needed.
26. Monitor the grievance process to ensure time frames for completing grievances are followed.
27. Review grievances to ensure documentation is complete including required signatures and dates.

Inmate Access to Health Care

The Department has established a system to ensure all inmates have access to health care. This includes methods to request health care, handle medical emergencies, and treat inmates with chronic illnesses and special needs. These methods are comparable to states surveyed and national standards. However, improvements can be made in some areas. These include ensuring vital equipment is available and in working order, co-payment information is adequately communicated, requests for health care are reviewed timely, and emergency response times are adequately documented.

Overview of Inmate Access to Health Care

The Department has developed methods that provide inmates with several ways for accessing health care. First, all new inmates receive a medical physical, dental exam, and other assessments during Intake. Second, several methods are in place at each institution for inmates to request routine health care. Third, procedures are in place at each facility for handling medical emergencies. Fourth, the Department has a process to evaluate and refer inmates for treatment in the community that cannot be provided within correctional facilities. Finally, the Department provides ongoing health care to inmates with chronic illnesses such as cancer and diabetes.

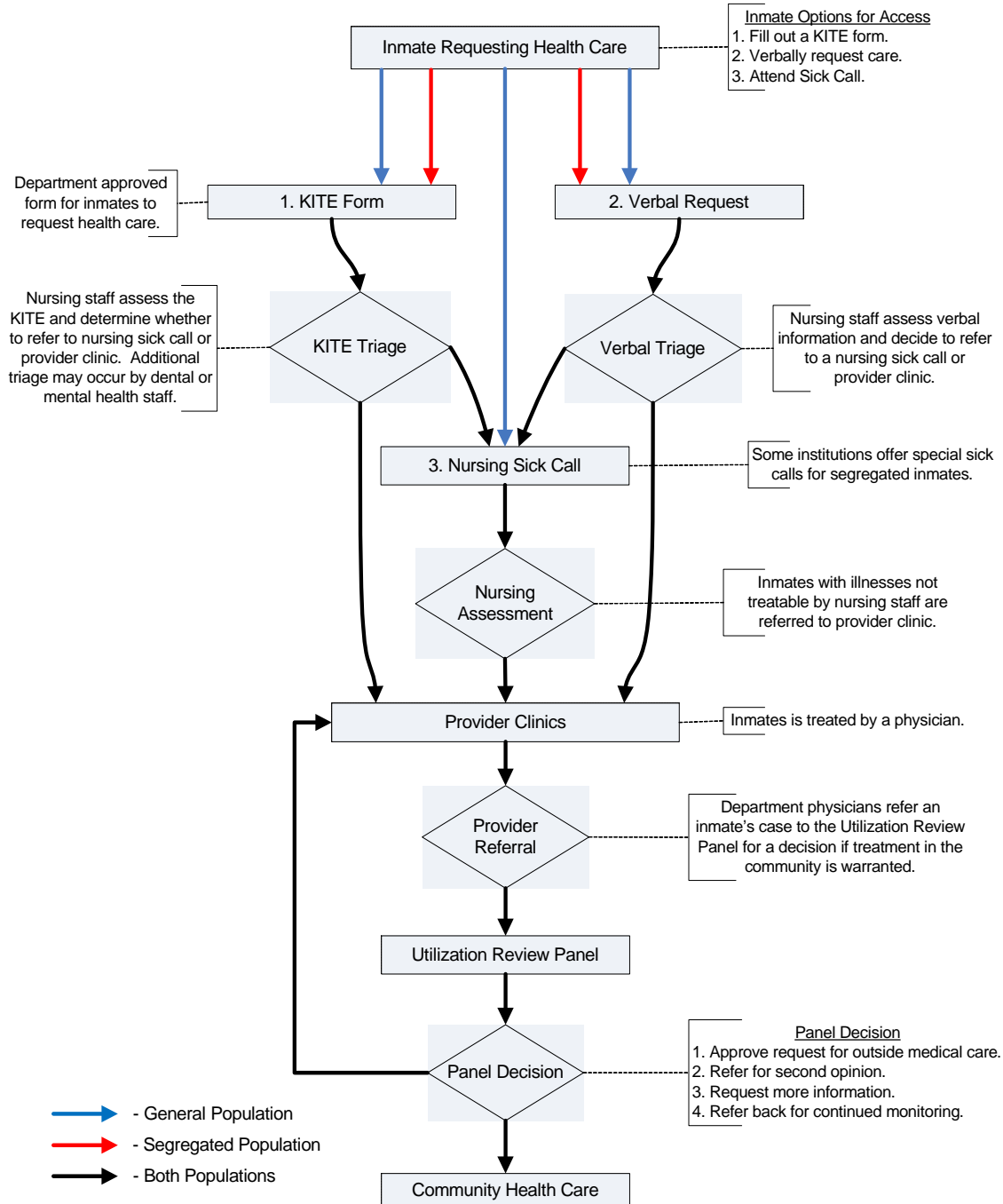
Access to Health Care by New Inmates

The Department evaluates new inmates' health during the Intake process. All inmates receive an initial health screening immediately upon arrival at an Intake facility. Screening includes discussing health care issues with inmates and observing their physical condition. Within 1 week after arrival, new inmates receive a medical physical. Within 2 weeks, inmates receive a dental exam and mental health evaluation. Inmates also receive both written and verbal instructions on how to request health care.

After completing these assessments and evaluations, inmates are given an initial medical, dental, and mental health classification. The classification system categorizes an inmate on a sliding scale from relatively good condition to severe impairment. Inmates also receive a custody classification (minimum, medium, or maximum security). The custody and health classifications help determine whether an inmate is placed in an institution, conservation camp, or other facility. For example, inmates with health impairments or receiving ongoing medication must be housed in an institution where medical staff are present.

Upon arrival at a permanent facility inmates are given additional written and verbal instructions to access health care. The process for accessing health care at the institution depends on whether inmates are in the segregated or general population. Segregated inmates have special disciplinary or protective needs, require a high level of supervision, and are restricted to their cells or housing units. General population inmates have no special restrictions, disciplinary, supervision, or protective needs. Exhibit 15 shows the methods available for inmates to access health care.

Methods for Inmates to Access Health Care



Source: Department records and staff.

Access to Health Care by General Population Inmates

Inmates in the general population have three primary methods to request health care, as shown in Exhibit 15. First, inmates may submit a written request for health care on a department approved form, referred to as a KITE. Second, inmates can verbally request health care through custody and health care staff. Third, inmates can request care at a nursing sick call.

The Department has developed the KITE process as a written means for inmates to request health care. A Medical KITE/Service Report (KITE) is the authorized form designated by the Department for inmates to make written requests for health care. KITE forms are available in the housing units. Inmates send KITES to health care staff after completing the required information. The inmate may place KITE forms in the intra-prison mail, a locked box designated for the forms located outside the Infirmary, or give the form directly to custody or health care staff.

Inmates are required to indicate whether medical, dental, or mental health service is requested and reason for the request on the KITE. Nursing staff review this information and determine the urgency and nature of the inmate's health care needs. The Department has termed this review as "KITE triage." Exhibit 15 shows nursing staff use KITE information to determine whether to treat the inmate or refer them to a physician. The information is also used to prioritize the scheduling of inmate appointments. Nursing staff forward dental and mental health KITE forms to appropriate personnel for review and disposition.

Inmates also have the option of requesting health care verbally through custody or health care staff. Inmates can verbally request health care from staff during pill calls. Pill calls are designated times when inmates in the general population can obtain their prescription medications at the Infirmary.

