

DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS -
CORRECTIONS SERVICES



PERFORMANCE AUDIT
ISSUED JANUARY 5, 2011

**LEGISLATIVE AUDITOR
1600 NORTH THIRD STREET
POST OFFICE BOX 94397
BATON ROUGE, LOUISIANA 70804-9397**

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LOUISIANA LEGISLATIVE AUDITOR
DARYL G. PURPERA, CPA, CFE

January 5, 2011

The Honorable Joel T. Chaisson, II,
President of the Senate
The Honorable Jim Tucker,
Speaker of the House of Representatives

Dear Senator Chaisson and Representative Tucker:

This report provides the results of our performance audit that examined the Department of Public Safety and Corrections - Corrections Services (DPS&C-CS). The audit was conducted under generally accepted government auditing standards and the provisions of Title 24 of the Louisiana Revised Statutes of 1950, as amended.

The report contains our findings, conclusions, and recommendations. Appendix A contains DPS&C-CS' response. I hope this report will benefit you in your legislative decision-making process.

We would like to express our appreciation to the management and staff of DPS&C-CS for their assistance during this audit.

Sincerely,

Daryl G. Purpera, CPA, CFE
Legislative Auditor

DGP/dl

DOC 2010

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Office of Legislative Auditor

Daryl G. Purpera, CPA, CFE, Legislative Auditor

Department of Public Safety and Corrections - Corrections Services



January 2011

Audit Control # 40090019

Objectives and Overall Results

We conducted a performance audit on the Department of Public Safety and Corrections - Corrections Services (DPS&C-CS) that focused on services and costs, DPS&C-CS' processes related to the assessment and placement of offenders, evaluation of outcomes, cost-saving measures, and the impact these measures will have on Probation and Parole. The objectives and the overall results of our audit are summarized below.

Objective 1: What is Louisiana's cost per day to house adult offenders and how does it compare to other states?

Results: During fiscal year 2009, DPS&C-CS' average cost per day to house an offender was \$42.75. Based on this cost, Louisiana had the fourth lowest cost per day for housing offenders during fiscal year 2009 compared to other states in the Southern Legislative Conference. However, Louisiana also houses a higher percentage of offenders at the local level than do the other states and not all local jails offer offenders the same array of rehabilitative services as state correctional facilities.

Objective 2: Does DPS&C-CS ensure that each offender is assigned to an appropriate correctional facility as required by state law?

Results: DPS&C-CS does not ensure that each offender is assigned to an appropriate correctional facility as required by state law. Specifically, we identified the following related to the placement of DPS&C-CS offenders:

- The local jails, not DPS&C-CS, determine whether an offender is placed in a state correctional facility or in a local jail.
- DPS&C-CS does not evaluate the rehabilitation programs offered to its offenders housed at local jails or the progress of these offenders.
- Analyzing recidivism rates by local jail would help DPS&C-CS determine which local jails to have an agreement with to house its offenders.

Objective 3: Does DPS&C-CS use outcome data to evaluate the effectiveness of the rehabilitation programs offenders receive?

Results: DPS&C-CS offers numerous rehabilitation services to its offenders housed in state correctional facilities. While DPS&C-CS uses outcome data to assess the effectiveness of its education and transitional work programs, it does not use outcome data to evaluate the effectiveness of its substance abuse education and treatment programs.

Objective 4: Has DPS&C-CS implemented cost-saving measures with regard to the housing of offenders and the rehabilitation programs they receive?

Results: DPS&C-CS has implemented some cost-saving measures with regard to the housing of offenders and the rehabilitation programs they receive. We identified the following with regard to the cost-saving measures DPS&C-CS has implemented.

- DPS&C-CS currently saves approximately \$32.4 million annually by providing some alternatives to incarceration.
- DPS&C-CS could realize additional cost savings by further using medical parole as an alternative to incarceration.
- DPS&C-CS could potentially realize additional cost savings by using electronic monitoring as an alternative to incarceration for non-violent/non-sexual offenders.
- DPS&C-CS' policy allows eligible offenders to earn good time credit for completing Certified Treatment and Rehabilitation Programs (CTRP).

Objective 5: What challenges does the DPS&C-CS Probation and Parole division face as a result of the department's implementation of cost-saving measures?

Results: Cost-saving measures such as the early release of offenders for good time and alternatives to incarceration (e.g., day reporting centers, electronic monitoring) increase the number of offenders under the supervision of the DPS&C-CS Probation and Parole division. We identified the following challenges that could impact Probation and Parole's ability to accommodate this increase in offenders.

- As the number of offenders supervised by Probation and Parole officers increased over the past five fiscal years, the number of Probation and Parole officers decreased.
- The average caseloads for Probation and Parole officers is already higher than what national best practices recommend.
- The Probation and Parole case management system is not web based and does not interact with DPS&C-CS' data system, creating additional work for officers.

Area for Further Study: Louisiana may be incarcerating offenders longer than necessary based on a grant program that no longer provides the department money and has had no analysis of success.

Results: Beginning in 1996, the Violent Offender Incarceration and Truth-in-Sentencing (VOI/TIS) Incentive Formula Grant Program provided states with funding to build or expand correctional facilities or jails. To be eligible for the grant, the state had to implement laws that required persons convicted of a Part 1 violent crime to serve not less than 85 percent of the sentence imposed. Before this grant program began, state law required violent offenders to serve at least 75 percent of the sentence imposed before being eligible for parole. To be eligible for the VOI/TIS grant program, the legislature passed ACT 1099 of the 1995 Legislative Regular Session. This act requires a person convicted of a crime of violence to serve at least 85 percent of the sentence imposed before being eligible for parole.

According to the Bureau of Justice Assistance Web site, during fiscal years 1996 to 1998, Louisiana received approximately \$37.8 million in VOI/TIS grant funds. From fiscal years 2007 to 2009, this amount decreased to approximately \$739,290. During fiscal year 2010, Louisiana did not receive any grant money. In addition, during our audit we were unable to find any data regarding whether the VOI/TIS program resulted in a decrease in incarceration or recidivism rates. As a result, Louisiana may be incarcerating offenders longer than necessary without receiving any associated benefit.

Audit Initiation, Scope and Methodology

Louisiana Revised Statute (R.S.) 24:513(D)(4) directs the Office of Legislative Auditor to conduct performance audits, program evaluations, and other studies to enable the legislature and its committees to evaluate the efficiency, effectiveness, and operations of state programs and activities. In accordance with this legislative mandate, we scheduled a performance audit of DPS&C-CS.

We conducted this performance audit in accordance with generally accepted government auditing standards. These standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. We conducted this performance audit under the provisions of Title 24 of the Louisiana Revised Statutes of 1950, as amended.

The scope of our audit primarily covered fiscal year 2009; however, we included historical data for certain objectives to evaluate trends and patterns. To answer our five objectives, we reviewed internal controls relevant to the audit objectives and performed the following steps:

- Researched and reviewed state laws and internal policies and procedures

- Interviewed various DPS&C-CS staff and external stakeholders
- Conducted site visits at selected DPS&C-CS correctional facilities and parish jails
- Accompanied DPS&C-CS staff on a probation and parole monitoring visit
- Obtained and reviewed fiscal year 2009 expenditure data and the fiscal year 2010 final budget data for DPS&C-CS
- Obtained and analyzed CAJUN data (DPS&C-CS offenders database)
- Obtained the 2009 Adult Correctional System report from the Louisiana Legislative Fiscal Office
- Obtained and analyzed available probation and parole monitoring results from all monitoring activities
- Obtained and analyzed performance and outcome data, including recidivism data, from DPS&C-CS
- Obtained information on best practices and information from other states related to costs, monitoring, and outcomes for all objectives

Overview of DPS&C-CS

Mission, Budget and Staffing. The mission of DPS&C-CS is to enhance public safety through the safe and secure incarceration of offenders, effective probation and parole supervision, and proven rehabilitative strategies that successfully reintegrate offenders into society and assist individuals and communities victimized by crime. For fiscal year 2010, DPS&C-CS' final budget was approximately \$665.9 million and 5,820 positions. Exhibit 1 summarizes the breakdown of DPS&C-CS' appropriations and positions by budget unit.

Exhibit 1 DPS&C-CS FY 2010 Final Budget and Authorized Positions by Budget Unit				
Budget Unit	Description	Appropriations	Percent of Appropriations	Authorized Positions
Corrections Administration	Includes the Office of the Secretary, Management and Finance, Adult Services, and the Pardon and Parole Boards.	\$38,062,811*	5.7%	171
Adult Institutions	Includes 12 state correctional facilities.	\$383,714,674	57.6%	4,820
Probation and Parole	Includes Administration and Support and Field Services.	\$62,260,351	9.4%	829
Local Housing of State Adult Offenders	DPS&C-CS uses 117 local correctional facilities to house its offenders, including those in a transitional work program, ¹ for a set fee.	\$181,874,261**	27.3%	N/A
Total		\$665,912,097	100%	5,820
*\$13,383,477 (35%) of the Administration Budget was for Retirees Group Insurance. **This appropriation comes out of the Schedule 20 state fund. Source: Created by legislative auditor's staff using information from the Executive Budget and DPS&C-CS' final fiscal year 2010 budget.				

Housing of Offenders. Offenders in the custody of DPS&C-CS are housed in one of 12 state correctional facilities or 117 local jail facilities. According to R.S. 15:824, DPS&C-CS is permitted to house offenders in local jails if space is unavailable at a state correctional facility. DPS&C-CS has agreements with local jails and requires them to follow the department's Basic Jail Guidelines (BJG) when housing its offenders. DPS&C-CS monitors the local jails for compliance with these guidelines once every three years or more often if the local jail has deficiencies.

During fiscal year 2010, the total capacity of state correctional facilities was approximately 19,178 offenders. As of July 30, 2010, DPS&C-CS had 39,679 offenders in its custody. Of these offenders, 18,973 (47.8%) were housed in state correctional facilities.² The remaining 20,706 (52.2%) were housed in local jails. This total includes 3,581 offenders participating in transitional work programs. Appendix B list all state correctional facilities and the maximum capacity for each facility during fiscal year 2010. Appendix C lists the local jails DPS&C-CS uses to house offenders, the maximum capacity of each jail, and the number and percentage of DPS&C-CS offenders housed in each.

¹ Up until 2010, the transitional work program was called the work release program.

² The number of offenders in DPS&C-CS custody is constantly changing. According to DPS&C-CS management, the department tries to maintain 100% capacity at state institutions.

Top Convictions in Louisiana. During fiscal years 2007 through 2009, 84,576 DPS&C-CS offenders were sentenced in Louisiana to either incarceration or probation. These 84,576 offenders had a total of 146,756 crimes for which they were convicted.³ The top 10 crimes, which account for 64.3 percent of all crimes offenders committed, were all non-violent/non-sexual crimes. Exhibit 2 summarizes the top 10 crimes for which DPS&C-CS offenders were convicted from fiscal year 2007 through 2009.

