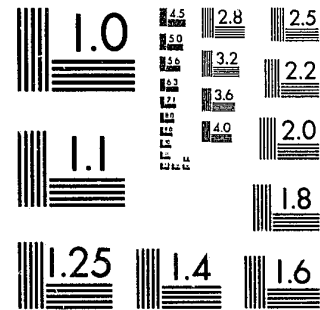


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Washington, D. C. 20531

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# FINAL REPORT

May 31, 1978

## LOUISIANA PRISON SYSTEM STUDY

LOUISIANA PRISON SYSTEM STUDY COMMISSION  
SIDNEY BARTHELEMY, CHAIRMAN

U.S. Department of Justice  
National Institute of Justice 91668

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PREPARED BY:

THE EHRENKRANTZ GROUP  
ARCHITECTS & CRIMINAL JUSTICE PLANNERS

Management & Behavioral Science Center  
Wharton School, University of Pennsylvania

Perez Associates, Architects

Donald Goff, Corrections Specialist

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### LOUISIANA PRISON SYSTEM STUDY COMMISSION

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Representative Loy Weaver

Peter Tattersall, Project Coordinator

This grant was funded jointly by the Louisiana Commission on Law Enforcement and Administration of Justice and by the Louisiana State Legislature.

The final report will be available upon request from Mr. Peter Tattersall, Project Coordinator.

PROJECT STAFF

THE EHRENKRANTZ GROUP	Kenneth Ricci, AIA Project Director
	Curtiss Pulitzer, AIP Planner-in-Charge
	Dennis Jones, Systems Analyst
	Ruth Pfeffer Research Assistant
MANAGEMENT & BEHAVIORAL SCIENCE CENTER	Marjorie Caspers Technical Assistant
	Michael Zisser Senior Analyst
	Frank Farrow
	William Hengst
	William Henderson
AUGUST PEREZ ASSOCIATES	John Selsky
	Francisco Merchan, AIA
CORRECTIONS SPECIALIST	Donald Goff

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	Dean Jones, Research and Statistics
	Evita Key, Research and Statistics
	John Nipper, Undersecretary of Manage- ment and Finance
	Archie Parker, Assistant Secretary, Adult Corrections
	Steven Rader, Assistant Personnel Administrator
	Sue Rouprich, Attorney for the Secretary
	Richard Stalder, Budget Control
	Zed Van Buren Corrections Treatment Administrator
	Institutional Staff of the Department of Corrections

LOUISIANA COMMISSION ON LAW ENFORCEMENT	Monica Flannigan, Systems Planner
	Ben Garris Chief Systems Planner
	Derald W. Smith LCJIS, Division Director
LOUISIANA DISTRICT ATTORNEY'S ASSOCIATION	Peter Adams, Director
LOUISIANA SHERIFF'S ASSOCIATION	Jean Bell, Executive Director
LOUISIANA STATE SUPREME COURT	Jim Martin, Assistant Court Administrator

## LOUISIANA PRISON SYSTEM STUDY

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ACQUISITIONS



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## SUMMARY STATEMENT

The adult corrections system in Louisiana can be expected to grow in size and complexity during the next five years, requiring considerable capital and operating expenditures. The Prison System Study Commission, in an action-oriented approach to dealing with the future of corrections, has in the past year examined a range of alternative strategies to:

- a Reduce the pressure to spend vast new sums on corrections
- b Provide cost-effective protection to the public while minimizing risk
- c Provide effective and constitutional strategies for dealing with offenders
- d Develop a flexible policy for managing and controlling the growth of the correctional system.

## RECOMMENDATIONS

Utilizing the information generated and examined during this year's study, the Commission recommends that the following legislative action be taken in the 1978 Legislative Session:

- **Appropriate the sum of \$658,950 to implement three pilot corrections programs and expand the Department of Corrections resources in the areas of planning, training and community relations.** The three pilot programs examine alternative means for dealing with continued population growth. The expansion of DOC resources is vital to the successful implementation of the three pilot programs.

The implementation of the three pilot programs and the emphasis on developing Department of Corrections capabilities are directed at providing a sound basis for making informed choices as to the future growth of corrections. The above recommendations represent a transitional strategy that will enable the corrections system to move in the direction that best meets the future needs of the state.

In the preparation of this report, the Prison System Study Commission has evaluated the impact of existing legislation only. Evaluation of corrections legislation being introduced in the current Legislative session presently exceeds the mandate of the Prison System Study Commission.

## INTRODUCTION

On August 19, 1976 the Louisiana State Legislature adopted a concurrent resolution creating a special study committee for the purpose of "studying in-depth, the Louisiana Department of Corrections and the entire prison system of Louisiana."

A Prison System Study Commission composed of five state senators, five state representatives and five Governor appointees was charged with the responsibility of conducting the in-depth study and with presenting its findings and recommendations to the full Legislature.

This report concludes the first project year spanning the period from June 1977 to June 1978, and summarizes the work of the Prison System Study Commission to date.

## PROJECT PLAN

An interdisciplinary consulting team of corrections planners, architects, and management specialists were brought together to assist the Commission in preparing their study.

A variety of issues affecting corrections were examined, such as:

- Health Services
- Inmate Population
- Management/Organization
- Facilities
- Programs
- Knowledge Base
- Constitutional Issues
- Criminal Justice System
- Security

In addition, input from a wide variety of officials and agencies was sought in gaining a balanced perspective of the corrections system.

## PRIOR COMMISSIONS

Many of the issues just listed have been studied before by other Prison Study Commissions. As the chart following indicates, seven commissions in the last thirty-five years have studied the corrections system in Louisiana. Actions taken in the past are summarized in the chart.