Nursing sick calls provide a third option for inmates to request health care. Institutions provide nursing sick calls on specific days and times. Department policy requires a minimum of five nursing sick calls per week at each institution. During a sick call nursing staff assess an inmate's health condition. Then, based on department protocols, they either treat the inmate or refer them to a physician.

Access to Health Care by Segregated Inmates

Inmates in segregated units have similar options available for requesting access to care as general population inmates. First, segregated inmates may submit a KITE requesting care. Second, inmates may verbally request health care from custody or health care staff. Third, some institutions conduct nursing sick calls in segregated units where an inmate may request care. However, since segregated inmates are restricted to their cells or housing units, they request care in a slightly different manner than inmates in the general population.

The process for obtaining and routing KITE forms varies from the process used by general population inmates. Segregated inmates must request KITE forms from custody officers assigned to the housing unit. KITE forms are sent to the Infirmary by giving the form to a custody officer or nurse visiting the housing unit.

Segregated inmates can also request health care verbally through custody officers. The Department has equipped the cells in segregated units with either an intercom or buzzer system for contacting officers in the unit control room. In addition, inmates may verbally request health care through a custody officer at their cell door. Officers conduct periodic patrols daily in segregated units to observe inmate activities, deliver meals, and perform inmate counts.

In addition, custody officers conduct a daily health and welfare count. During the health and welfare count inmates must stand in their cell with the lights on. The purpose of the health and welfare count is to confirm each inmate's well being.

Furthermore, nursing staff visit the segregated units several times daily to provide inmates with medications. Inmates have the opportunity to verbally request care during these visits. Finally, some institutions offer a routine nursing sick call in the segregated housing units several times each week or upon request of the inmate.

Medical Emergencies

The Department defines a medical emergency as an accident or illness which potentially threatens life or limb. The Department uses the term "man down" when responding to a medical emergency. Medical staff respond to the location of a man down incident, provide treatment, and determine if treatment from a community emergency facility is necessary. Staff then record the time of the emergency call,

response time, and disposition on the Department's Unusual Occurrence Report. According to department records, staff responded to 1,639 man down calls during fiscal year 2007.

Access to Community Health Care

The Department has regulations and procedures for approving health care that cannot be provided within correctional facilities. Regulations require the Utilization Review Panel to review and approve treatment in the community. The Utilization Review Panel consists of several department physicians and the Medical Director.

The Utilization Review Panel meets weekly. As shown in Exhibit 15, the Panel reviews referrals from department physicians for outside health care. The Panel will usually address requests for outside health care in one of the following ways:

- Approve the procedure and authorize personnel at the inmate's institution to schedule the appointment.
- Defer a decision until a second opinion is provided.
- Defer a decision until more information is obtained.
- Disapprove the request and refer the inmate's case back to the requesting physician for continued monitoring. The case will be referred back to the Panel if the requesting physician notices changes in the inmate's condition.

The Department contracts with preferred provider organizations (PPO) in northern and southern Nevada. Medical procedures approved by the Utilization Review Panel are scheduled with PPO participating physicians.

In addition, the Department arranges for some outside specialists to hold clinics within the institutions. Examples of clinics include: cardiology, gynecology, orthopedics, and ophthalmology. Most outside provider clinics are offered at NNCC; however, some clinics are offered at the other institutions. Inmates housed at institutions where an outside provider clinic is not offered may be transferred to NNCC for treatment.

Furthermore, the Department has arranged for an outside group to treat inmates who test positive for HIV/AIDS. Treatment is provided by the Northern Nevada HIV Outpatient Program, Education and Services (HOPES). HOPES conducts routine clinics at FMWCC and NNCC for these inmates.

Health Care Services Available to Inmates With Special Needs

The Department has procedures for the care of inmates with special needs. Inmates with special needs caused by a chronic condition, communicable disease or disability (based on the Americans' with Disabilities Act requirements) are enrolled in a "specialty clinic." Inmates are enrolled in one or more of seven specialty clinics upon diagnosis of a special health care need. The seven specialty clinics include: cardiovascular disorders, neurological disorders, infectious diseases, endocrine (diabetes mellitus), internal medicine (cancer and glaucoma), pulmonary disorders, and special needs (disability).

Nursing staff at each institution are required to maintain a list of inmates enrolled in specialty clinics. Nurses routinely monitor the inmate's condition in accordance with physician orders. The nurse assigned to the specialty clinic tracks the inmate and ensures treatment for the chronic condition is provided.

Inmates can remain enrolled in the specialty clinic provided they keep all scheduled appointments and take all prescribed medications. As of July 2007 there were 2,066 males and 219 females enrolled in one or more specialty clinics.

Access to Health Care Is Comparable to Other States and National Standards

The Department provides inmates with access to health care comparable to the states we surveyed and standards established by a national correctional health care organization. States surveyed provide inmates with methods to access health care similar to Nevada. For example, like Nevada, all 12 states surveyed use an approved form for inmates to request health care. In addition, all 12 states and Nevada provide new inmates with written instructions for requesting health care. Other states and Nevada provide 24-hour nursing coverage, specified times for physician coverage, and a process to authorize treatment by outside providers.

States surveyed model their health care procedures after standards established by national organizations that accredited correctional healthcare. All 12 states surveyed were accredited by a national organization. Most states model their procedures after either the National Commission on Correctional Health Care (NCCHC) or the American Correctional Association (ACA) standards.

Although not accredited, the Department attempts to model its health care procedures after standards established by the NCCHC. We compared department procedures to NCCHC standards. In most cases, procedures were comparable to NCCHC standards.

Improvements Can Be Made

Although the Department provides sufficient access to health care, some improvements can be made. Specifically, two institutions were without dental chairs for about 6 months, requiring transporting inmates with serious problems to other institutions for treatment. In addition, information provided to inmates on co-payment charges was incomplete, and the receipt and timely review of medical KITES was not always documented. Finally, information on medical emergency response times was not always complete or accurate.

Department Lacks Adequate Controls to Ensure Vital Equipment Is Available

Inmates at both FMWCC and SNCC did not receive on-site dental treatment for more than 6 months because these institutions were without a dental chair. FMWCC went without a dental chair from October 2006 until April 2007, and SNCC from September 2006 until April 2007. The lack of adequate equipment caused delays in dental treatment and created unnecessary security risks when inmates were transported to other facilities for treatment.

The dental chair at FMWCC broke on October 24, 2006, was not replaced until April 25, 2007, a total of 181 days. According to the Department, staff approval and budgetary constraints caused delays in replacing the chair. However, 99 of the 181 total days without a dental chair were attributable to the Department. This included 83 days for the Department's Medical and Fiscal Services Divisions to authorize proceeding with the purchase, and 16 days to obtain a new price quote from the vendor. Other delays included 7 days to determine the chair could not be repaired, 5 days for approval by the State's Budget and Planning and Purchasing Divisions, and 70 days for vendor delivery. Part of the delivery delay was caused by the vendor originally delivering the wrong parts for assembly of the chair.

Female inmates from FMWCC requiring dental procedures were placed on a list and transported weekly to SDCC for treatment. According to dental staff, the waiting list for dental treatment was about 100 inmates.

The dental clinic at SNCC did not have a dental chair from September 30, 2006, when the prison opened, until April 27, 2007, a total of 209 days. Poor planning and maintenance problems caused most of the delay. Although funding for a dental chair was approved during the 2005 Legislative Session, funds were not available until July 1, 2006. The purchasing process was not completed until September 22, 2006, with vendor delivery planned for November 30, 2006. However, the vendor was unable to install the chair due to broken plumbing and air fixtures.