Exhibit 2 Top 10 Convictions of DPS&C-CS' Offenders in Louisiana Fiscal Years 2007 through 2009			
Statute	Crime	Count*	%
1. R.S. 40:967	Drug Crime. To produce, manufacture, distribute, or dispense or possess with intent to produce, manufacture, distribute or dispense, a controlled dangerous substance or controlled substance	38,636	26.33%
2. R.S. 40:966	Drug Crime. Distribution or possession with intent to distribute narcotic drugs; possession of marijuana	14,579	9.93%
3. R.S. 14:62	Theft. Simple Burglary	12,620	8.60%
4. R.S. 14:67	Theft. Theft	6,342	4.32%
5. R.S. 14:98	Other. Operating a vehicle while intoxicated	5,328	3.63%
6. R.S. 40:969	Drug Crime. Prohibited Schedule IV Acts	4,582	3.12%
7. R.S. 14:72	Fraud. Forgery	3,867	2.63%
8. R.S. 40:964.II:A	Drug Crime. Substances of vegetable origin or chemical synthesis	3,337	2.27%
9. R. S. 14:69	Theft. Illegal possession of stolen goods	2,626	1.79%
10. R.S. 14:67.B(1)	Theft. Theft of value greater than or equal to \$500	2,513	1.71%
Total		94,430	64.33%
*The count represents the number of convictions not the number of offenders for these three fiscal years. One offender can be charged with multiple crimes. Source: Created by legislative auditor's staff using information from Westlaw and DPS&C-CS.			

Offender Population. According to DPS&C-CS, as of May 2010, 19,772 of those incarcerated by DPS&C-CS were non-violent/non-sexual offenders. These offenders comprised 51.0 percent of the total DPS&C-CS offender population. The cost to house these offenders was approximately \$240.7 million or 36.1 percent of DPS&C-CS' \$665.9 million fiscal year 2010 final budget. Exhibit 3 summarizes the costs of housing non-violent/non-sexual offenders in both state correctional facilities and local jails. Considering that the top 10 crimes are non-violent/non-sexual crimes, which account for approximately 64 percent of all crimes committed, DPS&C-CS has the opportunity to use alternatives to incarceration. The alternatives to incarceration that DPS&C-CS currently uses are discussed in objective 4 of this report.

³ An offender may be convicted of more than one crime.

Exhibit 3 Cost of Housing 19,772 Non Violent/Non Sexual DPS&C-CS Offenders As of May 2010			
Category	Number of Offenders	Cost Per Offender Per Day	Total Cost per Day for all Offenders
Number of Non-Violent/Non-Sexual offenders housed in state correctional facilities	5,844	\$54.70*	\$319,667
Number of Non-Violent/Non-Sexual offenders housed in local jails	13,928	\$24.39	339,704
Total Costs DPS&C-CS is Spending <u>per Day</u> on Non-Violent/Non-Sexual Offenders			\$659,371
Total Costs DPS&C-CS is Spending <u>per Year</u> on Non-Violent/Non-Sexual Offenders			\$240,670,313
*This is a DPS&C-CS weighted-average cost of the total per day per offender as of April 2010 for all state facilities. Source: Created by legislative auditor's staff using information from DPS&C-CS.			

Rehabilitative Services and Costs. DPS&C-CS offers numerous rehabilitation services to its offenders housed in state correctional facilities. These rehabilitation services are paid by the Sheriff's Fund appropriations and DPS&C-CS' appropriations.⁴ Exhibit 4 describes these rehabilitation services and their corresponding costs during fiscal year 2009.

Exhibit 4 Rehabilitation Services and Costs FY 2009 Expenditures		
Rehabilitation Service	Description	Cost
Education Programs	Includes academic and some vocational programs offered only at state facilities.	\$4,524,740*
Substance Abuse Education Programs	Includes substance abuse education programs and mental health programs (e.g., Alcoholics Anonymous, Beat the Streets, Drug Dealers Anonymous) offered only at all state facilities. These programs are not considered treatment programs.	6,675,298*
Substance Abuse Treatment Programs	Includes three therapeutic community substance abuse treatment programs. These are the Steve Hoyle Rehabilitation Program, Blue Walters Substance Abuse Treatment Program, and Concordia Parish Treatment Program. ⁵	10,392,257**

⁴ The Sheriff's Fund is used to pay for these programs for DPS&C-CS offenders housed in local jails.

⁵ The Steve Hoyle Rehabilitation moved and merged into the Forcht Wade Correctional Center Substance Abuse Treatment Program in January 2009. Because of the newness of the Forcht Wade program and the lack of data available for this program, we did not include it in the scope of our audit.

Exhibit 4 Rehabilitation Services and Costs FY 2009 Expenditures		
Rehabilitation Service	Description	Cost
Transitional Work Program	The transitional work program (formally work release program) prepares offenders for the gradual reduction of supervision and increased responsibilities. Eligible offenders may enter a traditional work program center from 6 months to 3 years prior to release from incarceration, depending on the offense of conviction. This program is also used as an alternative to incarceration for technical parole violators.	\$22,334,145
Total		\$43,926,440
*Includes grant funding and does not include vocational dollars funded by the Louisiana Community Technical College System. ** Includes the cost to house the offender because the cost of the substance abuse programs could not be broken out. Source: Created by legislative auditor's staff using information from DPS&C-CS.		

Probation and Parole. The mission of Probation and Parole is to protect public safety by providing for the investigation and supervision of adjudicated adult offenders through the enforcement of legal statutes and community-based programs designed to facilitate the offender's adjustment and reintegration into society. The average cost to supervise an offender on probation and parole is \$2.54 per day. As of June 10, 2010, DPS&C-CS had 67,940 offenders on parole.

Objective 1: What is Louisiana's cost per day to house adult offenders and how does it compare to other states?

Offenders sentenced to DPS&C-CS are housed in a state correctional facility or in a local jail. During fiscal year 2009, DPS&C-CS' average cost per day to house an offender was \$42.75. Based on this cost, Louisiana had the fourth lowest cost per day for housing offenders during fiscal year 2009 compared to other states in the Southern Legislative Conference. However, Louisiana also houses a higher percentage of offenders at the local level than do the other states and not all local jails offer offenders the same array of rehabilitative services as do state correctional facilities. These issues, which are summarized in more detail below and pages 12-13, must be taken into account when comparing Louisiana's costs to other states.

Louisiana had the fourth lowest cost per day for housing offenders compared with other states during fiscal year 2009

Louisiana had the fourth lowest cost for housing offenders when compared to the 14 other states in the Southern Legislative Conference⁶ during fiscal year 2009. During fiscal year 2009, Louisiana's average cost per day to house a DPS&C-CS offender was \$42.75. This average includes \$14.1 million in one time money DPS&C-CS received for hurricanes Gustav and Ike. If this one time money is excluded from the DPS&C-CS cost per day for fiscal year 2009, DPS&C-CS would have the third lowest cost per day when compared to the other 14 states in the Southern Legislative Conference. The average cost to house an offender per day in the Southern Legislative Conference during this same timeframe was \$50.75. Exhibit 5 shows Louisiana's cost to house offenders per day compared to the 14 other states in the Southern Legislative Conference.

Exhibit 5 Cost Per Day in Southern Legislative Conference States		
State	Cost Per Day	Percent Housed in Local Jails
South Carolina	\$39.86	1.46%
Mississippi	40.67	6.30%
Alabama	42.45	2.41%
Louisiana	42.75	47.44%
Texas	43.60	1.15%
Missouri	45.09	0.00%
Georgia	51.87	0.00%
Oklahoma	52.10*	1.77%

⁶ The Southern Legislative Conference is the largest of four regional legislative groups operating under the Council of State Governments, a nonpartisan, region-based organization that brings state leaders together. The mission of the Southern Legislative Conference is to encourage intergovernmental cooperation among its 15-member states and foster the exchange of insights and ideas to help state officials shape public policy.

Exhibit 5 (Continued) Cost Per Day in Southern Legislative Conference States		
State	Cost Per Day	Percent Housed in Local Jails
Kentucky	\$53.61	34.02%
Arkansas	53.97	11.38%
Florida	55.09	0.06%
West Virginia	58.79	20.28%
Tennessee	64.38	29.11%
Virginia	67.58	15.26%
North Carolina	74.77*	0.00%
Overall Weighted-Average	\$50.75	11.38%
*Based on FY 2008 statistics. The FY 2009 statistics were not available for these states. Source: Created by legislative auditor's staff using information from the 2009 Adult Correctional Systems Report prepared by the Louisiana Legislative Fiscal Office.		

Louisiana houses a higher percentage of offenders in local jails than do other states

As Exhibit 5 shows, while Louisiana has the fourth lowest cost for housing offenders in the Southern Legislative Conference, it houses a higher percentage of offenders (47.4%) at the local level than all other Southern Legislative Conference states. As of July 30, 2010, the percentage of DPS&C-CS offenders housed in local jails increased to 52.2 percent. During this timeframe, DPS&C-CS spent an average of \$54.70 and \$24.39 per offender per day to house DPS&C-CS offenders in state correctional facilities and local jails, respectively. Based on the 19,651 offenders housed in local jails during fiscal year 2010, this difference of \$30.31 per offender per day resulted in a savings of approximately \$596,000 per day and approximately \$217 million per year. As a result, the high percentage of offenders housed in local jails is important to consider when comparing Louisiana's costs to other states.

Not all local jails offer the same array of rehabilitation programs as state correctional facilities, whereas some do not offer any

When comparing costs, it is also important to consider that not all of DPS&C-CS offenders in local jails receive the same array of rehabilitative programs as offenders housed in state correctional facilities. According to un-audited information DPS&C-CS obtained from the local jails, 23.6 percent of the local jails that house DPS&C-CS offenders do not offer any rehabilitation programs. Therefore, while Louisiana houses offenders at a lower cost per day, offenders in local jails may not be receiving the programs they need to successfully re-enter society upon their release. This difference with regard to the offering of rehabilitative programs is important considering that from calendar years 2007 through 2009, 74.4 percent of all DPS&C-CS offenders released were released from local jails. Exhibit 6 shows the breakdown by year.

Exhibit 6				
Total DPS&C-CS Offenders				
Released from State Correctional Facilities and Local Jails				
Calendar Years 2007 through 2009				
	2007	2008	2009	Total
State Correctional Facilities	3,935	3,851	3,725	11,511
Local Jails	10,891	11,154	11,440	33,485
Total Offenders Released				44,996
Percentage of Offenders Released from Local Jails				74.4%
Source: Created by legislative auditor's staff using information from DPS&C-CS.				