The recommended actions of this commission are oriented to the future. The limited size of the programs being recommended will allow for careful monitoring and evaluation, with their most promising features being incorporated into a comprehensive correctional system. The goals of that system will be to reduce the pressures to spend vast new sums on corrections while providing a manageable, innovative and effective corrections system offering cost-effective protection to the public while minimizing risk.

Issues												Action Taken
	1. Rehabilitation Programs	2. Classification and segregation	3. Staff - Quantity	4. Staff - Quality (skills)	5. Sanitation	6. Unconstitutional Treatment	7. Housing	8. Water	9. Health Care	10. Inmate Discipline	11. Post-custodial	
1943	•	•	•	•								None
1944		•			•	•						No action taken; Governor left office
1946	•		•	•	•		•	•	•			\$4.85 million appropriated for new construction ½ million increase in operating budget
1951	•		•	•	•	•	•	•	•			\$4.7 million appropriated for new construction separate institution for 1st time offenders. Classification and segregation of prisoners.
1957		•								•		No Action Taken
1958											•	No Action Taken Ignored by Legislature
1977	•	•	•	•	•	•	•		•		•	

PRISON STUDY COMMISSIONS

PROJECT DESCRIPTION

The project year was divided into four successive areas of study:

1. Louisiana Prison System Overview  
This activity produced statistical information and a working description of the adult corrections system as it now exists.
2. Facilities Evaluation  
This activity evaluated all plans for construction and/or renovation of correctional institutions authorized by the Legislature under ACT 10 (1976) and ACT 328 (1977), as required by the Concurrent Resolution.
3. Future Strategies  
This activity defined current and projected problem areas and examined several alternative future strategies for corrections in terms of their projected costs and risks.

1 LOUISIANA PRISON SYSTEM OVERVIEW

4. Summary Recommendations  
This activity summarized the major findings regarding the future of corrections in Louisiana, and presented recommendations to begin implementing planned alternatives to otherwise uncontrolled future growth.
- The majority findings, conclusions and recommendations in each of these four areas are presented in the body of this report.

EVOLUTION

Since the turn of the century, state corrections in Louisiana has been evolving internally and externally, becoming evermore complex in structure and process in response to increasingly difficult corrections problems. The diagram opposite illustrates both the internal and external evolutionary development of the Louisiana corrections system.

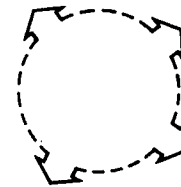
POPULATION

The complexity of the corrections problem can best be highlighted in terms of the rapid increase in the prison population. In mid-1973 the prison population in Louisiana stood at 3550. Today, the population is approaching 7000, nearly a 100% increase in four and one-half years. Though this reflects a national trend, the southern states have experienced the greatest relative increase in their prison population. Of the ten states having the highest rates of incarceration, five were in the southeastern United States, with Louisiana ranking eighth in the country. (The incarceration rate reflects the number of inmates under state jurisdiction per 100,000 of general population.) Since 1974, the rate of incarceration in Louisiana has risen by almost 56%, second only to South Carolina's increase of 67% (see chart on page 6).

OFFENDER ANALYSIS

- The figures below are derived from a sample of the Department of Corrections computerized inmate-record data bank. Records were found to be incomplete and inconsistent in many places, hence, the recommendation for upgrading the Department of Corrections data gathering capabilities for FY 1978/79. The following analysis is based on this data.
- A major finding of this study is that if admissions continue at current rates Louisiana faces a shortage of at least 1100 beds by 1982, despite the recent expenditure of \$165 million to create new facilities. The goal of this study is to develop strategies to reduce the costs associated with this growth without additional risk to the public.

19<sup>th</sup> century

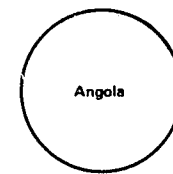


## LEASE SYSTEM

### Internal

- Prisoners leased to private contractor(s)
- Minimal correctional control
- Profit orientation

1900 (±)



## CLOSED SYSTEM

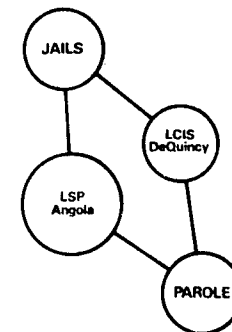
### Internal

- Angola is sole correctional facility
- System should pay for itself

### External

- Corrections = Angola (Beginning of a 60 year public point of view)

1960



## CLOSED SYSTEM

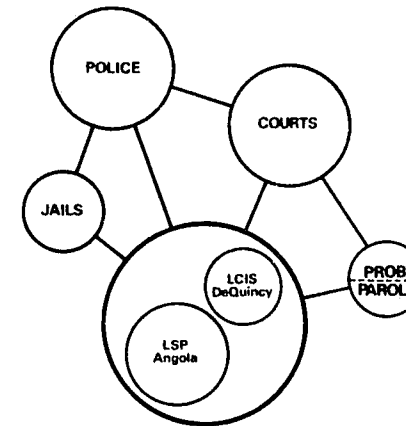
### Internal

- Problem of youthful first offender solved by creation of LCIS (DeQuincy)
- Institutions operate autonomously