Plumbing and air fixtures within SNCC needed replacement to accommodate the new chair and allow it to swing into a proper position for taking x-rays. Further, most decisions for setting up the dental clinic were made by nursing staff. Dental staff was not consulted until the process was well under way.

Maintenance staff was not notified of plumbing and air fixture problems until early November 2006. Staff indicated several other facility wide maintenance problems took priority over the dental chair. Maintenance staff was unable to repair plumbing and air fixtures problems until mid April 2007.

Dental staff at SNCC were unable to perform procedures while the clinic was without a chair. Staff could only evaluate dental problems. Inmates with urgent dental conditions were transported to HDSP for treatment.

Co-Payment Information Not Adequately Communicated

Although the Department charges inmates the appropriate co-payment for health care services, inadequate communication of co-payment requirements can cause confusion for inmates and concerns by the public. Some inmates may not seek medical services based on the false belief that services will be denied for lack of ability to pay. Other inmates may not seek follow-up services because they believe each visit requires a co-payment.

NRS 209.246(2) authorizes the Department to charge inmates for health care. Department regulations and operating procedures govern the process for charging co-payments. Inmates are typically charged an \$8 co-payment for a medical or dental

visit. Follow up visits are not charged and exemptions apply in other cases. In addition, inmates without sufficient funds to make co-payments are not charged for visits.

Instructions provided to inmates at some institutions were incomplete. For example, five institutions did not provide clear instructions on which medical procedures or visits were exempt from co-payment charges. The remaining four institutions referred inmates to Administrative Regulation 245 for a list of exemptions. However, the most recent version of Administrative Regulation 245, effective September 1, 2006, does not list medical procedures or visits exempt from co-payments. In addition, three institutions did not provide clear instructions stating that health care is provided regardless of the inmate's ability to pay.

Although the Department can improve written instructions provided to inmates on co-payments, charges for health care visits were properly handled by health care staff. The Department appropriately charged co-payments in all 223 medical visits we reviewed for February and March 2007. Most visits, 162 (73%) were exempt from co-payments. Exemptions included follow up visits, medications, and routine physicals. Inmates were not charged for visits due to insufficient funds to make co-payments in 40 (18%) of the visits reviewed. Inmates paid the co-payment in 21 (9%) of visits.

Methods for Processing KITES Can Be Improved

Inmates' written requests for health care (KITES) are not always reviewed daily by medical staff. Although daily reviews of KITES are required by department regulations and medical directives, several institutions do not have adequate processes in place to ensure timely review. In addition, documentation is not always available to determine when KITES were received and reviewed by medical staff.

Six of the nine institutions lacked documentation to verify KITES were reviewed timely. For example, one institution did not review KITES daily, but we could not determine if the delay was attributable to medical staff review or institution staff not delivering KITES timely. At this institution the KITE logs over an 18 day period showed no KITES were received on 6 days.

Some institutions used a date stamp to identify when the KITE was received. However, not all KITE forms were stamped. For example, our review of 13 KITE forms

at one institution found 6 were not date stamped. Therefore, we could not determine if all KITES were reviewed timely.

We identified two institutions that established a process to ensure KITES are reviewed timely. These institutions used both a date stamp and a log to document KITES were received and reviewed. The date stamp documents when the KITE was received and the log when staff reviewed the KITE. The KITES we reviewed at these institutions were reviewed timely by medical staff. The Department should implement a consistent process system-wide to ensure KITES are reviewed daily at all institutions.

In addition, the KITE review process can be improved for inmates in segregated units. KITES were not always reviewed by medical staff when visiting segregated units. Nursing staff visit segregated units several times daily to administer medications. During visits, we observed instances where staff picked up KITES and returned them to the infirmary for review. During other observations we found staff did not pick up KITES. In these cases, KITES would eventually be sent to the infirmary through the institution's mail system. At one institution, nursing staff pick up and triage KITES in segregated units, then either treat inmates or refer them to a physician.

Medical staff should review KITES in the segregated units at least daily. One visit each day to provide medications could also be designated for reviewing KITES. Doing so could alert staff of potential medical issues and expedite treatment.

Medical Emergency Response Times Not Accurately Recorded

Although the Department's regulations require medical personnel to report emergency response times, staff did not accurately enter the time of the occurrence and the time of the medical response in the spaces provided on the Unusual Occurrence Report Form. Response times were not properly recorded in 41 of 140 (29%) medical emergencies tested that occurred during May 2007. Most recording errors resulted from staff entering the same time for when the emergency call was received and when medical staff reached the inmate, resulting in a zero response time. Other errors occurred when either the time of emergency call or time when staff reached the inmate was not entered on the form.

Response time errors occurred for a variety of reasons. First, the Department has not clearly defined which incident times should be recorded on the Unusual Occurrence Report Form. Medical personnel were unclear whether the time they reached the inmate or when they concluded their evaluation of the inmate should be recorded on the form. Second, nursing supervisors acknowledged that training was lacking and should be provided in this area. Third, management has not established a process to review Unusual Occurrence Reports to help ensure accuracy and reliability. Report reviews would have discovered the problems we found.

Recommendations

28. Identify essential medical equipment and monitor the acquisition and installation to ensure equipment is available to treat inmates when needed.
29. Provide complete and consistent information to inmates regarding co-payment requirements.
30. Establish a consistent process to document the receipt and timely review of KITES by medical staff, including KITES prepared by inmates in segregated units.
31. Ensure medical staff are informed on how to record medical emergency response times on Unusual Occurrence Reports and review the reports to ensure proper completion.

Appendices

Appendix A Audit Methodology

To gain an understanding of the Department of Corrections, correctional programs, education and vocational programs, the grievance process, and access to health care: we reviewed state laws and regulations, interviewed management and staff, and reviewed policies and procedures. We also reviewed prior audit reports, legislative and executive budgets, legislative committee minutes, and state accounting records. In addition, we reviewed department reports and statistics, and information provided by school districts and the Department of Education. Also, we observed activities and reviewed records at each institution for correctional programs, education and vocational programs, grievances, and health care. Finally, we documented and assessed internal controls over correctional programs, inmate grievances, and access to health care.

To evaluate the availability and effectiveness of correctional programs, we reviewed and discussed with staff the Department's process for assessing and identifying inmate programming needs, and prioritizing class placements. To evaluate program effectiveness we compared the methods and processes in place with statutes, regulations, other states, and best practices. We analyzed and compared monthly report information on program activities provided by the institutions. We also analyzed the impact of organizational changes by reviewing changes in the reporting structure, regulations, written directives, work performance standards, and through discussions with management and staff. In addition, we identified successful correctional programs available in other states and best practice through surveys. We then compared survey information with classes taught in Nevada. Finally, we identified from department reports, class lists, and discussions with staff the program classes available at each institution and conservation camp, and determined which classes were available based on gender.

To determine if the State offers education and vocational education programs that provide inmates with employment opportunities we documented the various programs and classes available at each institution and conservation camp. We compared education and vocational programs in Nevada with other states through surveys. We obtained information on enrollments, graduates, GED certifications, and other information from reports prepared by the school districts and the Department of Education. We then verified these numbers through reviewing school district and student records. We compared vocational classes and curriculum for consistency among the institutions, and identified the number of classes with opportunities for industry certifications. We also reviewed programs for compliance with statutes and regulations, and comparison with best practice. Furthermore, we confirmed our understanding of education and vocational programs through discussions with corrections, school districts, and Department of Education staff. Finally, we documented the various education and vocation programs available at each institution and conservation camp. We then determined which programs were available based on gender.