Objective 2: Does DPS&C-CS ensure that each offender is assigned to an appropriate correctional facility as required by state law?

DPS&C-CS does not ensure that each offender is assigned to an appropriate correctional facility as required by state law. Specifically, we identified the following related to the placement of DPS&C-CS offenders:

- The local jails, not DPS&C-CS, determine whether an offender is placed in a state correctional facility or in a local jail.
- DPS&C-CS does not evaluate the rehabilitation programs offered to its offenders housed at local jails or the progress of these offenders.
- Analyzing recidivism rates by local jail would help DPS&C-CS determine which local jails to have an agreement with to house its offenders.

These issues are discussed in more detail in the sections below.

The local jails, not DPS&C-CS, determine whether an offender is placed in a state correctional facility or in a local jail

Once a DPS&C-CS offender is sentenced by a judge, the offender returns to the local jail where he/she was housed during trial. Except for specific circumstances such as the offender is sentenced to death row or a crime of high notoriety, the local jail, not DPS&C-CS, will decide whether the offender should go to a state correctional facility or stay at the local jail. However, DPS&C-CS has not provided the local jails with criteria for making this determination. According to DPS&C-CS officials, the local jails generally send the mentally/medically impaired offenders and those with behavior issues to a state correctional facility. However, DPS&C-CS does not require the local jails to conduct a placement assessment of the offenders they keep, nor does it conduct its own placement assessment of these offenders. As a result, DPS&C-CS cannot ensure that a local jail is the most appropriate setting for them.

R.S. 15:824 requires the director of corrections to assign each newly committed offender to an appropriate correctional facility. DPS&C-CS cannot fulfill this mandate unless it first assesses offenders to determine their rehabilitative needs. However, DPS&C-CS only conducts a placement assessment when a local jail sends the offender to a state correctional facility or when an offender is transferring between state correctional facilities. These assessments, which last approximately four weeks, take place at the Hunt Reception and Diagnostic Center (HRDC). While at the HRDC, each offender receives a medical/mental health screening and an educational screening (if under the age of 22). Using a risk assessment process, HRDC staff determine the rehabilitative programs the offenders need. This process assists staff to place them in the appropriate state correctional facility.

According to DPS&C-CS officials, the department lacks resources, such as staff and facilities, to conduct initial assessments on offenders housed in local jails. DPS&C-CS officials also stated that if the local jails are asked to do additional work such as offender assessments, the cost to house offenders in local jails will rise. Considering approximately 52.2 percent of DPS&C-CS offenders are housed in local jails and the majority of DPS&C-CS offenders released annually are released from local jails, it is imperative that DPS&C-CS ensure that offenders are placed in a facility that best suits their rehabilitation needs.

Recommendation 1: DPS&C-CS management should assign each newly committed offender to an appropriate correctional facility as required by state law or require the local jails to use criteria approved by the department to make the determination if permitted by state law.

Summary of Management's Response: DPS&C-CS agrees with this recommendation. The department assigns each new offender committed to a state correctional facility to the appropriate state correction facility. The department continually works with local facilities to ensure their classification plan is appropriate and effective.

Additional LLA Comments: As stated in the report, DPS&C-CS conducts a placement assessment when a local jail sends an offender to a state correctional facility or when an offender is transferring between state correctional facilities. It does not require the local jails to conduct a placement assessment of the offenders they keep, nor does it conduct its own placement assessment of these offenders. When asked if the department provides the local jails with formal criteria by which to assess offenders to ensure they are assigned to an appropriate local facility, DPS&C-CS never discussed or provided evidence of the classification plan mentioned in its response.

Recommendation 2: DPS&C-CS management should ensure the rehabilitation needs of offenders are taken into consideration when deciding where to place them.

Summary of Management's Response: DPS&C-CS agrees with this recommendation. Offenders who are processed through the department's reception and diagnostic center are given a wide array of testing to ensure their rehabilitative needs are adequately met. For those offenders housed at the local level, the department requires that the local jails provide appropriate basic program/rehabilitative services to the offenders.

Additional LLA Comments: Requiring local jails to provide basic programmatic/rehabilitative services to offenders does not ensure that the specific needs of those offenders are being met. The department must take these needs into consideration before the offender is placed into a correctional facility.

DPS&C-CS does not evaluate the rehabilitation programs offered to its offenders housed at local jails or the progress of these offenders

DPS&C-CS does not evaluate rehabilitation programs the local jails offer to DPS&C-CS offenders, including the participation rates, completion rates, and overall effectiveness. In the past, the department did not know what programs, if any, the local jails offered to DPS&C-CS offenders. However, in 2010, the department began taking inventory of programs to conduct evaluations. According to DPS&C-CS officials, the department's agreement with local jails does not require them to collect and provide performance information on their rehabilitation programs to the department. As a result, DPS&C-CS does not know whether its offenders are receiving programs at the local level or whether the programs they are receiving are effective. It is important that DPS&C-CS start tracking this information because the majority of DPS&C-CS offenders being released each year are released from local jails.

In addition, once DPS&C-CS offenders have been placed in local jails, DPS&C-CS does not track their rehabilitative progress, including whether or not the local jails perform any medical, mental, or rehabilitation evaluations. In cases where a local jail performs an evaluation, this information is not entered into CAJUN, DPS&C-CS' offender database. As a result, DPS&C-CS cannot monitor the rehabilitative progress of its offenders and ensure that they are receiving the rehabilitative services they need.

In contrast, when an offender is placed at a state correctional facility, the offender receives a Reentry Accountability Plan. This plan helps guide DPS&C-CS to address the offender's rehabilitation needs, including reentry planning. Based on the results of this plan, DPS&C-CS can monitor whether or not the offender is receiving the rehabilitative services needed to successfully reenter society. If a facility is not meeting the offender's needs, DPS&C-CS can initiate a transfer of this offender to a more appropriate correctional facility.

Recommendation 3: DPS&C-CS management should track the rehabilitation programs offered to its offenders at the local jails, including whether or not they are effective.

Summary of Management's Response: DPS&C-CS agrees with this recommendation and has begun an inventory of all non-Certified Treatment and Rehabilitation Programs (CTRP) offered at the local jails. Once this inventory is complete, the department will develop objective criteria (e.g., recidivism) to determine the effectiveness of these programs.

Recommendation 4: DPS&C-CS management should create a process so that all evaluations performed on DPS&C-CS offenders at the local level are entered into CAJUN. This information will allow the department to monitor the rehabilitative progress of its offenders housed in local jails and determine whether they are in the appropriate facility to meet their rehabilitative needs.

Summary of Management's Response: DPS&C-CS agrees with this recommendation and has recently begun capturing information for those offenders at the local level who have completed CTRP courses in order to classify and apply for additional good time credit. Additionally, the Department has begun a pilot program where one facility is implementing the practice of completing the Louisiana Risk Needs Assessment (LARNA) for each offender as specified in Department regulations. The pilot is being implemented with the goal of tracking institutional progress on each offender housed in a local jail.

Analyzing recidivism rates by local jail would help DPS&C-CS determine which local jails to have an agreement with to house its offenders

DPS&C-CS annually calculates the recidivism rates of its offenders housed in local jails, by parish. The five-year recidivism rate calculated on June 30, 2009, for parishes overall was 47.7 percent compared to 46.0 percent for the state facilities. However, the recidivism rates of the individual parishes ranged from 14.3 percent in West Feliciana Parish to 61.5 percent in Allen Parish. Appendix D shows the five-year recidivism rates by parish.

DPS&C-CS should further analyze recidivism rates by local jail. DPS&C-CS could then use these rates as criteria in determining which local jails may have the best rehabilitative success and the best jails to house its offenders. It should be noted, however, that the difference in recidivism rates between the parishes may be due, in part, to varying offender populations (e.g., violent versus non-violent) in the local jails and not just the rehabilitative effectiveness of a particular jail. Providing the local jails with formal assessment criteria when determining where to house an offender may help decrease disparities in offender populations.

Recommendation 5: DPS&C-CS management should analyze the recidivism rates of the local jails it uses to house its offenders and use this information to determine the best jails to have an agreement with for housing.

Summary of Management's Response: DPS&C-CS disagrees with this recommendation and states the Department does track recidivism of offenders placed in local jails. However, there are many other factors beyond recidivism that define the effectiveness of a local facility. The total number of offenders, the number of transfers, and the profile of the offender are all factors that should be considered.

LLA's Additional Comments: While discussing this issue with DPS&C-CS management, it only provided audit staff with the recidivism rates by parish. Department staff was not using recidivism rates by the individual jails to measure the effectiveness of those facilities. While we recognize there are many factors that assist in defining the effectiveness of a local jail, we recommend that the department use facility-specific recidivism rates as one of its measures.

Objective 3: Does DPS&C-CS use outcome data to evaluate the effectiveness of the rehabilitation programs offenders receive?

DPS&C-CS offers numerous rehabilitation services to its offenders housed in state correctional facilities. While DPS&C-CS uses outcome data to assess the effectiveness of its education and transitional work programs, it does not use outcome data to evaluate the effectiveness of its substance abuse education and treatment programs. Exhibit 7 lists these programs, number of completers, their total costs, and the cost per participant during fiscal year 2009.

Exhibit 7 DPS&C-CS Rehabilitation Programs Number of Completers and Costs, FY 2009			
Type of Program	Number of Completers	Total Cost	Cost Per Participant
Education Programs	3,414	\$4,524,740*	\$1,325
Transitional Work Program	8,542**	22,334,145	2,615
Substance Abuse Education Programs	N/A	6,675,298*	N/A
Substance Abuse Treatment Programs	257	10,392,257***	40,437
*Includes grant funding. **Number of participants. ***This number includes the cost to house the offender because the cost of the substance abuse programs could not be broken out. It also includes the \$1,113,716 paid out of the Schedule 21 Sheriff's Fund as part of the local jail per diem rate, not the DPS&C-CS budget. Source: Created by legislative auditor's staff using information from DPS&C-CS.			

According to the Florida Legislature's Office of Program Policy Analysis & Government Accountability, correctional agencies should collect specific data on program participation and use this information to measure and regularly report on program performance. This data should include program completion rates, intermediate outcomes, long-term outcomes, and cost effectiveness. DPS&C-CS management currently evaluates this type of information for its education and transitional work programs. For example, according to the data DPS&C-CS collects, recidivism rates are lower for offenders who participate in education and transitional work programs than for those who do not. This information assists DPS&C-CS management to determine whether these programs are successful. Appendix E shows the outcomes for the education and transitional work programs during fiscal year 2009, as compared to stated performance measures. Having performance measures such as these give DPS&C-CS a benchmark for improving its processes.