### External

- Corrections still equated solely with Angola

1968



## CRIMINAL JUSTICE SYSTEM

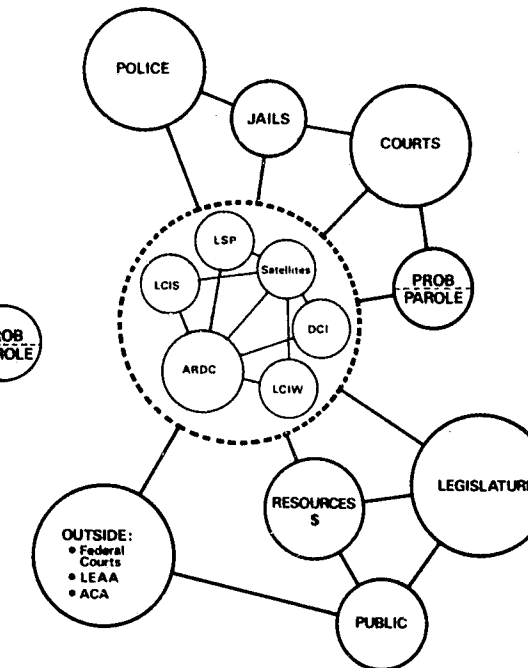
### Internal

- Creation of Dept. of Corrections
- Institutions still operate autonomously
- Women's facility added

### External

- Introduction of Criminal Justice System Concept (Challenge of Crime in a Free Society)
- Corrections "problem" now linked to larger system (Courts, Police, Parole)

1977



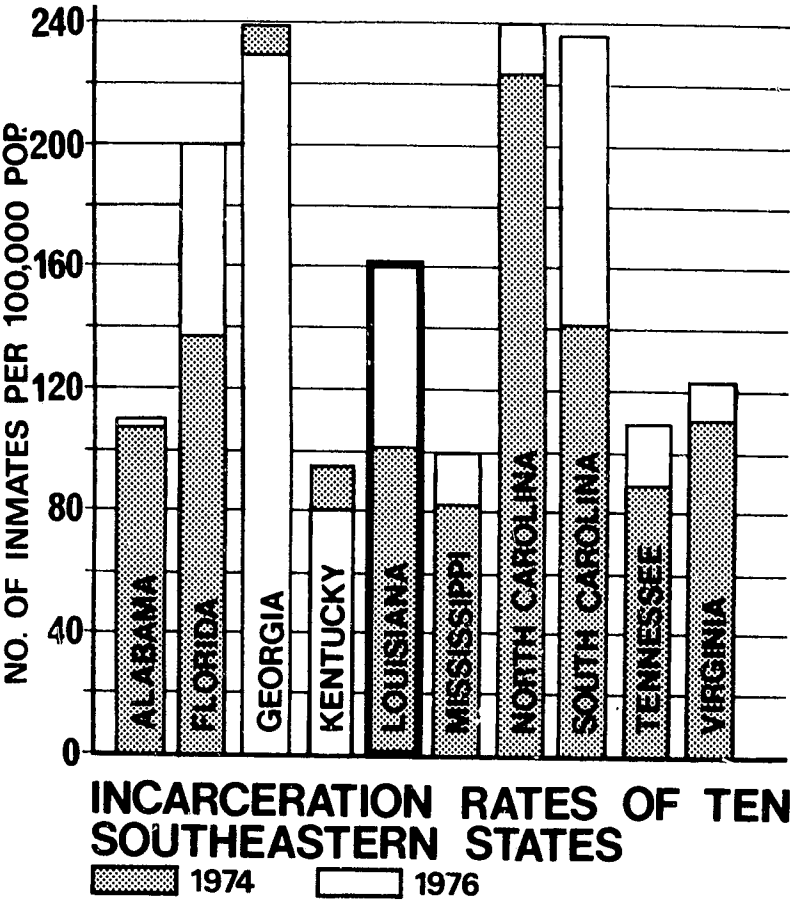
## OPENING SYSTEM

### Internal

- Corrections increasingly run as a unified system
- Improved and expanded non-institutional services
- Variety of institutions

### External

- Impact of system linkage evident:
  - jail backlog
  - Federal Courts
  - Increased levels of funding necessary
  - Statutory changes
- System linkage expanded beyond Criminal Justice



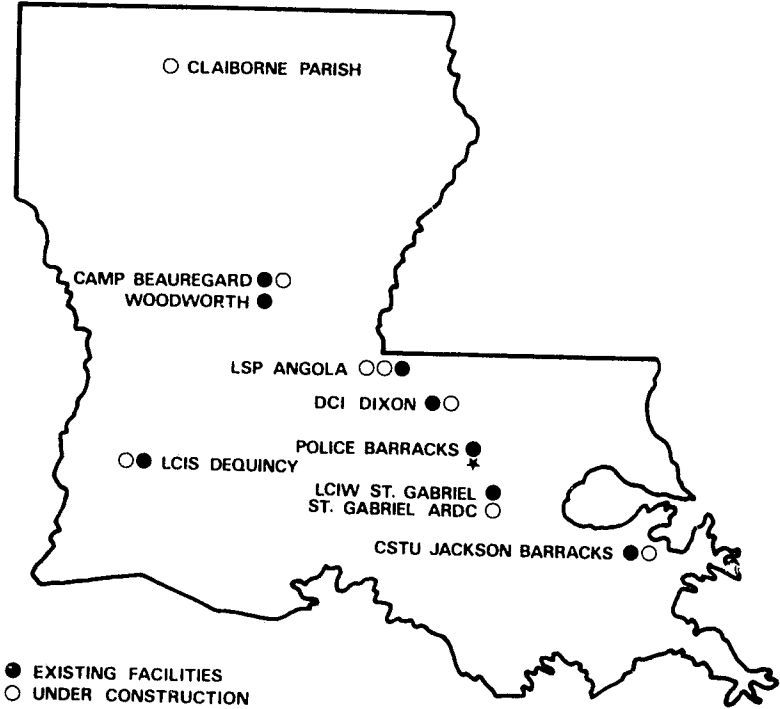
The key question, therefore, is how many of the **new admissions** will be eligible for these cost-saving strategies.