To determine if the Department's grievance regulation is followed, we obtained a listing of grievances filed by category (e.g., health care, property, housing, staff conduct) and institution during fiscal year 2007. From this listing we judgmentally selected a sample of 150 grievances including examples from the 9 institutions and various categories. We reviewed grievance forms, supporting documentation, and other information for each grievance, discussed grievances with staff, and then determined if grievances were processed based on department requirements including: timeliness, forms properly completed, and evidence a written response was provided to the inmate. We also surveyed other states to identify best practices including their timeframes for completing grievances.

To determine the feasibility of creating a citizens advisory committee to monitor inmate grievances, we surveyed other states and identified two with grievance committees. We contacted these two states and discussed with personnel grievance committee operations and obtained information including: statutes, organizational structure, budgets, grievance and inmate statistics, and other data. We then analyzed

the information obtained and determined the feasibility of creating a citizen's oversight committee.

To evaluate inmate access to health care we visited each institution, observed activities, reviewed files, and interviewed staff. We then documented the various processes in place at each institution for inmates to access health care and verified our understanding with staff. We also reviewed medical charts of inmates requesting care and identified the method used to request care. Specifically, we reviewed medical charts for 50 inmates during Intake and determined if required medical physicals, dental exams, and mental health assessments were performed. To evaluate the KITE triage process we reviewed 85 KITE forms at the 9 institutions and determine if forms were reviewed daily as required by policy. To determine the frequency of nursing sick calls we reviewed inmate sign-in sheets for August 2007, and identified and compared the frequency of often sick calls with national standards. We also observed the process for administering medication and other contacts with inmates during visits to segregated housing units. In addition, to determine emergency medical access we reviewed emergency response plans at each institution and documentation for 140 emergency responses occurring during May 2007. To identify the process for accessing health care in the community we reviewed medical records for 40 inmates who received health care outside the institution, and observed a Utilization Review Panel meeting. We also reviewed accounts payable documents for outside medical specialists for June 2007. Furthermore, to evaluate co-payment charges we reviewed 223 medical appointments and determined if co-payments were charged in accordance with department regulation. We also reviewed and documented instructions provided to inmates on accessing health care. We compared the activities above with statutes, department regulations, and policies governing accessing health care, and best practice used in other states, and standards for health care in prisons established by the National Commission on Correctional Health Care. Finally, to determine why FMWCC and SNCC were without dental chairs for several months, we reviewed state records, purchasing requirements, and interviewed staff from the Department of Administration and Corrections.

Our audit work was conducted from January 2007 to April 2008 in accordance with generally accepted government auditing standards.

In accordance with NRS 218.821, we furnished a copy of our preliminary report to the Director of the Department of Corrections. On August 26, 2008, we met with agency officials to discuss the results of the audit and request a written response to the preliminary report. That response is contained in Appendix H, which begins on page 88.

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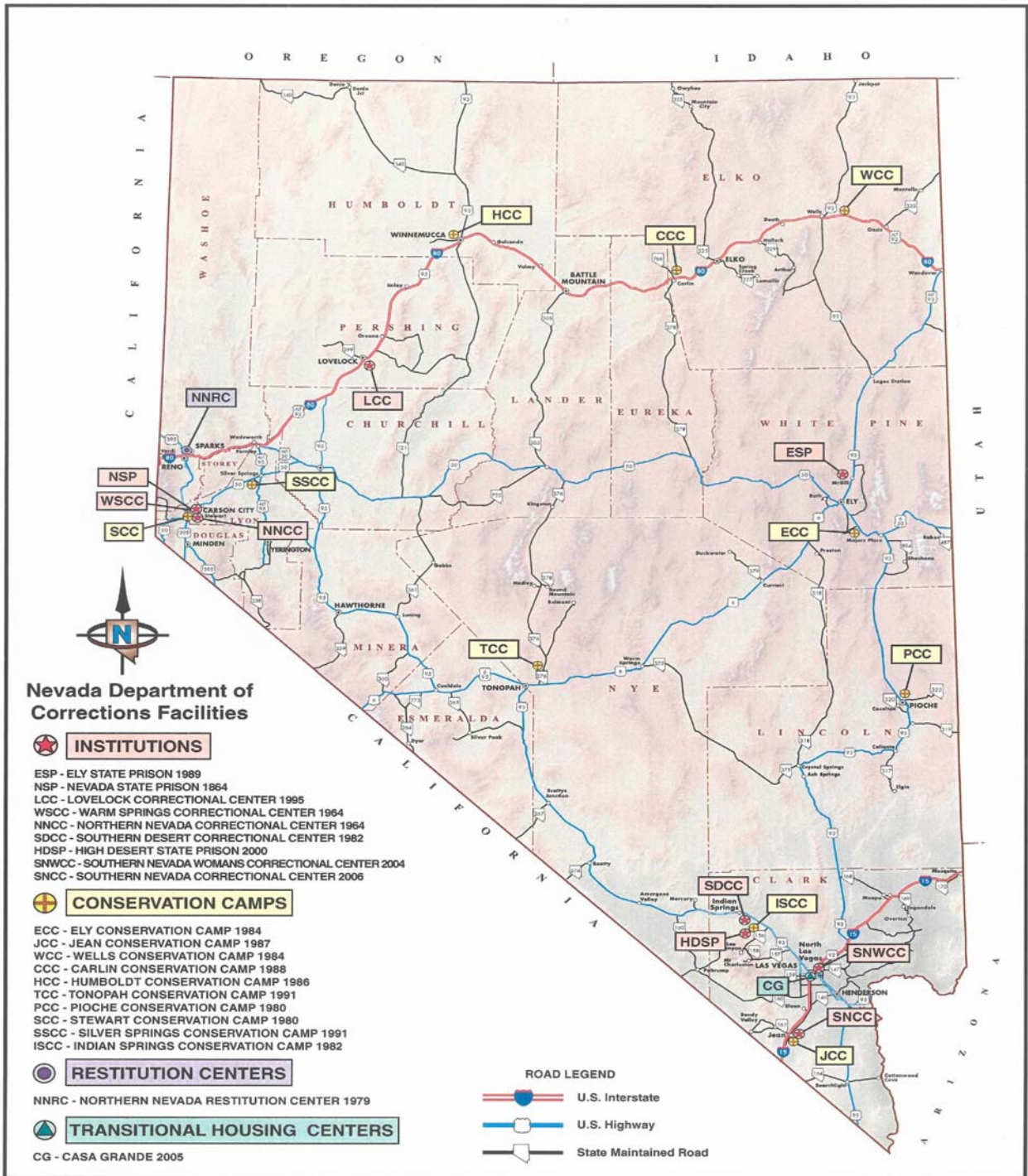
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Appendix B

Location of Department of Corrections Facilities



Source: Department of Corrections.
 Note: SNWCC renamed Florence McClure Women's Correctional Center (FMWCC) during the 2007 Legislative Session.
 SNCC closed in July 2008.