While DPS&C-CS tracks outcome measures for its education and transitional work programs, it does not for its substance abuse education and treatment programs. This is because DPS&C-CS either does not collect the information or does not use the information it does collect to develop outcome measures. For example, DPS&C-CS does not track the participation, completion, or recidivism rates of offenders who participate in the substance abuse education programs. While DPS&C-CS does track this type of information for its substance abuse

treatment programs, it has not used this data to develop outcome measures to evaluate the effectiveness of the programs. As a result, DPS&C-CS cannot evaluate the outcomes of its substance abuse programs and whether they are successful. Considering the average amount spent per offender in a substance abuse treatment program during fiscal year 2009 was \$40,437, it is imperative that DPS&C-CS evaluate whether or not these programs are successful.

Recommendation 6: DPS&C-CS management should use the outcome measures for education and transitional work programs as a model to develop measurable outcomes for all substance abuse programs.

Summary of Management's Response: DPS&C-CS agrees with this recommendation. As of January 2010, the mission of the 500 bed Forcht Wade Correctional Center (FWCC) was amended to refocus the institution as the department's main provider of substance abuse programming. The progress for offenders is measured monthly to ensure appropriate progress.

Recommendation 7: DPS&C-CS management should calculate the number of participants, completions, and recidivism rates for offenders who participate and complete substance abuse education programs.

Summary of Management's Response: DPS&C-CS agrees with this recommendation. Substance abuse education programs are offered through its pre-release curriculum to all eligible offenders. Data is collected on a monthly basis to calculate the number of participants and completers. The department will calculate the recidivism rates for those offenders that complete substance abuse education.

Additional LLA Comments: DPS&C-CS' pre-release curriculum is a 100-hour program of which only 9 hours is dedicated to substance abuse education. In addition to the pre-release substance abuse education program, the department offers approximately 14 other substance abuse education programs during the offender's time in prison. The department does not collect the number of participants and completers for these programs.

Recommendation 8: DPS&C-CS management should use outcome measures for its substance abuse education and treatment programs to determine the effectiveness of these programs and help develop outcome measures.

Summary of Management's Response: DPS&C-CS agrees with this recommendation. The substance abuse programs utilized by the department are evidence based and have been proven effective nationally. The department will track recidivism rates for all offenders that complete substance abuse education and treatment programs. The recidivism rates will be used to determine the effectiveness of these programs.

Objective 4: Has DPS&C-CS implemented cost-saving measures with regard to the housing of offenders and the rehabilitation programs they receive?

DPS&C-CS has implemented some cost-saving measures with regard to the housing of offenders and the rehabilitation programs they receive. We identified the following with regard to the cost-saving measures DPS&C-CS has implemented:

- DPS&C-CS currently saves approximately \$32.4 million annually by providing some alternatives to incarceration.
- DPS&C-CS could realize additional cost savings by further using medical parole as an alternative to incarceration.
- DPS&C-CS could potentially realize additional cost savings by using electronic monitoring as an alternative to incarceration for non-violent/non-sexual offenders.
- DPS&C-CS' policy allows eligible offenders to earn good time credit for completing Certified Treatment and Rehabilitation Programs (CTRPs).

DPS&C-CS currently saves approximately \$32.4 million annually by providing some alternatives to incarceration

Alternatives to incarceration should cost-effectively contribute to a reduction of the prison population, while meeting the needs of the offender and reducing crime in the community. DPS&C-CS currently offers the following alternatives to incarceration:

- **Don Francois Alternative Treatment Program** - DPS&C-CS has a contract with the Concordia Parish Sheriff's Office to provide programmatic services for selected offenders housed at the Concordia Parish Detention Facility for technical violations of probation or parole in lieu of revoking their probation or parole status.
- **Day Reporting Centers** - These centers are for offenders on parole who would otherwise have their probation revoked and be sent back to prison. DPS&C-CS has a Day Reporting Center in New Orleans and Shreveport and plans to open five more over the next few years.
- **Transitional Work Program** - This program is formally the work release program and allows offenders to work during the day and return to the local jails at night.

Exhibit 8 compares the average cost of these alternatives to incarceration to DPS&C-CS' average cost to house an offender.

Exhibit 8 DPS&C-CS' Current Alternatives to Incarceration					
Program	Average Number of Offenders and Cost Per Year	Average Cost Per Offender Per Year for Alternative Program	Average Correctional Cost Per Offender Per Year (\$39.06/day)*	Estimated Annual Savings Per Offender	Estimated Annual Savings Based on Average # of Participating Offenders
Don Francois Program	360 offenders per year at an average cost of \$4.65 per offender per day.	\$1,697	\$14,257	\$12,560	\$4,521,474 (360 x \$12,560)
Day Reporting Centers	150 offenders per year per center at an average cost of \$9.85 per offender per day	\$3,595	\$14,257	\$10,662	\$1,599,248 (150 x \$10,662)
Transitional Work Program**	3,413 on average per day who participated during fiscal year 2009 at a weighted-average cost of \$17.93 per offender per day	\$6,544	\$14,257	\$7,712	\$26,322,592 (3,413x \$7,712)
Total Estimated Annual Savings					\$32,443,314
<p>*Fiscal year 2011 budgeted average cost to house all DPS&C-CS offenders, including those housed in local jails.</p> <p>** While not a true alternative to incarceration, transitional work programs are an alternative to traditional incarceration where offenders are locked up 24hrs/day. The \$17.93 is the weighted-average and is based on DPS&C-CS' transitional work program agreement with the local jail.</p> <p>Source: Created by legislative auditor's staff using information from DPS&C-CS.</p>					

DPS&C-CS could realize additional cost savings by further using medical parole as an alternative to incarceration

DPS&C-CS currently has a process in place to release offenders on medical parole, but may not be fully using this process as an alternative to incarceration. R.S. 15:574.20 gives the Parole Board authority to medically parole offenders when their physical health meets certain requirements. It also states that DPS&C-CS should identify those inmates who may be eligible for medical parole based upon available medical information. Medical parole reduces the number of offenders incarcerated and the costs associated with housing an offender.

DPS&C-CS may not be using medical parole to its full cost-saving potential. During calendar years 2006 through 2009, DPS&C-CS recommended six offenders for medical parole and all six offenders were paroled. To be eligible for medical parole, an offender has to be

permanently incapacitated or terminally ill. According to DPS&C-CS officials, these two conditions are very hard to define and has limited the number of offenders they recommend for medical parole. According to DPS&C-CS management, the department could have recommended more eligible offenders, but because of public perception, the department is very cautious in its selection and reviews each offender on a case-by-case basis.

Recommendation 9: DPS&C-CS management should continue to identify offenders who are eligible for medical parole and evaluate whether the department should expand its use of this alternative to incarceration.

Summary of Management's Response: DPS&C-CS agrees with this recommendation and has started an effort to expand this program. Since May 2010, the Department has met and worked with the Department of Health and Hospitals regarding Medicaid eligibility for paroled offenders and with the Louisiana Nursing Home Association to determine the willingness of their members to house those offenders that are eligible for Medical parole. The Sentencing Commission is also reviewing the program.

Additional LLA Comments: DPS&C-CS' official response found in Appendix A stated that the department has recommended and received approval for 27 medical releases in the last three years. This number includes compassionate releases authorized by the secretary and are not considered medical parole. According to data we received from the Medical Parole Board, only six offenders were released to medical parole during calendar years 2006 through 2009.

DPS&C-CS could potentially realize additional cost savings by using electronic monitoring as an alternative to incarceration for non-violent/non-sexual offenders

Electronic monitoring requires offenders to wear devices that either actively or passively monitor their locations to ensure that they are where they are required to be (usually at home or work). Electronic monitoring averages \$9.32/day per offender, nationally. Currently, DPS&C-CS does not use electronic monitoring as an alternative to incarceration. The department only uses electronic monitoring for sex offender cases to monitor locations and third offense DWIs to monitor curfews. The current cost to DPS&C-CS for electronic monitoring is \$4.26 - \$5.78 per offender per day, which includes the cost of supervision provided by Probation and Parole officers.

As stated earlier, as of May 2010, 19,772 non-violent/non-sexual offenders were in the custody of DPS&C-CS. The cost savings of using electronic monitoring as an alternative to incarceration for these offenders, assuming they are suitable for this alternative, at the national rate of \$9.32 per day, would be approximately \$31 per offender per day or \$11,315 per offender annually when compared to average cost of \$40.14 per day to currently house a DPS&C-CS offender. This cost per day savings results in an overall savings of approximately \$1.1 million annually for every 100 non-violent/non-sexual offenders in DPS&C-CS custody deemed

appropriate for electronic monitoring. While the department would like to use electronic monitoring as an alternative to incarceration, it currently lacks the staffing and money needed to implement this program.

Recommendation 10: DPS&C-CS management should determine the benefits of using electronic monitoring as an alternative to incarceration for offenders, including the potential cost savings.

Summary of Management's Response: DPS&C-CS agrees with this recommendation and states electronic monitoring can be a viable alternative to incarceration for certain non-violent/non-sexual offenders. The department, in conjunction with the Sentencing Commission will determine the feasibility of expanding this alternative for other non-violent offenders.

Recommendation 11: DPS&C-CS management should ensure sufficient cost savings are transferred to Probation and Parole to cover the added cost as a result of the alternatives to incarceration.

Summary of Management's Response: DPS&C-CS agrees with this recommendation and states that cost savings recognized as a result of utilizing alternatives to incarceration should be reinvested in Probation and Parole to offset the added cost of supervision of offenders diverted from incarceration. Any reinvestment recommendations would require Legislative approval.

DPS&C-CS policy allows eligible offenders to earn good time credit for completing CTRPs

Eligible offenders earn good time credits for completing CTRPs. These programs, which are approved by DPS&C-CS, include education programs, substance abuse programs, and regional reentry programs. For every CTRP an offender completes, he could receive up to 180 days of good time credit. As a result, offenders who complete these programs spend less time incarcerated. This reduction in incarceration time can potentially contribute to cost savings for the department. For example, the state saves approximately \$337,950 for every 100 eligible DPS&C-CS offenders who earn 180 days of good time credit by completing one CTRP. This savings is based on the average correctional cost of \$40.14 to house an offender each day.

On April 19, 2010, DPS&C-CS issued a Department regulation that increased the maximum total good time credits from 180 days to 540 days for participating/completing CTRPs. This change could increase DPS&C-CS' savings to \$1,013,850 for every 100 offenders who earn 540 days of good time credit in the future.

Objective 5: What challenges does the DPS&C-CS Probation and Parole division face as a result of the department's implementation of cost-saving measures?