Analysis indicates that while the prison population is increasing, a majority (58%) of the detention-days during the period of 1975 through 1978 were taken up by persons convicted of crimes against property.

Using the most stringent eligibility guidelines, (i.e. sentence of less than 5 years for a crime against property, with one felony conviction) approximately 400-500 offenders each year during the last 2 years would be eligible for alternatives to costly maximum security imprisonment.

Additional economic and population pressures will be placed on the system by the recent reduction in good time. Under the new guidelines that went into effect in September 1977, **90,000** additional detention days will have to be accounted for in FY 1979/80. This will equal **\$1.6 million** in operating costs (in 1977 dollars) and may require **250** additional beds. These projections are based on inmate profile data and current sentencing patterns remaining constant over the next two to three years.

LOUISIANA  
D. O. C. CORRECTIONAL FACILITIES



COURT ORDER

In 1975, the Federal Court, presided over by Judge West, ordered unconstitutional conditions at the Louisiana State Penitentiary at Angola (LSP) to be remedied at once. Until 1975, 75% of the state's offenders were housed at LSP (see chart on following page).

In response to the court order the Department of Corrections took immediate steps to remedy conditions cited in the court decision. In October 1976, the Legislature appropriated **\$86,000,000** as the first phase of a three-year **\$165,000,000** capital improvements program to upgrade, replace, and build new correctional institutions. By 1980, the state prison system will be able to accommodate **8500** offenders.

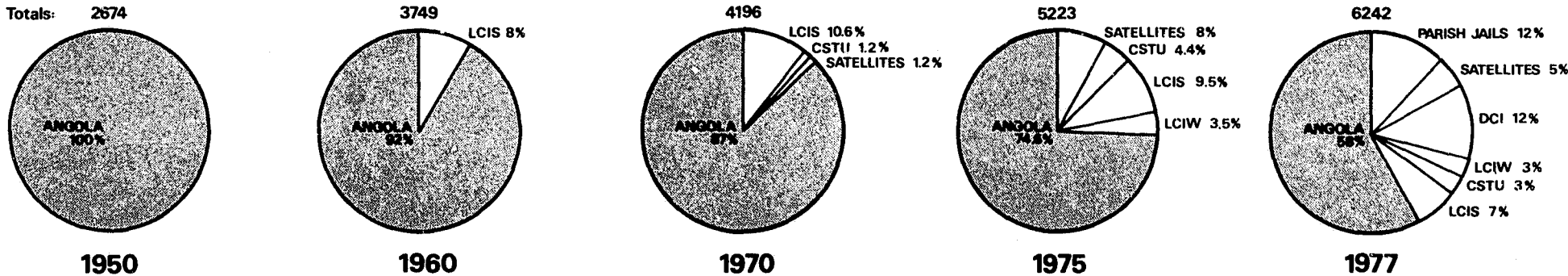
2 FACILITIES  
EVALUATION

- The facilities evaluation, as required by the Concurrent Resolution, was carried out in four steps:
1. Inventory of Facilities
  2. Selection and Definition of Criteria
  3. Evaluation of Facilities Against Selected Criteria
  4. Findings and Alternative Actions