Appendix C

Description of Correctional Program Classes

ABC's of Parenting (Clark County Family Services)	This class is taught at FMWCC and JCC by the Clark County Department of Family Services. The class has three phases; Nurturing Parents and Families, ABC's of Parenting, and ParenTeen Solutions. Nurturing Families is designed for parents with children ages 6 months to 4 years old. It teaches positive nurturing interaction, child development, problem solving, and handling stress and anger. The ABC's of Parenting helps parents with children ages 5–10 years old with communicating effectively, encouraging good behavior, teaching responsibility, and using positive discipline. ParenTeen Solutions helps parents with children from ages 11 to 17. It teaches importance of clear rules, consistent supervision, positive approach to discipline, problem solving, and conflict resolution.
Aggression Replacement Therapy	Corrections staff could not provide course information on this class.
Anger Management	Anger Management teaches inmates why events escalate to anger, strategies to manage anger, address aggression, monitoring anger, conflict resolution, anger in the family, and other items. The class was developed and is available from the U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration.
Cage Your Rage	This class is similar to Anger Management. The class helps inmates learn about their angry feelings, harmful actions, and to change how they deal with confrontations without becoming angry and overly aggressive. The class covers four main areas: anger past and present, anger and aggression, what causes anger, and managing your anger. Program materials are available from the American Correctional Association.
Conflict Resolution	Corrections staff could not provide course information on this class. Staff at NNCC and WSCC indicated they use material from the "One World" program for this class. However, One World is not a merit credit approved class.
Commitment to Change	The program has three phases and is based on a nine video tape series developed by a nationally known psychologist. The purpose is to develop awareness of errors in thinking, encourage the adoption of more pro-social interpersonal communication, and recognize the consequences of criminal thinking and defensive strategies.
Communications	The class was developed by department staff. It covers effective listening, non-verbal communication, giving and receiving feedback, public speaking, developing lesson plans, importance of visual aids, and course feedback.
Domestic Violence	The class is designed to help participants understand domestic violence, who an abuser is, who the victim is, and how domestic violence can be prevented. Other issues covered include domestic violence and children, elder abuse, and sexual assault. It also provides information on how and where to get help, and whether a person is an abuser or a victim. The class was developed by department staff.
Domestic Violence – Women (Surviving Domestic Violence)	The class is taught at FMWCC and targets women who have been a victim of domestic physical or sexual violence. It seeks to empower victims and teaches skills to help prevent becoming victims in the future. The class was developed by department staff.

Appendix C

Description of Correctional Program Classes (continued)

Emotions Management	Inmates learn methods of emotional management and how to apply it to their lives. The class addresses understanding emotions; managing our emotions; managing anxiety, anger, and depression; and other ways to address emotional issues. The class is based on a book, SOS Help for Emotions.
Fitness and Wellness	This class is typically taught by the coach at certain institutions. The program includes physical fitness, health, and nutrition.
Gang Awareness	This class was developed by department staff and is available to gang and non-gang members. The purpose is to help inmates through programming and treatment to prevent, reduce, and stop antisocial gang behavior. The class addresses why people join street gangs; the profile of a gang member; and how to disengage from a gang through work or school, social goals, and other changes.
Gang Aftercare	Aftercare provides inmates completing Gang Awareness with the opportunity to use the techniques learned and work on resisting returning to gang involvement. Inmates in Aftercare meet weekly for 6 months.
Health Related Recovery	This class is sponsored by Medical Division staff at NNCC. The class focuses on chemical dependence and criminality. Participants receive tools to help with positive growth, insight into chemical dependency problems, and the ability to deal with relapse issues and prevention. Additionally, participants are provided with skills to deal with life situations without resorting to violence or illegal drug usage.
Inside Out Dads	The class helps prisoners prepare for reentry into society. Inmates are taught communication skills and fathering techniques to foster a positive father-child relationship both while in prison and upon release. Class materials are available nationally from the National Fatherhood Initiative.
Maternal Health/Child Care	The class is for pregnant inmates at FMWCC. The curriculum was developed and taught by Medical Division staff. Classes cover a variety of pregnancy issues including medical, physiological, and postpartum. The class also addresses education, training in infant care, and available community resources.
Metamorphosis (Life skills)	This program was developed through the Louisiana Department of Public Safety and Corrections to enhance education and training of inmates through new resources and improved services. The goals are to reduce recidivism, higher post-employment and wage rates, and successful integrate inmates into society. The program addresses: thinking, relationships, finding and keeping jobs, parenting, and money management.
Moral Reconation Therapy	This class is a systematic, cognitive-behavioral, step-by-step treatment strategy designed to enhance self-image, promote positive growth, and facilitate the development of higher stages of moral reasoning. The class increases moral reasoning levels, enhances life purpose, facilitates increased social support, and helps participants have control over their lives.

Appendix C

Description of Correctional Program Classes (continued)

New Beginnings	<p>The class provides inmates with life skills to successfully reenter society. It was developed by department staff. Topics covered include: time management, goal setting, communication, decision making, employment, money management, community resources, health living, and applying skills learned.</p>
Parenting	<p>According to Corrections staff in the south, this class is taught using the book SOS Help For Parents by the same author as SOS Help for Emotions discussed above. The class is designed to help parents work with children ages 2 to 12, to improve a child's behavior and emotional adjustment. The class addresses fundamentals of improving behavior, basic skills of the time-out method, basic child rearing rules and errors, and how to give effective instructions to your child.</p> <p>According to staff in northern Nevada, materials used for this class include a variety of videos on parenting, parenting from prison, and childhood development. Different materials are used north and south for the parenting class. It is unclear which materials were approved, if either, for use.</p>
Parenting (Children's Cabinet)	<p>This class is taught at WSCC and SSCC by the Children's Cabinet. It addresses proper parenting techniques for children ages 2 to 17. It covers a variety of topics such as: parenting styles, understanding behavior, developing responsibility, and what to expect from children at different ages.</p>
Peaceful Solutions	<p>The class assists inmates in developing self control, morally responsible behavior, honesty, self control, and social skills. The class teaches inmates how to conduct themselves with each other, to respect others rights and property, and to resolve conflicts without violence.</p>
Relationship Skills	<p>The class was designed by department staff to help inmates develop good relationships. It focuses on interpersonal skills with other inmates, corrections' staff, employers, and women. It covers the importance of relationships, good and bad relationships, and needed relationship skills. It also addresses anger, communication, and conflict.</p>
Seeking Safety	<p>Seeking Safety is a structured psychotherapeutic treatment program for individuals with Posttraumatic Stress Disorder (PTSD) and substance abuse dependence. The class includes cognitive behavioral and interpersonal topics for individuals with PTSD and substance abuse issues.</p>
Senior Structured Living Program (SSLP)	<p>The program is for inmates generally over age 60 housed at NNCC. The program was developed by department psychologists. The program goals are to: assist senior offenders with their personal, mental, spiritual growth, and rehabilitation; improve the quality of life and comfort; and provide structured programs. The program provides daily and weekly occupational therapy and mental health activities including: physical exercise, arts and crafts, mental health, cognitive therapy, community involvement, pet therapy, spiritual programs, music appreciation, alcohol and drug programs, and community reentry program.</p>

Appendix C

Description of Correctional Program Classes (continued)