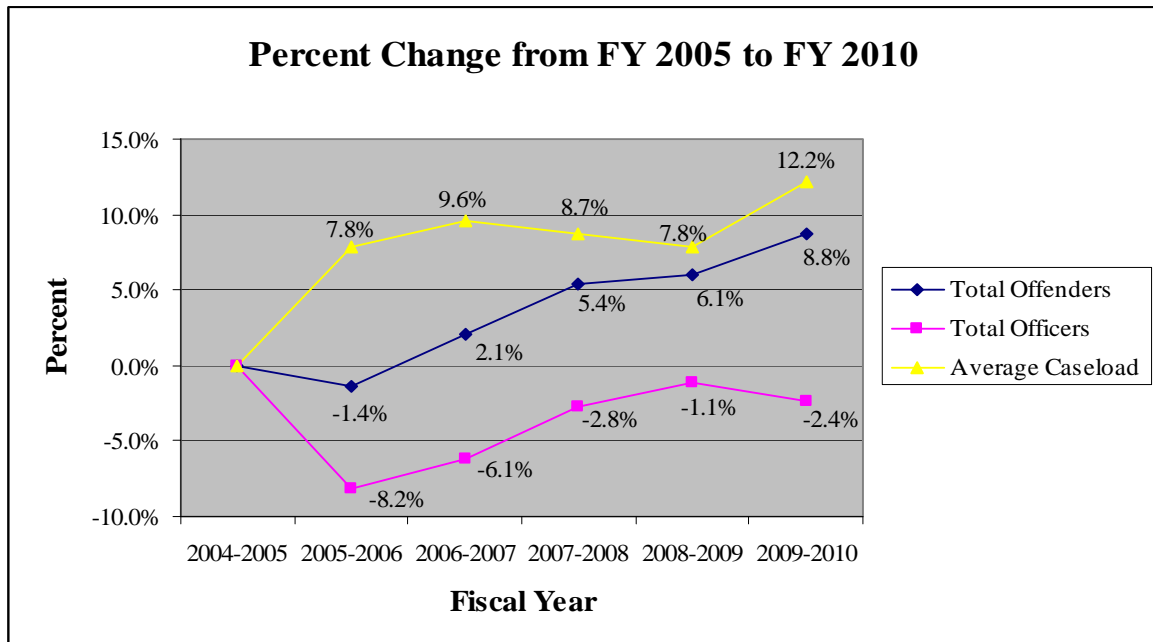
Cost-saving measures such as the early release of offenders for good time and alternatives to incarceration (e.g., day reporting centers, electronic monitoring) increase the number of offenders under the supervision of the DPS&C-CS Probation and Parole division. We identified the following challenges that could impact Probation and Parole's ability to accommodate this increase in offenders.

- As the number of offenders supervised by Probation and Parole officers increased over the past five fiscal years, the number of Probation and Parole officers decreased.
- The average caseloads for Probation and Parole officers is already higher than what national best practices recommend.
- The Probation and Parole case management system is not web-based and does not interact with DPS&C-CS' data system, creating additional work for officers.

As the number of offenders increased over the past five fiscal years, the number of Probation and Parole officers decreased

Probation and Parole's caseload per officer has increased by 12.2 percent over the past five fiscal years. DPS&C-CS' average probation and parole caseload for fiscal years 2005 through 2010 increased from 115 in 2005 to 129 in 2010 or 12.2 percent over these years. Exhibit 9 on the following page summarizes the caseload trend over the past five years compared to the total officers and total offenders. As illustrated in Exhibit 9, the number of offenders have increased and the number of officers have decreased. As a result, the average caseload has increased.

Exhibit 9



Source: Prepared by legislative auditor's staff using information from DPS&C-CS.

DPS&C-CS' average caseloads for probation and parole officers is already higher than what national practices recommend

The average current caseload for all officers is 131 offenders, with an average caseload of 45 for parole officers with high priority cases and 146 for parole officers with a mixture of different priority cases. Best practice recommends a caseload of 30 offenders for high priority cases and 120 offenders for low priority cases. When compared to best practices, DPS&C-CS' high priority caseloads (e.g., sex offender caseload) are 50 percent higher than what national best practices recommend. In addition, DPS&C-CS' caseload of 146 for parole officers with a mixture of priority cases, which could include medium and high priority cases, exceeds the best practice criteria for low case priorities by approximately 22 percent.

According to the American Probation and Parole Association (APPA), for a caseload size to be effective and efficient, there must be varying amounts of supervision provided to offenders. The more serious or higher priority cases are assigned a greater level of supervision, meaning that the officer will be expected to have more frequent contact with that offender. Lower priority cases demand less time of the caseload officer. The Model System incorporates classification with a method of accounting for cases known as the "workload" model. The workload model is based on differentiation among cases. Under the workload approach, time factors into the weight that a case receives when assigning it to an officer and for accounting for its contribution to the officer's total responsibilities. Exhibit 10 summarizes the best practice caseload.

Exhibit 10 APPA Supervised Caseload Approach Workload Model		
Case Priority	Hours per Month	Total Caseload*
High	4 hours	30 cases
Medium	2 hours	60 cases
Low	1 hour	120 cases
*Based on 120 work hours per officer each month. Source: Created by legislative auditor's staff using information from DPS&C-CS.		

According to DPS&C-CS management, Probation and Parole's case assignment process is currently under review. For example, one of the areas for improvement discussed was keeping similar case types (e.g., domestic violence, DWI, mental health) together so the officers could have more specialization by case type. Some of the factors contributing to the higher than average caseloads are that the DPS&C-CS budget and number of parole officers have recently decreased, whereas the number of offenders on parole has increased. DPS&C-CS management is also looking to give fewer cases to officers with new probation and parole offenders and a larger caseload to officers with offenders who are closer to their supervision completion dates.

Recommendation 12: DPS&C-CS management should continue to determine how to assign caseloads with current resources and what is the best caseload size for the safety of the public.

Summary of Management's Response: DPS&C-CS agrees with this recommendation. The department will continue to assign caseloads to maximize the most efficient use of staff and enhance the management of those offenders in the greatest need of supervision.

Recommendation 13: DPS&C-CS management should consider the impact on the Probation and Parole division with any early release program it implements.

Summary of Management's Response: DPS&C-CS agrees with this recommendation. The effect of early release programs that involve the supervision of offenders will be evaluated and an appropriate amount of savings realized will be recommended for reinvestment into Probation and Parole contingent on Legislative approval.

Probation and Parole's Case Management System is not web-based and does not interact with DPS&C-CS' data system, creating additional work for officers

Currently, Probation and Parole's Case Management System (CMS) contains the automated record of each offender under the supervision of Probation and Parole and is the mechanism for recording officers' monitoring activities. The CAJUN system is DPS&C-CS' record-keeping system for each offender. According to DPS&C-CS management, the CMS is not web-based and does not interact with the CAJUN data system. As a result, Probation and Parole personnel must manually input data into each system separately. For example, support staff input the information of new offenders referred to Probation and Parole into CAJUN, while officers have to input the same information into CMS. This results in extra work for officers and creates a risk of the data not matching in each system.

With an updated system, the violation tracking process could also be streamlined to automatically pull information directly from the narrative to the violation log. Such a system would eliminate the need for officers to input the information, providing additional time for them to spend monitoring offenders. In addition, an updated system could be programmed to automatically elevate and/or flag an offender's supervision level based on the type and number of violations committed. This feature could help officers meet DPS&C-CS' monitoring criteria by allowing additional time because of a more streamlined process. Probation and Parole is researching the option of upgrading to a new web-based case management system that would help automate manual processes and alleviate some of the officers' workload and increase efficiency. An upgraded system would also allow DPS&C-CS management to pull probation and parole statistics more easily and make monitoring decisions based on these reports.

Recommendation 14: DPS&C-CS management should continue to investigate and evaluate the cost effectiveness of updating Probation and Parole's current management system to eliminate duplicative data entry and increase overall efficiency, allowing officers to spend more time monitoring offenders.

Summary of Management's Response: DPS&C-CS agrees with this recommendation. The department is currently working on a Business Analysis that is reviewing each unit's processes and will result in a new data management system for the department. The system will be an Offender Management System and will include all aspects of offender management from intake to release.

Area for Further Study

Louisiana may be incarcerating offenders longer than necessary based on a grant program that no longer provides the department money and has had no analysis of success

Beginning in 1996, the Violent Offender Incarceration and Truth-in-Sentencing (VOI/TIS) Incentive Formula Grant Program provided states with funding to build or expand correctional facilities or jails. To be eligible for the grant, the state had to implement laws that required persons convicted of a Part 1 violent crime to serve not less than 85 percent of the sentence imposed. Before this grant program began, state law required violent offenders to serve at least 75 percent of the sentence imposed before being eligible for parole. To be eligible for the VOI/TIS grant program, the legislature passed Act 1099 of the 1995 Regular Legislative Session. This act requires a person convicted of a violent crime of violence to serve at least 85 percent of the sentence imposed before being eligible for parole.

According to the Bureau of Justice Assistance Web site, during fiscal years 1996 to 1998, Louisiana received approximately \$37.8 million in VOI/TIS grant funds. From fiscal year 2007 to 2009, this amount decreased to approximately \$739,290. During fiscal year 2010, Louisiana did not receive any grant money. In addition, during our audit we were unable to find any data regarding whether the VOI/TIS program resulted in a decrease in incarceration or recidivism rates. As a result, Louisiana may be incarcerating offenders longer than necessary without receiving any associated benefit.

Recommendation 15: DPS&C-CS management should determine the effect, if any, the VOI/TIS program has on incarceration or recidivism rates. If DPS&C-CS determines that the program had little or no effect on incarceration or recidivism rates, DPS&C-CS should consider approaching the legislature about amending the law to require an offender to once again serve only 75 percent of the sentence before being eligible for parole.

Summary of Management's Response: DPS&C-CS agrees with this recommendation. The sentencing guidelines are under review by the Sentencing Commission.

APPENDIX A: MANAGEMENT'S RESPONSE

BOBBY JINDAL
GOVERNOR



JAMES M. Le BLANC
SECRETARY

State of Louisiana

Department of Public Safety and Corrections

December 6, 2011

Mr. Daryl Purpera, CPS, CFE
Legislative Auditor
P. O. Box 94397
Baton Rouge, LA 70804-9397

Dear Mr. Purpera:

Please accept this letter as the Department of Public Safety and Corrections—Corrections Services' (DPS&C-CS) response to your office's performance audit of the department. Furthermore, DPS&C-CS' response to each of the recommendations can be found as an attachment to this response.

I would like to take this opportunity to thank you for the professionalism displayed by the auditors during this audit process. Their acquired knowledge and desire to understand the workings of the department has led to a thorough and objective review of DPS&C-CS. In general, the department agrees with most of the recommendations, and in fact is currently implementing many; however, there are some areas that do need additional information or clarification. The areas are as follows:

Objective 1: What is Louisiana's cost per day to house adult offenders and how does it compare to other states?