# Growth in Corrections

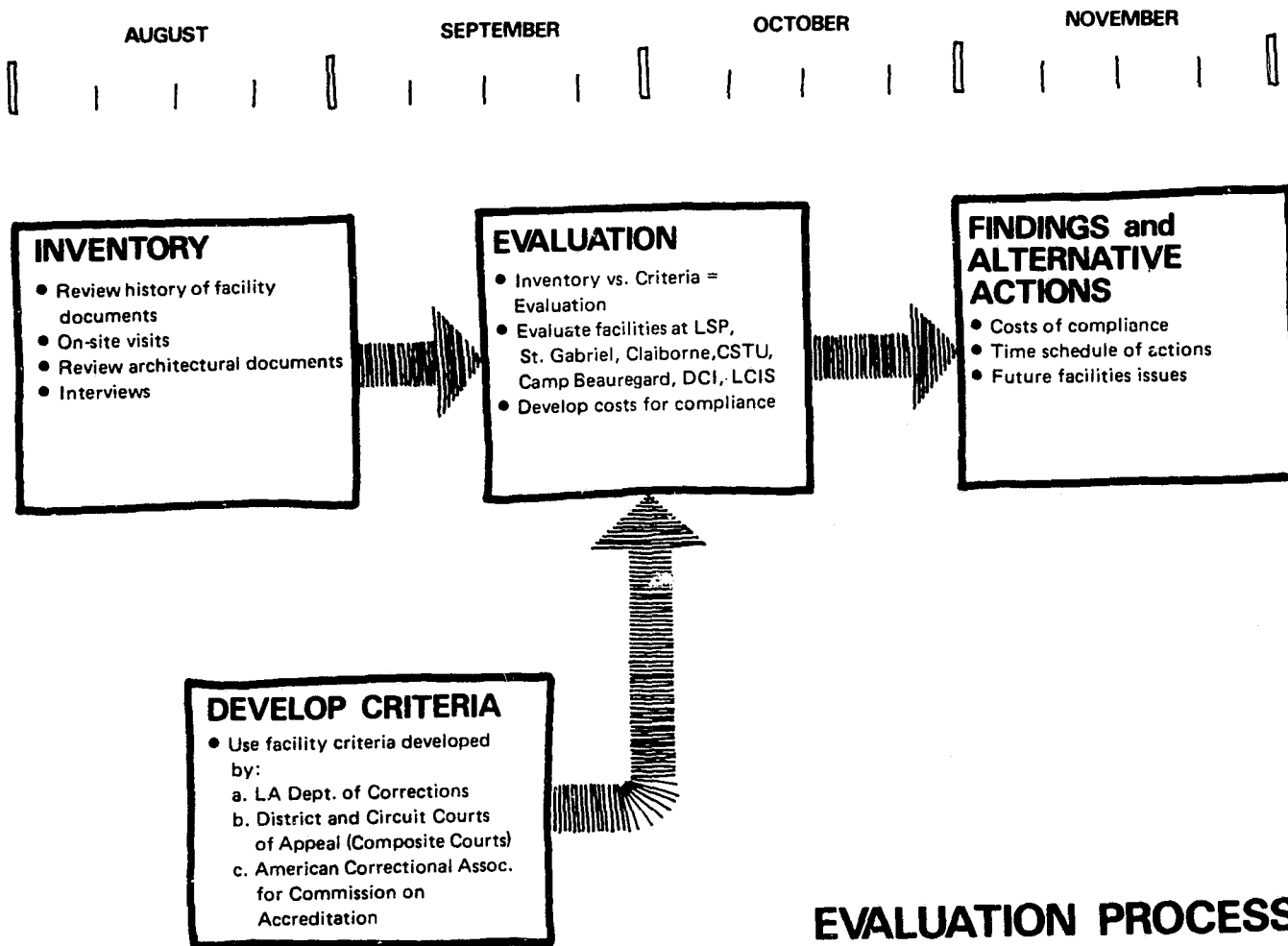
D.O.C. FACILITIES		Year	1910	1920	1930	1940	1950	1960	1970	1980	Present Pop. 1977	Planned Capacity 1980
<b>Budget Units</b>												
LSP ANGOLA											3597	4805
LCIS DEQUINCY											462	682
CSTU JACKSON BARRACKS											190	260
LCIW ST. GABRIEL											200	320
DCI DIXON (incl. ARDC)											729	636
ARDC/ST. GABRIEL (HUNT)											-	1000
CLAIBORNE PARISH											-	500
<b>Satellites</b>												
STATE POLICE BARRACKS											102	110
WOODWORTH											20	20
CAMP BEAUREGARD											144	190
CCRC											14	-
MONROE SATELLITE FACILITY											27	20
<b>Parish Jails</b>											757	-

## INMATE POPULATION DISTRIBUTION



## OPERATING BUDGET





RECOMMENDED ACTIONS TO MEET CRITERIA

The inventory included all correctional facilities authorized by the Legislature in 1976 and 1977. The criteria selected for evaluation represented the viewpoints of corrections planners, managers and adjudicators. Recommended actions to meet selected criteria were divided into first and second priorities. (See chart following) Though ten areas of non-compliance were found to exist at various institutions, the new and proposed facilities satisfied the criteria established by Judge West, as well as the majority of Department of Corrections and American Correctional Association criteria.

The Prison System Study Commission resolved to develop a set of future facilities design criteria to function on three levels:

- 1. Base line criteria to meet health, fire, and safety codes while representing a reasonable approach to corrections.
- 2. Criteria to meet the long-range correctional strategies developed by the Commission.

3. Criteria that could function within a mechanism that allows for updating over time.

Recommendations to alter new or existing facilities that did not meet suggested standards were deferred by the Commission until the current building program is completed.

CRITERIA SOURCES			RECOMMENDED ACTIONS TO MEET CRITERIA		
DOC	Composite Courts	ACA		FIRST PRIORITY	SECOND PRIORITY
•	-	•	1. IMPLEMENT 500-MAN UNIT SIZE AT: Main Prison @ LSP	•	
-	-	•	2. BUILD ONLY SINGLE CELLS AT: Claiborne Parish Prison	•	
-	-	•	3. IMPROVE LIGHTING CONDITIONS IN ISOLATION CELLS: LSP, St. Gabriel and Camp Beauregard	•	
•	•	•	4. UPGRADE MEDICAL FACILITIES AT: New Camps @ LSP, DCI and Camp Beauregard	•	
•	•	•	5. IMPROVE PROGRAM AND ACTIVITY AREAS AT: New Camp @ LSP, Camp Beauregard	•	
•	•	•	6. IMPROVE VISITING AREAS AT: New Camps @ LSP		•
-	-	•	7. BUILD ONLY SINGLE CELLS AT: Main Prison @ LSP		•
-	•	-	8. INCREASE DAY ROOM AREA AT: All Facilities		•
-	-	•	9. IMPROVE INMATE LIVING AREA FURNISHINGS		•
-	-	•	10. PROVIDE FACILITIES FOR FAMILY VISITING OF UP TO 48 HOURS @ Med. & Min. Security Facilities		•

3 FUTURE STRATEGIES

In determining the road on which Louisiana's correctional system would follow in the future, current and projected problem areas were evaluated. These findings are summarized below:

MAJOR FINDINGS

In 1977 it cost an average \$17.34 per day to house an offender in Louisiana's state-run adult correctional institutions. In 1978, this average cost will rise to \$18.74 and will continue to increase annually. (These figures do not take into account such indirect costs as foregone taxes, lost productivity and welfare payments to prisoners' families). The total operating budget in 1977 exceeded \$44 million.