Sexual Treatment of Offenders in Prison (STOP)	The STOP program was developed by department staff and is based on the treatment developed by the U.S. Navy, to treat offenders in the military. The program is based on best practices endorsed by national researchers and treatment providers. The program is designed to last 2 years and has four phases including: treatment and cognitive restructuring; victim awareness; human sexuality and relationship skills, and relapse prevention.
STEPPS (Systems Training for Emotional Predictability and Problem Solving)	The class was developed at the University of Iowa in 1995 and is based on a systems approach to treat individuals with Borderline Personality Disorder (BPD). BPD affects a person's ability to regulate emotion resulting in intense emotional upheavals. The training is designed to help inmates recognize they have an illness, how to manage its cognitive and emotional effects, and learning behavioral skills to keep BPD episodes under control.
Structured Living Program (Basic and Residential)	The program is designed to teach non-criminal values through cognitive learning programs, team building exercises, drill and ceremony, and physical training. The program was developed at LCC in 1999 and includes two phases: basic and residential. The basic phase lasts about 3 months and is similar to military style basic training. The residential phase lasts about 6 months and includes education, program classes, physical fitness training, marching drill, and other activities.
Stress and Anxiety Management	The class addresses what causes stress, response to stress, stress management, and techniques to improve addressing stress.
Surviving Sexual Assault (SOAR)	This class is for female victims of sexual abuse or rape. The class is designed to help victims deal with their experiences, work through the assault, and help understand the assault was not their fault. It seeks to empower the victim to avoid future situations that may lead to an assault. The class is taught at FMWCC by College of Southern Nevada staff.
Thinking for a Change	Available from the National Institute of Corrections, the class is similar to Commitment to Change. It addresses active listening, paying attention to our thinking, recognizing thinking that leads to trouble, knowing your feelings, understanding and responding to the feelings of others, responding to anger, dealing with accusations, and problem solving.
Unbearable Stress	How to Survive Unbearable Stress helps inmates understand various types of stress, what causes stress, and how to deal with it.
Victim Awareness	The class is designed for inmates with a personality disorder, who do not think about the consequences their criminal behavior has on the victim(s), inmate's family/friends, and the victim's family/friends. The class focuses on having inmates put themselves in place of others particularly their victim(s). Inmates often do not realize or dismiss the impact their crime can have on individuals and the community.
Women's Health	Inmates are required to attend 24 hours of in class cardiovascular/aerobic exercise and weight training over a 4 week period. Inmates must complete a minimum of 2 hours in class, three times a week.

Source: Department records and staff, Internet sites, and vendors.

Appendix D

Availability and Description of Substance Abuse Programs

Substance Abuse Programs	NSP	NNCC	WSCC	LCC	SDCC	HDSP	FMWCC	SNCC
OASIS		X			X			
ARCH							X	
ANCHOR								X
Addiction Prevention Education	X		X	X	X	X	X	X

Source: Department staff and records.

Note: Men's DUI Program is taught at Indian Springs Conservation Camp.

Offenders Acting in Solidarity to Insure Sobriety (OASIS)

OASIS is an intensive in-patient treatment program. The program includes three phases that concentrate on helping inmates learn more about themselves to re-enter society, and not return to past criminal and alcohol and drug abuse dependency. The program takes 6–12 months to complete. Through the therapeutic community resocialization process, participants have the opportunity to understand their thinking, acting, and feeling so they have the tools to develop and maintain lifestyle changes necessary to be productive citizens. OASIS was developed by department staff. The program is located at both the SDCC and NNCC.

Addiction Recovery and Commitment to Healing (ARCH)

The ARCH therapeutic program includes three phases and is similar to OASIS. The program is located at FMWCC and takes 6–9 months to complete. In addition, the women's DUI program was moved from JCC to FMWCC during our audit. Inmates complete the first phase of ARCH to meet the DUI program requirements.

A New Chance Helping Offenders Recover (ANCHOR)

ANCHOR is the new substance abuse program for youthful offenders located at SNCC. The program is similar in format to OASIS and takes about 6 months to complete. The Department also provides OASIS, ARCH, and ANCHOR graduates with a 6 month aftercare class that meets weekly.

Addiction Prevention Education (APE)

APE is an educational class developed by department staff. The class objectives include: share information, gain knowledge about what addiction is and how it affects people, what habits and beliefs contribute to addiction, and promote a change in thinking that will result in a change in behavior and actions. The goal of APE is to help inmates with addiction problems recognize their addiction and take the recommended steps to address the addiction, and in turn, help the inmate not continue to commit crimes and return to prison. The program lasts 12 weeks. Successfully completing APE can also substitute for the first phase of the OASIS, ARCH, and ANCHOR programs.

Men's DUI Program

The program is run by a contractor at Indian Springs Conservation Camp. The program can accommodate up to 36 inmates in a 5 week recovery based treatment approach to substance abuse and crime. The primary goal is for inmates to learn real-life ways to help them remain out of prison and live a life free of crime and drugs.

Appendix E

Availability and Description of Vocational Programs

Vocational Programs	NNCC	WSCC	NSP	LCC	ESP	HDSP	SDCC	FMWCC	SNCC	Totals by Programs
1 AutoCAD						X	X			2
2 3-D Studio Max						X				1
3 Automotive Program									X	1
4 Automotive Technology I,II,III	X									1
5 Braille							X			1
6 Business and Accounting								X		1
7 Business Applications						X				1
8 Computers I, II	X	X	X							3
9 Computer Applications						X	X	X	X	4
10 Computer Repair							X			1
11 Construction I,II,III							X		X	2
12 Culinary Arts I,II		X								1
13 Culinary									X	1
14 Heating and Air Conditioning									X	1
15 Horticulture				X						1
16 Landscaping and Horticulture									X	1
17 ServSafe (Food Handling)				X						1
Totals by Institution	2	2	1	2	0	4	5	2	6	

Source: School districts.

AutoCAD

Using computer software inmates learn fundamentals in mechanical drafting techniques and skills. Inmates learn how to create two-dimensional drawings, geometric shapes, and multi-line construction. The class is taught at HDSP and SDCC, and takes about 1 to 1.5 years to complete.

3-D Studio Max

This class teaches inmates how to use graphics/animation software. Inmates learn how to animate mechanical systems and construct virtual architectural designs. An inmate must complete the AutoCAD class prior to enrollment. The class is currently taught at HDSP and is 1 year in length.

Automotive Program

The program teaches automotive skills in the following areas: engine repair; transmission/transaxle; drive train and axles; steering, suspension, and alignment; brakes; electrical systems; heating and air conditioning systems; and engine performance. The classes prepare inmates for the national ASE test and industry certification. The program has classroom instruction and hands on experience. The program is currently offered at SNCC and takes about 1 to 1.5 years to complete.

Appendix E

Availability and Description of Vocational Programs (continued)