The Department has managed to be a nationally recognized leader in the corrections field while operating at one of the lowest operational costs and providing some of the safest and most stable institutions in the nation. Louisiana is one of only twelve states that have achieved 100% American Correctional Association (ACA) accreditation for all of its operations.

Louisiana has the highest number of state offenders per 100,000 population (881.5 versus the southern region average of 573.7) and the fourth lowest housing cost per offender per day of \$42.75 versus the southern region average of \$50.75 per offender per day. Based on the current offender population of 40,928, this equates to an annual **savings to the state of approximately \$119.5 million** when compared to the southern region average.

Louisiana has the second highest number of probationers and parolees per 100,000 population (1,481 versus the southern region average of 1,135) and the third lowest cost per offender supervised in the southern region of \$940 versus the southern region

average \$1,167. Based on the current probation and parole caseload of 65,342, this equates to an annual **savings to the state of approximately \$14.8 million** when compared to the southern region average.

Lastly, as the report states, the Department's per offender per day cost of \$42.75 for Fiscal Year 2008 – 2009 included over \$14 Million of costs associated with the response to Hurricanes Gustav and Ike. Even with these costs, DPS&C—CS is rated with the fourth lowest operation costs in the southern region. If those costs are factored out, the per offender per day cost would be reduced to \$41.76 and, as noted in the report, would have ranked the Department third lowest in the southern region. Furthermore, the existing Fiscal Year 2010 – 2011 budget for the department reflects an even lower per offender per day cost of \$39.06, representing a significant increase in efficiency.

Objective 2: Does DPS&C-CS ensure that each offender is assigned to an appropriate correctional facility as required by state law?

As noted in the report, the State of Louisiana houses approximately 52% of state offenders in local jails and the remaining 48% at state correctional facilities. In 1993, faced with overcrowding in state correctional facilities and no funding to build new prisons, the State began to expand the amount of offenders housed at the local level. Based upon a per bed construction estimate of \$40,000, this effort resulted cost avoidance measure of approximately \$800 Million.

Offenders brought in to state operated facilities are subjected to a thorough reception and diagnostic process to ensure the offenders are assigned to the facility that best meets the offenders' needs. The Department has de-centralized and regionalized its local level offender pre-classification services into nine separate regions. Each region is coordinated by a state operated facility that works closely with all the jails in that region to ensure proper operations through regular monitoring and auditing of operations. As part of DPS&C-CS' long range reentry plan, the Department proposes prior to placement that the reception and diagnostic programs for offenders housed at the local level be performed in each region by a local designated regional reentry facility. Although this would initially increase the costs at the local level, the increased costs would be funded by the savings associated with reduced recidivism.

The Department focuses its specialized state correctional facility resources on the offenders who are in the most need while offenders housed at the local level are primarily healthy, have no or limited mental health disorders or have no high profile custody levels. Since the majority of the offenders that are housed at the state correctional facilities have medical, mental health, and/or disciplinary problems, additional resources are necessary to manage these offenders, thus leading to increased costs to house offenders at state correctional facilities as noted in the report.

The Department continually works with local facilities to ensure that offenders are placed in the most appropriate setting. The department sets minimum standards that govern the management of state offenders at the local level via the Basic Jail Guidelines (BJG). Through our Basic Jail Guidelines agreement with the Louisiana Sheriff's Association,

each local facility that houses state offenders has to internally classify all of those offenders for proper placement. The Department continually monitors these placements and works with local facilities through BJJ audits to ensure their classification plan is appropriate and effective. The DPS&C facilities accept offenders with medical, mental health and behavioral problems (screening for these items takes place at the local level per BJJ guidelines). Intake is done through the Basic Jail Guidelines. As vacancies occur at state facilities, the Department works with the local jails to identify offenders who would be best suited for transfer. These are primarily offenders who have special needs such as substance abuse treatment, sex offender treatment or some other type of treatment offered in one of the Department's facilities.

Objective 3: Does DPS&C-CS use outcome data to evaluate the effectiveness of the rehabilitation programs offenders receive?

Rehabilitation programs utilized within the DPS&C-CS facilities are evidenced based and have proven effective nationally. These programs are rehabilitative in nature and include faith-based programs, substance abuse programs as well as reentry curriculums.

The audit recommendations center on substance abuse treatment. To that end, as of January 2010, the mission of Forcht Wade Correctional Center (FWCC) was amended to refocus the institution as the Department's main provider of substance abuse programming. FWCC is operated as a 500 bed substance abuse facility for those offenders identified as requiring more intensive substance abuse treatment. These programs are evidenced based and research-driven. Furthermore, the Department contracts for the operation of the 200 bed Blue Walters Treatment program that provides substance abuse treatment at the local level.

In the intensive substance abuse programs, monthly progress of the curriculums are monitored by attendance, successful participation in programs reflected by homework assignments, group participation, and disciplinary reports. In addition, the core programs are monitored by pre/post tests that reflect the comprehension of the program content. This is performed at every institution that has intensive treatment programs. In addition, we track recidivism rates annually by institution and consequently, by programmatic participation.

Objective 4: Has DPS&C-CS implemented cost saving measures with regards to the housing of offenders and the rehabilitation programs they receive?

Nationwide, state spending on corrections has risen faster in the past 20 years than any other budget item (from about \$12 billion to \$52 billion a year). ***Any real effort to contain spending on corrections must have its centerpiece a plan to limit the growth of, or reduce, the prison population.*** Mounting corrections spending, rates of re-incarceration remain high, and have actually worsened. The largest growing category of prison admissions is people already under some form of community supervision. To increase public safety and manage the growth of prison populations, as policy makers we must work toward the safe and successful return to the community of individuals

released from prison. Research points to practices and programs that can effectively reduce crime and rates of recidivism.

DPS&C-CS has undertaken several programs aimed at reducing recidivism, and thus reducing the overall costs associated with corrections. These include:

- Transitional Work Program: This program allows for offenders to work at private sector jobs during the day, yet return to local jails at night. These offenders are still considered incarcerated. This program allows for the development of job skills and soft skills necessary for success once released. It also allows the offender to earn money that can be used upon release.
- Reentry Programming: In order to ensure a successful reentry into society from prison, the Department offers reentry programming at all state correctional facilities. In order to address the needs of offenders housed at the local level, the Department has identified two Sheriffs and will identify eight more Sheriffs who will operate reentry programs for offenders housed at the local level and returning to their region of the state. These reentry programs will utilize the same curriculum as the state correctional facilities. In FY 2009 – 2010, the Department allocated funding to open two regional reentry programs by partnering with local Sheriffs in Caddo and Orleans Parishes. The Northwest Regional Reentry Program in Caddo Parish became operational in July 2009 and the Southeast Regional Reentry Program in Orleans Parish became operational in January of 2010. In addition, the Department has partnered with the Sheriff of Madison Parish to operate a 500 bed reentry program for female offenders that became operational in July of 2009.
- Day Reporting Centers: The function of a Day Reporting Center (DRC) is to provide an alternative to incarceration for technical probation and parole violators. DRC's are designed to have the offender remain in the community and maintain employment and community ties while working through technical violations which normally would require a return to traditional incarceration.

Another area in which the Department is expecting to see significant savings is in the expansion of Medical Parole. In recent years, the Department has experienced a continual growth in the size of its aging and elderly population. With this growth, the Department has likewise seen an increase in chronically ill offenders resulting in increased cost for caring for these chronically ill offenders. Understanding that paroled offenders are eligible for Medicaid, DPS&C-CS and the State of Louisiana could realize substantial efficiencies and cost savings by medically paroling these offenders under supervision to an approved nursing home facility. This would stabilize the growth of this sub-population and also establish an improved model of chronic care in our correctional system without jeopardizing public safety.

Objective 5: What challenges does DPS&C-CS' Probation and Parole Division face as a result of the departments implementation of cost savings measures?

As of Fiscal Year 2008 – 2009, the average caseload for a Probation and Parole agent was 125 versus the southern region average of 94 cases per agent. Probation and Parole caseloads currently average 35-40 per agent for sex offender caseloads, 100+ for specialist caseloads, and 160+ for regular caseloads. Officers are also responsible for conducting investigations, arresting and transporting offenders, serving as members of various local criminal justice Task Forces and collecting restitution/supervision fees totaling over 24 million dollars annually. Facing rising caseloads and less staff to absorb additional work, the Division has developed strategies to better manage caseloads and to allocate resources to offenders on the front end of supervision with the goal to reduce recidivism, thus increasing public safety, and make more effective use of staff. These strategies include:

- Completing refresher training in LARNA (the Risk Need Assessment tool) to ensure offenders are being placed in the proper level of supervision.
- Strengthening services to offenders by working closely with institutions to provide a seamless transition from prison to community.
- Developing additional partnerships and alternative resources in the community such as Day Reporting Centers.
- Development of a Performance Grid that will ensure more consistent and immediate responses to violations
- Recognizing certain offenders who comply with the conditions of supervision with incentives such as early termination and self-reporting.
- Development of a DVD, "Your Guide to a Successful Parole" to help offenders understand the expectations while on supervision.
- Training new Officers in the Academy in Motivational Interviewing and plan to train all Officers in Motivational Interviewing thus giving them another tool to work with offenders.

Probation and Parole supervision is a viable alternative to incarceration for many offenders, but staff resources are limited even with the strategies noted above. Cost savings measures the Department adopts that involve the release of offenders on supervision will have an impact on Probation and Parole in the form of new cases. The impact depends on the nature of the activity and number of offenders released. The type of release has an impact also, for example, an offender released on electronic monitoring may be monitored by a central unit, but Officers have to check those reports regularly for violations in addition to making home visits to ensure the offender is complying with the conditions of supervision. Changes in parole eligibility that make more offenders eligible for parole will result in additional investigations. Any savings as a result of implementing these measures or as a result of any other increase in supervision services should be reinvested in Probation and Parole in the form of additional staff and resources.

Sentencing Commission

It is critical that the State consider the price it is paying to maintain current levels of incarceration. Corrections expenditures compete with and diminish funding for education, public health, public safety, and other programs specifically designed to reduce the prison population. In 2008, Act 629 re-enacted the Louisiana Sentencing Commission. The Louisiana Sentencing Commission is charged with the responsibility of reviewing the State's sentencing structure and reporting its findings to the Legislature by March 2010. The Sentencing Commission is established pursuant to La. R.S. 15:321 and is comprised of representatives appointed by the Governor, representatives of the Legislature, and representatives of the Judicial system. The goal of the Sentencing Commission is to undertake a review of the sentencing laws and practices to provide for public safety, the imposition of appropriate and just sentences in terms that are clear and transparent, and making the most efficient use of the correctional system and community resources.