Projecting a continuation of current practices to 1982, the following figures were derived:

1. The state prison population in 1982 will rise to **9600**.
2. Operating costs in 1982 will rise by 75% to **\$60.8 million** (\$81.4 million in 1982 dollars).
3. In addition to the **\$165 million** capital construction program currently being completed, an additional **\$38.5 million** (\$51.8 million in 1982 dollars) will be needed to expand prison capacity to accommodate the 1982 projected inmate population.

#### ALTERNATIVE STRATEGIES

Although corrections is, to a large degree, subject to the impact of forces over which it has no control, there **are strategies** that can provide effective security while remaining cost-conscious. The Prison System Study Commission has been charged with developing long-range strategies that will influence the future of the corrections system. Therefore, **five alternative future strategies**, each having an existing basis and tradition within the Louisiana corrections system, were evaluated and reviewed by the Commission.

The five strategies were as follows:

##### 1. Continuation of Current Practices

Retains the existing Departmental structure and practices. Seeks no substantial change within the Department of Corrections or in its relationships to other parts of the Criminal Justice System.

##### 2. Continuum of Corrections

Recognizes the diversity of inmates — from maximum security to pre-release — and introduces a classification system to reflect this diversity. Since classification will not be based solely on offense or sentence, it introduces potential cost and management savings, as inmates — through their behavior and adjustment — become eligible to be housed in less costly medium and minimum security surroundings.

##### 3. Parish Participation System

Proposes that state and local jurisdictions share the responsibility for the operation of corrections through a state-subsidized program.

##### 4. Alternatives to Incarceration

Provides for the full utilization of alternatives to confinement for eligible offenders in state and local systems.

#### 5. Curtail Construction

Sets a ceiling on future construction of state correctional facilities relying instead on planned alternatives within the criminal justice system to handle the inflow of offenders.

The summary chart opposite, presents a description of all five strategies in relation to projected population, operating and capital costs, and potential savings. Savings, in 1982 dollars, for these strategies could range from **\$25.7 million** to **\$51.5 million** in capital costs and up to **\$11.1 million** savings in operating costs.

The issues involved in implementing any one or combination of strategies is complex. Though one issue may apply equally to all strategies, differences surface in the manner in which a strategy issue affects implementation. The chart on page 14 outlines several of the major issue areas and their applicability to the five strategies.

After close examination, the Commission resolved that three out of the five strategies evaluated were most promising and should be pursued. The Continuation of Current Practices strategy was rejected as it did not offer a means of controlling future costs and growth. The Curtail Construction strategy was rejected for limiting future flexibility in responding to growth.

The three strategies selected are as follows:

##### 1. Continuum of Corrections

##### 2. Parish Participation System

##### 3. Alternatives to Incarceration

## 4 SUMMARY RECOMMENDATIONS

Each of the three selected alternative strategies share a common theme — they are planned alternatives to otherwise uncontrolled future growth. To evaluate the **effectiveness of all three strategies** in directing the growth of the corrections system, a formalized program should be established and funded. For this reason the Commission recommends that these three alternative corrections programs be implemented in Fiscal Year 1978-79 as pilot programs in order to adequately assess their relative benefits and risks.

The three pilot programs correspond to the three strategies listed above. The scale of each program will be small, limited to 100-150 carefully screened participants in a particular program. The limited size of the programs will allow for careful monitoring and an on-going evaluation to take place.



		RANGE	POPULATION	COSTS <sup>2</sup> (in millions)				SAVINGS <sup>2</sup> (in millions)			
				OPERATING <sup>1</sup>		CAPITAL		OPERATING		CAPITAL	
				1977	1982	1977	1982	1977	1982	1977	1982
<b>1</b>	Retains the existing Departmental structure and practices. It seeks no substantial change within the Department of Corrections or in its relationships to other parts of the Criminal Justice System.	Reference <sup>3</sup> Projection	State 9600 <sup>4</sup>	60.8	81.4	38.5	51.5	-	-	-	-
<b>2</b>	Provide cost-savings through improvement in classification and management procedures.	LOW	State 9,600	52.5	70.3	5.5	7.4	8.3	11.1	33	44.1
		HIGH	State 9,600	57.5	76.9	5.5	7.4	3.3	4.5	33	44.1
<b>3</b>	Proposes that state and local jurisdictions share the responsibility for the operation of corrections through a state-subsidized program.	LOW	State Parishes 8,640 960	58.2	77.9	6.4	8.6	2.6M	3.5	32.1	42.9
		HIGH	State Parishes 8,640 960	60.7M	81.2	19.3	25.8	.1M	.2	19.2	25.7
<b>4</b>	Provides for the full utilization of alternatives to confinement for eligible offenders in state and local systems.	-	State 8,640 Alt. 960	55.5	74.3	4.9	6.6	5.3	7.1	33.6	44.9
<b>5</b>	Sets a ceiling on future construction of state correctional facilities relying instead on planned alternatives within the criminal justice system to handle the inflow of offenders.	LOW	State Probation 8,500 1,100	54.6	73.1	0	0	6.2	8.3	38.5	51.5
		HIGH	State Community Facilities 8,500 1,100	61.8	82.7	16.5	22.1	none, costs +1.0	none, costs +1.3	22	29.4

- 1 Does not include the cost of Headquarters which is assumed to remain constant in all models.  
2 Savings are compared against the reference projection.  
3 Changes in sentencing procedures could raise or lower the projected figures.  
4 The new Good Time Law, which went into effect in September 1977, is not accounted for in the reference projection.