Automotive Technology I, II, III	The program teaches and prepares inmates in four of the eight test areas for the ASE industry certification. The four areas taught are: brakes; electrical systems; engine performance; and steering, suspension, and alignment. The program does not teach the remaining four areas because of limited space, equipment, and teaching resources. The program consists of classroom instruction and hands on experience. The program is taught at NNCC and is 1–1.5 years to complete.
Braille	Inmates learn how to transcribe and format text books into Braille. The transcribed books are used by blind students in Clark County School District. Inmates are able to receive Braille Math and Literary certifications from the U.S. Library of Congress. The Braille class is currently taught at SDCC.
Business and Accounting	The program consists of two business classes and one accounting class. The business portion teaches inmates about starting businesses, financial planning, corporations, partnerships, and sole proprietorships. The accounting portion of the program teaches inmates about the accounting cycle, recording of sales, cash receipts, cash payments, and purchasing. This program is taught at the FMWCC and is 1 year in length.
Business Applications	The class teaches skills needed to own and operate a small business. The coursework also includes basic economic concepts. The program is taught at HDSP and is 1 year in length.
Computers I, II	Microsoft Office (Word, Excel, Access, and PowerPoint), webpage design, and Adobe Photoshop (computer graphics) are taught in the program. This program is currently offered at WSCC, NNCC, and NSP. The program length is 6–12 months.
Computer Applications	This program is available at the four prisons in southern Nevada. However, the classes differ some. Classes at HDSP and SDCC allow inmates to choose four classes from a list of 15 to fulfill the vocational program requirements. The classes range from keyboarding, Microsoft Office (Word, Excel, Access, and PowerPoint), Microsoft Windows, and computer programming. Unlike the programs offered at HDSP and SDCC, the computer vocational programs offered at SNCC and FMWCC have a standard curriculum. Both programs teach the Microsoft Office Word, Publisher, Excel, Access, and PowerPoint programs. Both programs take 7–12 months to complete.
Computer Repair	The class teaches inmates the basics of repairing computers and prepares inmates to become computer repair technicians. The class also teaches how to install operating systems and software. Inmates gain knowledge in troubleshooting and analysis of computer related problems. The class is offered at SDCC and takes about 1 year to complete.
Construction I, II, III	<p>The construction program is available at SNCC and SDCC and lasts 1–1.5 years. Both programs include classroom instruction along with hands on training. The program at SNCC teaches entry level skills in various fields of construction. The areas taught include: carpentry, plumbing, masonry, plastering, electrical, and site design.</p> <p>The building construction program at SDCC teaches inmates the basic principles of building construction using wood and wood products. The course teaches construction methods, building codes, wood selection, and the care and use of carpentry tools.</p>
Culinary Arts I, II	The program consists of classroom instruction and hands on training in the kitchen with general food preparation. The classes cover cooking techniques and preparing a variety of foods. This program is taught at WSCC and is 6 months in length.

Appendix E

Availability and Description of Vocational Programs (continued)

Culinary	The program is comprised of classroom instruction and hands on training in the kitchen. The subject material ranges from: safety and sanitation; nutrition; customer service; learning culinary standards, regulations, and laws; and cooking and baking principles and techniques. This program is taught at SNCC and takes 1–1.5 years to complete.
Heating and Air Conditioning	The class consists of teaching the basics of heating and air conditioning systems; wiring; and heat load and duct design. The program is currently offered at SNCC and takes 1 year to complete.
Horticulture	This class teaches landscaping and botanical nursery skills. It includes classroom instruction and hands on experience. The class is taught at LCC and takes 4–6 months to complete.
Landscaping and Horticulture	This class provides basic instruction and practical experience in landscaping and horticulture. The areas taught range from how to design and plan a landscaping site, turf grass management, installing a fence and deck, pest management, and developing an understanding of plant growth and structure. The class is taught at SNCC and takes 1–1.5 years to complete.
ServSafe	The class teaches proper procedures for handling, storing, and serving food. In addition, the class addresses causes for food borne illnesses. The class consists solely of classroom instruction. It is available at LCC and lasts 10–12 weeks.

Appendix F
Vocational Education Enrollment
by Program and Institution
January 2008

Vocational Program	NNCC	WSCC	NSP	LCC	HDSP	SDCC	FMWCC	SNCC	Totals
1 AutoCAD (Computer Assisted Drafting)					22	20			42
2 3-D Studio Max (Computer Graphic Design)					2				2
3 Automotive Program								23	23
4 Automotive Technology I,II,III	34								34
5 Braille						22			22
6 Business and Accounting							4		4
7 Business Applications					6				6
8 Computers I,II	10	3	10						23
9 Computer Applications					34	48	8	64	154
10 Computer Repair						12			12
11 Construction I,II,III						12		23	35
12 Culinary Arts I,II		15							15
13 Culinary Arts								31	31
14 Heating and Air Conditioning								38	38
15 Horticulture				3					3
16 Landscaping and Horticulture								25	25
17 ServSafe (Food Handling)				11					11
Totals	44	18	10	14	64	114	12	204	480

Source: School districts.

Appendix G
Vocational Education Completions
by Program and Institution
2006–2007 School Year

Vocational Program	NNCC	WSCC	NSP	LCC	HDSP	SDCC	FMWCC	SNCC	Totals
1 AutoCAD (Computer Assisted Drafting)					4	4			8
2 3-D Studio Max (Computer Graphic Design)					1				1
3 Automotive Program								new	0
4 Automotive Technology I,II,III	6								6
5 Braille						16			16
6 Business and Accounting							1		1
7 Business Applications					new				0
8 Computers I,II	7	8	4						19
9 Computer Applications					24	4	15	15	58
10 Computer Repair						3			3
11 Construction I,II,III						4		3	7
12 Culinary Arts I,II		17							17
13 Culinary Arts								new	0
14 Heating and Air Conditioning								new	0
15 Horticulture				new					0
16 Landscaping and Horticulture								new	0
17 ServSafe (Food Handling)				7					7
Totals	13	25	4	7	29	31	16	18	143

Source: School districts.

Note: Eight new vocational programs started during the 2006–2007 school year, six at SNCC and one each at HDSP and LCC. Most new programs were not in place long enough for inmates to complete during the 2006–2007 school year.

Appendix H
Response From the Department of Corrections

BOARD OF COMMISSIONERS
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GOVERNOR
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SECRETARY OF STATE

STATE OF NEVADA

Glen Whorton
Director



DEPARTMENT OF CORRECTIONS

Leading Nevada Corrections Into the Future

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Carson City, NV 89702
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September 2, 2008

Paul V. Townsend, CPA, Legislative Auditor
Legislative Counsel Bureau
Legislative Building
401 S. Carson Street
Carson City, NV 89702-7011

Dear Mr. Townsend:

We have accepted all thirty-one (31) of the recommendations of the audit report on the Department of Corrections – Inmate Programs, Grievances, and Access to Health Care for the period of July 1, 2006 – December 31, 2007. and through April 2008 for certain issues.

Recommendation Number 1: Establish a department-wide written priority system for placing inmates in program classes.

Response: Accepted

Recommendation Number 2: Develop policies and procedures for conducting required assessments of correctional programs (program classes, substance abuse, and reentry) every 3 years.

Response: Accepted

Recommendation Number 3: Develop policies and procedures to evaluate the impact programs have on inmate behavior such as disciplinary actions and recidivism annually.

Response: Accepted

Recommendation Number 4: Develop written goals and performance measures for correctional program classes and the reentry program.

Response: Accepted

Recommendation Number 5: Develop objective instruments such as pre and post tests, to evaluate inmates' targeted behaviors for program classes.

Response: Accepted

Recommendation Number 6: Develop written instructions, including a standard report format, for preparing monthly reports to ensure information provided on program classes and other activities is reliable.

Response: Accepted

Recommendation Number 7: Include key information on reentry activities, such as applications for birth certificates and social security cards, in monthly reports.

Response: Accepted

Recommendation Number 8: Develop department-wide policies and procedures governing program classes, substance abuse programs, and reentry.

Response: Accepted

Recommendation Number 9: Require the institution to develop operational procedures governing program classes, substance abuse programs, and reentry.

Response: Accepted

Recommendation Number 10: Define in writing and distribute to all wardens and program staff the oversight duties and reporting responsibilities from the Psychologists IVs.

Response: Accepted

Recommendation Number 11: Designate one position with department-wide responsibility and oversight of correctional programs including outpatient mental health, program classes, and substance abuse programs.