The full Commission has met and divided into several committees focused on the following:

- Research and Technology,
- Reentry & Evidence Based Corrections,
- Release Mechanisms Committee,
- Front End Mechanisms Committee,
- Financial Sanctions Workgroup,
- Sentencing Commission Statutes Workgroup,
- Criminal Code Revision Committee, and
- Uniform Sentencing Documents.

The Sentencing Commission is referenced in several of the Department's responses to specific recommendation.

In conclusion I am proud of the Department of Public Safety and Corrections—Corrections Services contributions to improving public safety. Through the accomplishments and efforts of each and every employee, this department effectively and efficiently manages the offender population of the State of Louisiana. We are firmly committed to continuous improvement in meeting our mission of public safety.

Sincerely yours,



James M. Le Blanc
Secretary

Attachment
Management Response to Specific Recommendations

Recommendation 1: DOC management should assign each newly committed offender to an appropriate correctional facility as required by state law, or require the local jails to use criteria approved by the department to make the determination if permitted by state law.

Management Response: Through Department Regulation B-02-001, "Assignment and Transfer of Inmates", DPS&C—CS does assign each new offender committed a state correctional facility to the appropriate state correctional facility. As a matter of practice, those offenders housed at the local level that have medical issues, mental health issues, and/or disciplinary issues are transferred to state institutions. Through our Basic Jail Guidelines agreement with the Louisiana Sheriff's Association, each local facility that houses state offenders has to internally classify all offenders for proper placement. The Department continually monitors these placements and work with local facilities to ensure their classification plan is appropriate and effective. Additionally, the Department makes it a priority to utilize state beds for offenders with lengthy sentences or for high profile crimes.

Recommendation 2: DOC management should ensure the rehabilitation needs of offenders are taken into consideration when deciding where to place them.

Management Response: Offenders who are processed through the Department's reception and diagnostic center are given a wide array of testing to ensure their rehabilitative needs are adequately met. Once these needs are identified, the offenders are placed in a state facility that would best meet their needs. For those offenders housed at the local level, as part of the Basic Jail Guidelines agreement, the Department does require that the local jails provide appropriate basic program/rehabilitative services to the offenders.

Recommendation 3: DOC management should track the rehabilitation programs offered to its offenders at the local jails, including whether or not they are effective.

Management Response: The Department has a formal application process outlined in Department Regulation B-04-003, "Certified Treatment and Rehabilitation Program (CTRP) Good Time Credits and Adding New CTRP Programs" for those local jails that want to offer Certified Treatment and Rehabilitation Programs (CTRP). DPS&C—CS has also developed an audit instrument to determine compliance. In addition, the Department has begun an inventory of all non-CTRP rehabilitation programs offered at the local jails. Once this inventory is complete, the department will develop objective criteria (e. g., recidivism) to determine the effectiveness of these programs.

Recommendation 4: DOC management should create a process so that all evaluations performed on DOC offenders at the local level are entered into CAJUN. This will allow DOC to monitor the rehabilitative progress of its offenders housed in local jails and determine whether they are in the appropriate facility to meet their rehabilitative needs.

Management Response: The Department has recently begun capturing information for those offenders at the local level that have completed CTRP courses in order to classify and apply for additional good time credit. Additionally, the Department has begun a pilot program at one local facility wherein they facility is implementing the practice of completing the Louisiana Risk Needs Assessment (LARNA) for each offender as specified in Department regulations. The pilot is being implemented with the goal of tracking institutional progress on each offender housed in a local jail through CAJUN. The Department plans to use this information not only for Parole Board information but if the LARNA score of an offender is high or rises, the placement of that offender will be reviewed to determine if the offender is properly assigned.

Recommendation 5: DOC management should analyze the recidivism rates of the local jails it uses to house its offenders and use this information to determine the best jails to have an agreement with for housing.

Management Response: The Department does track recidivism of offenders placed in local jails. However, there are many other factors beyond recidivism that define the effectiveness of a local facility. The total number of offenders, the number of transfers, and the profile of the offender are all factors that should be considered.

Recommendation 6: DOC management should use the outcome measures for education and transitional work programs as a model to develop measurable outcomes for all substance abuse programs.

Management Response: As of January 2010, the mission of the 500 bed Forcht Wade Correctional Center (FWCC) was amended to refocus the institution as the Department's main provider of substance abuse programming. The programming is offered as a 500-bed substance abuse facility for those offenders identified as requiring more intensive substance abuse treatment. These programs are evidenced based and research-driven. The progress for offenders is measured monthly to ensure appropriate progress. The recidivism rates for the offenders in substance abuse programming at FWCC will be reviewed as the program approaches the first complete year of operation. The Department contracts for the operation of the 200 bed Blue Walters Treatment program that provides substance abuse treatment at the local level and has historically tracked the recidivism rates associated with the program.

Recommendation 7: DOC management should calculate the number of participants, completions, and recidivism rates for offenders who participate and complete substance abuse education programs.

Management Response: Substance abuse education programs are offered through our pre-release curriculum to all eligible offenders. Data is collected on a monthly basis to calculate the number of participants and completers. The Department will calculate the recidivism rates for those offenders that complete substance abuse education.

Recommendation 8: DOC management should use outcome measures for its substance abuse education and treatment programs to determine the effectiveness of these programs and help develop outcome measures.

Management Response: The substance abuse programs utilized by DPS&C-CS are evidence based and have proven effective nationally. The department will track recidivism rates for all offenders that complete substance abuse education and treatment programs. The recidivism rate will be used to determine the effectiveness of these programs.

Recommendation 9: DOC management should continue to identify offenders who are eligible for medical parole and evaluate whether the department should expand its use of this alternative to incarceration.

Management Response: DPS&C—CS has recommended and received approval for a total of 27 medical releases in the last three years. The Department has started an effort to expand this program. Since May of this year, the department has met and worked with the Department of Health and Hospitals regarding Medicaid eligibility for paroled offenders and with the Louisiana Nursing Home Association to determine the willingness of their members to house those offenders that are eligible for Medical Parole. Lastly, DPS&C—CS has identified approximately 81 offenders who may meet the medical parole criterion. The Sentencing Commission is also reviewing this program.

Recommendation 10: DOC management should determine the benefits of using electronic monitoring as an alternative to incarceration for offenders, including the potential cost savings.

Management Response: Electronic monitoring can be a viable alternative to incarceration for certain non-violent/non-sex offenders. The Department currently uses this technology for sex offenders and DWI-offenders that are on parole and or probation supervision. The Department has XXX currently on electronic monitoring. The Department in conjunction with the Sentencing Commission will determine the feasibility of expanding this alternative for other non-violent offenders.

Recommendation 11: DOC management should ensure sufficient cost savings are transferred to Probation and Parole to cover the added cost as a result of the alternatives to incarceration.

Management Response: Cost savings recognized as a result of utilizing alternatives to incarceration should be reinvested in Probation and Parole to offset the added cost of supervision of offenders diverted from incarceration. Any reinvestment recommendations would require Legislative approval.

Recommendation 12: DOC management should continue to determine how to assign caseloads with current resources and what is the best caseload size for the safety of the public.

Management Response: The Department will continue to assign caseloads to maximize the most efficient use of staff and enhance the management of those offenders in the greatest need of supervision. Improvements in this area include recognizing certain offenders who comply with the conditions of supervision with incentives such as early termination and self-reporting; strengthening services to offenders by working closely with institutions to provide a seamless transition from prison to community on certain offenders; and, developed a Performance Grid that will ensure more consistent and immediate responses to violations

Recommendation 13: DOC management should consider the impact on Probation and Parole with any early release program it implements.

Management Response: The effect of early release programs that involve the supervision of offenders will be evaluated and an appropriate amount of the savings realized will be recommended for reinvestment into Probation and Parole contingent on Legislative approval.

Recommendation 14: DOC management should continue to investigate and evaluate the cost effectiveness of updating Probation and Parole's current management system to eliminate duplicative data entry and increase overall efficiency, allowing officers to spend more time monitoring offenders.

Management Response: DPS&C—CS management is currently working on a Business Analysis that is reviewing each unit's processes and will result in a new data management system for the Department. The system will be an Offender Management System and will include all aspects of offender management from intake to release. The new system, when implemented, will provide for a seamless transition of information from entry into DPS&C—CS through supervision, eliminating duplicative data entry and increasing the efficiency and effectiveness of staff.

Recommendation 15: DOC should determine the effect, if any, the VOI/TIS program has on incarceration or recidivism rates. If DOC determines that the program had little or no effect on incarceration or recidivism rates, DOC should consider approaching the legislature about amending the law to require an offender to once again serve only 75 percent of the sentence before being eligible for parole.

Management Response: Sentencing guidelines are under review by the Sentencing Commission.

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Appendix B State Correctional Facilities FY 2010 Maximum Capacity	
State Correctional Facility	Maximum Capacity
Phelps Correctional Center	942
LA State Penitentiary	5,260
Avoyelles Correctional Center	1,596
LA Correctional Institute for Women	1,189
Winn Correctional Center*	1,461
Allen Correctional Center*	1,461
Dixon Correctional Institute	1,586
J. Levy Dabadie Correctional Center	580
Elayn Hunt Correctional Center	2,164
David Wade Correctional Center** Forcht Wade Correctional Facility	1,783
B.B. "Sixty" Rayburn Correctional Center	1,156
Total Adult Institutions	19,178
*Winn and Allen Correctional institutions are privately run. **Includes the budget for Forcht Wade Correctional Facility. Source: Created by legislative auditor's staff using information received from the Executive Budget.	