## Summary Chart: 1982

Implementation Issues			Strategies	1	2	3	4	5
				CONTINUATION OF CURRENT PRACTICES	CONTINUATION OF CORRECTIONS	PARISH PARTICIPATION SYSTEM	ALTERNATIVES TO CORRECTIONS	CURTAIL CONSTRUCTION
1.	LEGISLATIVE ACTION	Consider passing enabling Legislation  Review existing laws and penal code in light of policy direction		●	●	●	●	●
2.	FISCAL	Review operating budgets in light of policy direction  Review capital budget in light of policy direction		●	●	●	●	●
3.	CRIMINAL JUSTICE SYSTEM	Develop formal links between all criminal justice components  Negotiate state and parish responsibility for corrections		●	●	●	●	●
4.	FACILITIES	Develop facility standards  Reclassify facilities  Match facility type to classification requirements  Monitor compliance with facility standards		●	●	●	●	●
5.	MANAGEMENT	Alter management and org. structure of corrections  Hire new qualified personnel  Improve management practices  Assess training, motivation and information monitoring systems		●	●	●	●	●
6.	CLASSI- FICATION	Develop new criteria  Re-structure classification  Develop on-going classification			●		●	●
7.	PROBATION	Increase supervision  Increase probation programs  Increase field staff				●	●	●

14

## LOUISIANA PRISON SYSTEM STUDY

15

## LEGISLATION

To implement the three pilot programs and to enable the criminal justice system to take initial steps towards controlling the form of future growth, the Commission recommends that the following legislation be enacted in the 1978 regular session of the Louisiana State Legislature:

- Appropriate the sum of \$658,950 to implement the three pilot programs and expand Department of Corrections resources in the areas of planning, training, and community relations. These last three functions are vital to the success of the pilot programs and the future implementation of a fully operational system based on the strategies being tested in the pilot programs.

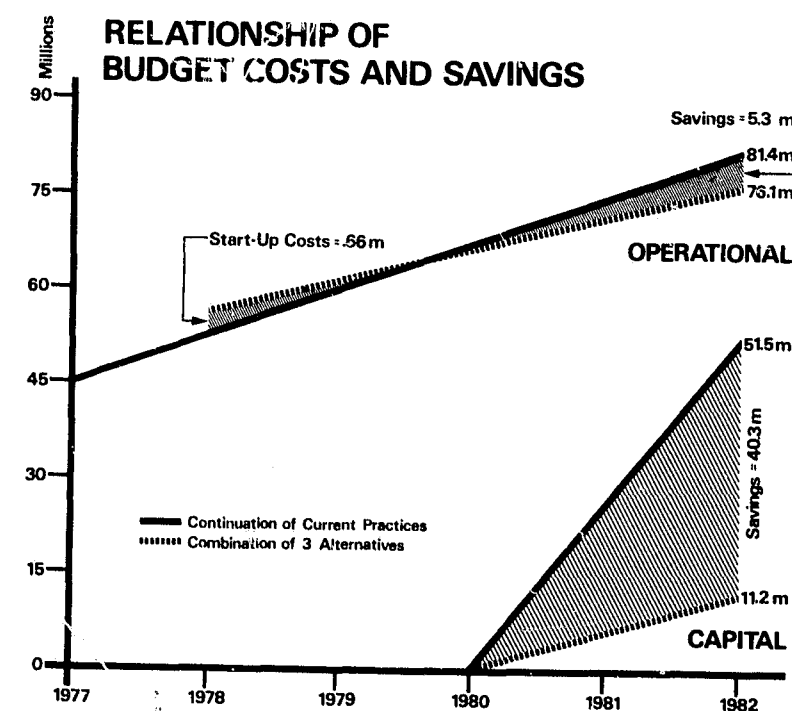
## COST BREAKDOWN

The \$658,950 appropriation is to be broken down as follows:

- Continuum of Corrections Pilot Program \$168,500
- Parish Participation Pilot Program \$180,350
- Alternatives to Incarceration Pilot Program \$154,100
- Expansion of Department of Corrections Resources \$156,000

TOTAL \$658,950

The chart below illustrates the difference in operating and capital costs between continuing current practices and operationalizing a future system combining the three recommended strategies to deal with the projected inmate excess.



**FUTURE GOALS**

In summary, the past project year has been spent understanding the corrections system and looking at alternative systems. The remainder of this project year will be spent designing an operational system that will synthesize the contribution from all stakeholders with the goal of presenting specific recommendations to the Legislature in 1979 as to the nature of a comprehensive correctional "system" (including implementation) that best suits the specific needs of the State of Louisiana.

The key goals in any alternative corrections system will be to:

- Reduce the pressure to spend vast new sums on corrections
- Provide cost-effective protection to the public while minimizing risk
- Provide effective and constitutional strategies for dealing with offenders
- Develop a flexible policy for managing and controlling the growth of the corrections system

# 2A

## INTRODUCTION

### Introduction

The Final Report is structured to parallel the four successive areas of study reviewed by the Prison System Study Commission during the course of the project year, namely:

1. Louisiana Prison System Overview
2. Facilities Evaluation
3. Future Strategies
4. Recommendations

The prison system overview covers a broad range of topics. These include a chronology of corrections' evolution in Louisiana, compliance with the recent Federal District court order, a survey of the operations of the Louisiana Department of Corrections and the relationship of corrections to other components within the criminal justice system. In addition, a computerized offender profile analysis correlated key inmate characteristics such as age, race, offense, length of stay, court sentence, and prior felony conviction record.