Response: Accepted

Recommendation Number 12: Periodically identify and review successful correctional programs in other states and determine if establishing these or similar programs in Nevada could benefit inmates.

Response: Accepted

Recommendation Number 13: Reduce the number of approved correctional program classes by consolidating the number of classes offered on the same topic.

Response: Accepted

Recommendation Number 14: Increase the use county social services, non-profits, and other organizations to teach classes when feasible.

Response: Accepted

Recommendation Number 15: Ensure that a complete, up-to-date, and accurate listing of all approved program classes is maintained and distributed to all facilities.

Response: Accepted

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Recommendation Number 16: Ensure complete program materials for all approved correction program classes are maintained in a central location and readily available to staff.

Response: Accepted

Recommendation Number 17: Conduct an assessment of vocational programs at least every 3 years to determine if programs provide inmates with the training and skills needed to obtain employment upon their release.

Response: Accepted

Recommendation Number 18: Work with the Department of Education to develop a statewide curriculum for vocational education.

Response: Accepted

Recommendation Number 19: Ensure vocational programs offer industry recognized certificates to the extent possible.

Response: Accepted

Recommendation Number 20: Develop goals and performance measures for correctional education programs.

Response: Accepted

Recommendation Number 21: Establish both department-wide policies and procedures, and institution procedures for education programs.

Response: Accepted

Recommendation Number 22: Work with education providers to ensure complete information on correctional education activities including the number of high school diplomas, GED certificates awarded, and costs are reported annually.

Response: Accepted

Recommendation Number 23: Ensure required annual reports on correctional education at each institution are provided to corrections officials.

Response: Accepted

Recommendation Number 24: Provided CASAS test results to school district personnel in a timely manner.

Response: Accepted

Recommendation Number 25: Evaluate current time frames for completing grievances and revise as needed.

Response: Accepted

Recommendation Number 26: Monitor the grievance process to ensure time frames for completing grievances are followed.

Response: Accepted

Recommendation Number 27: Review grievances to ensure documentation is complete including signatures and dates.

Response: Accepted

Recommendation Number 28: Identify essential medical equipment and monitor the acquisition and installation to ensure equipment is available to treat inmates when needed.

Response: Accepted

Recommendation Number 29: Provide complete and consistent information to inmates regarding co-payment requirements.

Response: Accepted

Recommendation Number 30: Establish a consistent process to document the receipt and timely review of KITES by medical staff, including KITES prepared by inmates in segregated units.

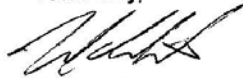
Response: Accepted

Recommendation Number 31: Ensure medical staff are informed on how to record medical emergency response times on Unusual Occurrence Reports and review the reports to ensure proper completion.

Response: Accepted

I want to thank you and your staff for your professionalism in conducting this audit. We will provide our corrective action plan within the required 60 days.

Yours Truly,



Howard Skolnik
Director
Nevada Department of Corrections

cc: Lorraine H. Bagwell, Deputy Director/Support Services
Audit File

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Department of Corrections Response to Audit Recommendations

<u>Recommendation Number</u>		<u>Accepted</u>	<u>Rejected</u>
1	Establish a department-wide written priority system for placing inmates in program classes	<u> X </u>	<u> </u>
2	Develop policies and procedures for conducting required assessments of correctional programs (program classes, substance abuse, and reentry) every 3 years	<u> X </u>	<u> </u>
3	Develop policies and procedures to evaluate the impact programs have on inmate behavior such as disciplinary actions and recidivism annually	<u> X </u>	<u> </u>
4	Develop written goals and performance measures for correctional program classes and the reentry program	<u> X </u>	<u> </u>
5	Develop objective instruments such as pre and post tests, to evaluate inmates' targeted behaviors for program classes	<u> X </u>	<u> </u>
6	Develop written instructions, including a standard report format, for preparing monthly reports to ensure information provided on program classes and other activities is reliable	<u> X </u>	<u> </u>
7	Include key information on reentry activities, such as applications for birth certificates and social security cards, in monthly reports	<u> X </u>	<u> </u>
8	Develop department-wide policies and procedures governing program classes, substance abuse programs, and reentry	<u> X </u>	<u> </u>
9	Require the institution to develop operational procedures governing program classes, substance abuse programs, and reentry	<u> X </u>	<u> </u>
10	Define in writing and distribute to all wardens and program staff the oversight duties and reporting responsibilities for the Psychologists IVs	<u> X </u>	<u> </u>
11	Designate one position with department-wide responsibility and oversight of correctional programs including outpatient mental health, program classes, and substance abuse programs	<u> X </u>	<u> </u>

Department of Corrections
Response to Audit Recommendations
(continued)

<u>Recommendation Number</u>		<u>Accepted</u>	<u>Rejected</u>
12	Periodically identify and review successful correctional programs in other states and determine if establishing these or similar programs in Nevada could benefit inmates.....	<u> X </u>	<u> </u>
13	Reduce the number of approved correctional program classes by consolidating the number of classes offered on the same topic.....	<u> X </u>	<u> </u>
14	Increase the use county social services, non-profits, and other organizations to teach classes when feasible.....	<u> X </u>	<u> </u>
15	Ensure that a complete, up-to-date, and accurate listing of all approved program classes is maintained and distributed to all facilities.....	<u> X </u>	<u> </u>
16	Ensure complete program materials for all approved correctional program classes are maintained in a central location and readily available to staff.....	<u> X </u>	<u> </u>
17	Conduct an assessment of vocational programs at least every 3 years to determine if programs provide inmates with the training and skills needed to obtain employment upon their release.....	<u> X </u>	<u> </u>
18	Work with the Department of Education to develop a statewide curriculum for vocational education.....	<u> X </u>	<u> </u>
19	Ensure vocational programs offer industry recognized certificates to the extent possible.....	<u> X </u>	<u> </u>
20	Develop goals and performance measures for correctional education programs.....	<u> X </u>	<u> </u>
21	Establish both department-wide policies and procedures, and institution procedures for education programs.....	<u> X </u>	<u> </u>
22	Work with education providers to ensure complete information on correctional education activities including the number of high school diplomas, GED certificates awarded, and costs are reported annually.....	<u> X </u>	<u> </u>
23	Ensure required annual reports on correctional education at each institution are provided to corrections officials.....	<u> X </u>	<u> </u>

Department of Corrections
Response to Audit Recommendations
(continued)

<u>Recommendation Number</u>		<u>Accepted</u>	<u>Rejected</u>
24	Provide CASAS test results to school district personnel in a timely manner	<u> X </u>	<u> </u>
25	Evaluate current time frames for completing grievances and revise as needed	<u> X </u>	<u> </u>
26	Monitor the grievance process to ensure time frames for completing grievances are followed	<u> X </u>	<u> </u>
27	Review grievances to ensure documentation is complete including signatures and dates	<u> X </u>	<u> </u>
28	Identify essential medical equipment and monitor the acquisition and installation to ensure equipment is available to treat inmates when needed	<u> X </u>	<u> </u>
29	Provide complete and consistent information to inmates regarding co-payment requirements	<u> X </u>	<u> </u>
30	Establish a consistent process to document the receipt and timely review of KITES by medical staff, including KITES prepared by inmates in segregated units	<u> X </u>	<u> </u>
31	Ensure medical staff are informed on how to record medical emergency response times on Unusual Occurrence Reports and review the reports to ensure proper completion	<u> X </u>	<u> </u>
	TOTALS	<u> 31 </u>	<u> 0 </u>