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Appendix C DOC Offenders Housed in Local Jails As of July 30, 2010			
Local Jail	Maximum Capacity	No. of DOC Offenders	Percentage of DOC Offenders
NORTHWEST REGION			
Bienville Parish Jail	53	16	30.19%
Bossier Parish Maximum Security Facility	544	21	3.86%
Bossier Parish Medium Security Facility	624	528	84.62%
Bossier Parish Minimum Security Facility	248	5	2.02%
Bossier Parish Work Release	120	106	88.33%
Caddo Correctional Center	1,500	296	19.73%
Caddo Parish Work Release	240	124	51.67%
Claiborne Parish Detention Center*	590	486	82.37%
Claiborne Parish Jail	65	29	44.62%
Desoto Parish Detention Center	116	28	24.14%
Jackson Parish Correctional Center*	1,254	1,013	80.78%
Natchitoches Parish Detention Center	565	356	63.01%
Red River Parish Jail	76	34	44.74%
Sabine Parish Detention Center	134	65	48.51%
Sabine Parish Jail	29	10	34.48%
Webster-Bayou Dorcheat Correctional Center	444	300	67.57%
Webster Parish Jail	61	17	27.87%
Winn Parish Jail	41	15	36.59%
Winnfield City Jail	30	7	23.33%
NORTHEAST REGION - KELLY CARPENTER, DWCC			
Caldwell Correctional Center	318	284	89.31%
Caldwell Detention Center*	249	245	98.39%
Caldwell Parish Jail	45	16	35.56%
East Carroll Detention Center	428	428	100.00%
East Carroll-River Bend Detention Center Phase I	264	0	0.00%
East Carroll-River Bend Detention Center Phase II	416	306	73.56%
East Carroll-RiverBend Detention Center Phase III	660	404	61.21%
Franklin Parish Detention Center	834	718	86.09%
Lincoln Parish Detention Center*	191	81	42.41%
Madison Parish Correctional Center	334	290	86.83%
Madison Parish Detention Center	268	105	39.18%
Madison Parish Southern Correctional Facility	564	443	78.55%
Madison-Louisiana Transition Center for Women	508	413	81.30%

Appendix C (Continued) DOC Offenders Housed in Local Jails As of July 30, 2010			
Local Jail	Maximum Capacity	No. of DOC Offenders	Percentage of DOC Offenders
Madison Parish Jail	33	2	6.06%
Morehouse Parish Detention Center	272	263	96.69%
Morehouse Parish Jail & Annex	264	99	37.50%
Ouachita Parish Correctional Center	962	216	22.45%
Ouachita Work Release	204	183	89.71%
Richland Parish Detention Center	782	594	75.96%
Richwood, Town of*	1,127	989	87.76%
Tensas/J.B. Evans Correctional Center*	388	0	0.00%
Tensas Parish Detention Center - Waterproof	512	245	47.85%
Union Parish Detention Center	380	222	58.42%
West Carroll Detention Center* (formerly Epps)	732	315	43.03%
West Carroll Parish Jail	26	13	50.00%
CENTRAL REGION			
Avoyelles Bunkie Detention Center & Justice Center	322	294	91.30%
Avoyelles Marksville Detention Center	438	279	63.70%
Avoyelles Simmesport Correctional Center	298	227	76.17%
Avoyelles Women's Correctional Center	204	168	82.35%
Beauregard Parish Jail	161	26	16.15%
Catahoula Correctional Center*	830	609	73.37%
Catahoula Parish Jail	26	10	38.46%
Concordia Parish Correctional Facility	510	412	80.78%
Concordia Parish Work Release	224	215	95.98%
Concordia Parish Jail	48	4	8.33%
Grant Parish Detention Facility	106	54	50.94%
LaSalle Correctional Center*	757	153	20.21%
LaSalle Parish Jail	29	5	17.24%
Rapides Parish Detention Center - 1	348	19	5.46%
Rapides Parish Detention Center - 3	391	331	84.65%
River Correctional Center* (CONCORDIA #2)	602	597	99.17%
Vernon Correctional Facility	232	187	80.60%
Vernon Parish Jail	84	6	7.14%
SOUTH CENTRAL REGION			
Allen Parish Jail	41	5	12.20%
Basile City Jail	6	2	33.33%
Eunice City Jail (Non BJG Participant)**	43	0	0.00%
Evangeline Parish Jail	72	30	41.67%

Appendix C (Continued) DOC Offenders Housed in Local Jails As of July 30, 2010			
Local Jail	Maximum Capacity	No. of DOC Offenders	Percentage of DOC Offenders
Iberville Parish Jail	111	7	6.31%
Kinder City Jail	3	3	100.00%
Mamou City Jail	10	6	60.00%
Pine Prairie Detention Center*	1,084	256	23.62%
Pointe Coupee Parish Detention Center	177	115	64.97%
South Louisiana Correctional Center*	1,017	157	15.44%
St. Landry Parish Jail	232	19	8.19%
Ville Platte City Jail	28	3	10.71%
CAPITAL REGION			
East Baton Rouge Parish Prison	1,690	74	4.38%
East Baton Rouge Work Release*	262	229	87.40%
West Baton Rouge Detention Center	333	76	22.82%
West Baton Rouge Work Release	77	46	59.74%
WEST FLORIDA PARISHES REGION			
Amite City Jail	12	2	16.67%
East Feliciana Parish Prison	167	64	38.32%
Livingston Parish Detention Center	673	163	24.22%
St. Helena Parish Jail (Non BJG Participant)	56	1	1.79%
Tangipahoa Parish Jail	526	253	48.10%
West Feliciana Parish Detention Center	39	10	25.64%
West Feliciana Work Release*	216	129	59.72%
EAST FLORIDA PARISHES REGION			
Bogalusa City Jail	36	4	11.11%
St. Tammany Parish Jail	1,032	610	59.11%
St. Tammany Parish Work Release	26	22	84.62%
St. Tammany - Northshore Work Release*	150	145	96.67%
Slidell City Jail	37	11	29.73%
Washington Parish Jail	144	17	11.81%
SOUTHWEST REGION			
Acadia Parish Criminal Justice & Detention Centers	294	110	37.41%
Calcasieu Correctional Center & Sheriff's Prison	1,366	307	22.47%
Cameron Parish Jail	32	3	9.38%
DeQuincy City Jail (Non BJG Participant)	20	0	0.00%
Jefferson Davis Parish Jail	62	2	3.23%
Jennings City Jail	40	5	12.50%
Lafayette Correctional Center and Annex	954	205	21.49%

Appendix C (Concluded) DOC Offenders Housed in Local Jails As of July 30, 2010			
Local Jail	Maximum Capacity	No. of DOC Offenders	Percentage of DOC Offenders
Lafayette Work Release	190	88	46.32%
Rayne City Jail	14	4	28.57%
Sulphur City Jail	30	2	6.67%
Vermilion Parish Correctional Center	150	49	32.67%
Vinton City Jail (Non BJJ Participant)	8	0	0.00%
Welsh City Jail (Non BJJ Participant)	8	0	0.00%
SOUTHEAST REGION			
Ascension Parish Jail	575	133	23.13%
Assumption Parish Detention Center	108	38	35.19%
Iberia Parish Criminal Justice Facility	512	116	22.66%
Jefferson Parish Correctional Center	958	28	2.92%
Lafourche Parish Detention Center	244	70	28.69%
Lafourche Parish Jail - Galliano Facility	8	3	37.50%
Orleans Parish Prison	3,377	909	26.92%
Patterson City Jail	37	5	13.51%
Plaquemines Parish Detention Center	56	20	35.71%
St. Bernard Parish Prison and Annex	266	11	4.14%
St. Charles Correctional Center	628	263	41.88%
St. James Parish Detention Center	124	24	19.35%
St. John Parish Correctional Center	300	109	36.33%
St. John Parish Prison	60	0	0.00%
St. Martin Parish Correctional Center I	186	15	8.06%
St. Martin Parish Correctional Center II	365	208	56.99%
St. Mary Law Enforcement Center	435	156	35.86%
Terrebonne Parish Criminal Justice Complex	612	103	16.83%
Terrebonne Parish Annex	147	56	38.10%
Terrebonne Parish Work Release*	300	224	74.67%
Grand Total	43,871	19,651	44.79%
*Privately Owned and/or Managed Local Jail Facility **Basic Jail Guideline (BJG) Source: Created by legislative auditor's staff using information received from DPS&C-CS.			

Appendix D Five-Year Recidivism Rate by Parish* As of March 2009	
Parish	%
Allen	61.5%
Ascension	57.6%
Natchitoches	57.0%
Vernon	54.1%
Catahoula	53.7%
Madison	51.4%
Cameron	50.0%
Jefferson Davis	50.0%
Winn	50.0%
Vermilion	50.0%
Concordia	48.9%
Acadia	48.5%
Bossier	47.3%
St. Bernard	47.0%
W. Carroll	46.0%
Ouachita	45.7%
Rapides	45.6%
Franklin	45.2%
Caldwell	45.2%
St. Mary	44.5%
Tangipahoa	44.2%
Calcasieu	43.7%
Webster	43.5%
E. Baton Rouge	43.3%
LaSalle	43.1%
Tensas	42.6%
Claiborne	42.3%
Bienville	41.7%
Iberia	41.5%
St. Martin	41.4%
Evangeline	40.7%
St. Tammany	40.0%
Morehouse	39.2%
St. Charles	39.1%
Sabine	38.9%
Avoyelles	38.7%

Appendix D (Continued) Five-Year Recidivism Rate by Parish* As of March 2009	
Parish	%
E. Carroll	38.7%
Orleans	38.1%
W. Baton Rouge	37.2%
Jackson	36.4%
St. John the Baptist	36.2%
Richland	36.1%
Beauregard	35.7%
Union	34.8%
Terrebonne	34.6%
Plaquemines	34.1%
Iberville	33.3%
Lincoln	33.3%
St. James	33.3%
Jefferson	33.3%
Lafayette	32.4%
E. Feliciana	30.4%
Caddo	30.4%
Pointe Coupee	28.6%
Lafourche	28.6%
St. Helena	27.3%
Grant	25.0%
Red River	23.3%
DeSoto	23.3%
Assumption	20.8%
Washington	20.0%
Livingston	20.0%
St. Landry	15.2%
W. Feliciana	14.3%
<p>*The recidivism rates include those offenders who return to custody following conviction for a new felony or technical revocation of supervision after having been released from incarceration through completed sentence, released on parole, conditional release, or split probation sentence. Offenders are only tracked for 60 months from the date of release.</p> <p>Source: Prepared by legislative auditor's staff using information received from DPS&C-CS.</p>	

Appendix E Education and Transitional Work Programs Performance Indicator Results FY 2009		
Performance Measure	Performance Standard (PS)	FY 2009
Systemwide Number receiving GED	PS	530
	Actual	646
	PS Met? Y/N	Yes
Systemwide Number receiving vo-tech certificate	PS	1,550
	Actual	2,209
	PS Met? Y/N	Yes
Percentage of the eligible population participating in educational activities	PS	23.0%
	Actual	22.6%
	PS Met? Y/N	No
Percentage of the eligible population on a waiting list for educational activities	PS	9.0%
	Actual	8.3%
	PS Met? Y/N	Yes
Percentage of inmates released who earned a GED, vo-tech certificate, or high school diploma while incarcerated	PS	14.0%
	Actual	16.2%
	PS Met? Y/N	Yes
Recidivism rate among inmates participating in educational programs	PS	44.6%
	Actual	40.7%
	PS Met? Y/N	Yes
Average number of adults housed per day in transitional work programs	PS	3630
	Actual	3402
	PS Met? Y/N	No
Recidivism rate among transitional work program participants	PS	41.9%
	Actual	42.4%
	PS Met? Y/N	No
Source: Prepared by legislative auditor's staff using information received from DPS&C-CS.		

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