2B  
CHRONOLOGY  
OF MAJOR EVENTS

Chronology

The chronology of major events is presented in three parts:

- 1. Management & Organizational Structure
- 2. Facilities
- 3. Prior Prison Study Commissions

1. MANAGEMENT AND ORGANIZATIONAL CHRONOLOGY

- 1870 Creation of Board of Control of the Louisiana State Penitentiary (LSP)
- 1896 Authorized appointment of Warden for LSP
- to 1900 Authorized establishment of reformatory for Youth
- 1902
- 1900 Created Board of Control for LSP; 3 commissioners appointed by Governor
- 1916 Board of Control abolished; substituted by "General Manager of the State Penitentiary"
- 1942 Offices of Warden and General Manager abolished; functions transferred to Department of Institutions
- 1948 Functions of Department of Institutions relating to LSP transferred to the Superintendent of LSP
- 1950 Legislation is enacted laying out the basic duties of the Superintendent and Warden of LSP
- 1968 Department of Corrections Created; Merging Board of Institutions and Department of Institutions to supervise functions of administration, management and operations relating to all state institutions
- Convicted offenders to be processed through the Department of Corrections

Department of Corrections authorized to create Women's Correctional Facility at St. Gabriel

- 1976 Legislation enacted placing all responsibilities for corrections with the Secretary of Corrections and mandating the organizational structure through which the Secretary may meet those responsibilities

## 2. FACILITIES CHRONOLOGY

- 1832 Louisiana State Penitentiary founded by Act of Legislature
- 1837 State Penitentiary opens at Baton Rouge
- to 1844 Louisiana convicts leased to private interests  
1901
- 1900 Prison Control Board purchases the 8,000 acre plantation called Angola to serve as a branch of the main prison in Baton Rouge.
- 1917 Administrative offices and all prisoners transferred from Baton Rouge to Angola
- 1955 New Penitentiary complex at Angola opens
- 1958 Louisiana Correctional Institute (LCIS) opens at DeQuincy to house youthful first offenders
- 1968 8 million dollars appropriated for capital improvements:
- New women's prison to be constructed at St. Gabriel
  - Renovation of 2 camps at Angola
- 1973 Louisiana Correctional Institute for Women (LCIW) opens
- 1976 Dixon Correctional Institute (DCI) opens



An Angola camp in 1902. These buildings remained in use for more than a half-century.

LOUISIANA ROOM, LOUISIANA STATE UNIVERSITY LIBRARY



Sleeping quarters at a levee camp in 1907. The crowded bunks are typical of such camps.

LOUISIANA ROOM, LOUISIANA STATE UNIVERSITY LIBRARY

1978-79 1,000-man facility to open at St. Gabriel.  
Facility to include the new Adult Reception and Diagnostic unit

Renovation of the Main prison and reception center at LSP to be completed.

1979-80 New 500-man facility to open in Claiborne Parish

### 3. PRIOR PRISON STUDY COMMISSIONS\*

#### COMMISSIONS AND COMMITTEES FOR THE STUDY OF CORRECTIONS

Year: **1943**

Triggering Event: Need to increase agricultural production

Commission: Warden of Sing-Sing prison

Authority: War Production Board

Mandate: Study Conditions at LSP, Angola

Findings: No rehabilitation programs;  
Virtually no one  
but inmate guards

Recommendations: Nominal incentive pay for inmates;  
More and better trained personnel;  
Better system of inmate classification.

Action: None, apparently

Year: **1944**

Triggering Event: Report of 1943

Commission: "a committee of Louisianans"

Authority: Governor

\* Source: Carleton, Mark T. Politics and Punishment.  
LSU Press: Baton Rouge, 1971

Mandate: General (to study the conditions and operations of the State penitentiary)

Findings: Sanitary facilities "decidedly inadequate";  
Gambling the only "organized recreation";  
Vice conditions;  
Virtually no separation of convicts according to crime and length of sentence;  
Flogging "Just short of rank torture".

Recommendations: Correct deficiencies

Action: None (Governor left office)

Year: **1946**

Triggering Event: Reports of 1943 and 1944

Commission: Two "expert" penologists

Authority: Governor

Mandate: To conduct exhaustive studies and make recommendations

Findings: Administration so unqualified that "its presence has ... been discounted in discussion of personnel requirements";  
Use of convict guards severely criticized;  
Prison housing (unsafe, inadequate, unsanitary);  
Water supply (inadequate);  
Sanitary facilities (practically useless);  
Educational rehabilitation (practically non-existent);

**Recommendations:** By Governor

5 year, \$6,745,000 program to reform and modernize penitentiary system.

**Immediate action:**

- . construct receiving and classification station
- . construct new hospital
- . convert stock farm to industrial center for first offenders
- . remove women from main penitentiary
- . diversify prison industries
- . use civilian guards on "experimental basis" (penologists recommend hiring 620 civilian employees, to include 285 civilian guards; not acceptably politically)

**Action:**

**Immediate:** Inconclusive; "implementation ... while not negligible, had been far from complete"

**COMMENT:** Severe opposition from political establishment (reduction of patronage; cost) and penal establishment (recipients of patronage; prisoners as personal aides, cooks, etc.)

1948: \$1,400,000 for new hospital; \$100,000 for women's camp.

1950: \$500,000 increase in operating budget; \$2,332,000 for new construction (staff housing, utilities)

**Year:** 1951

**Triggering Event:** 37 inmates slash their heel tendons as protest against inhumane treatment

**Commission:** 34 member citizen's committee

**Authority:** Governor (initially argued that there was no need for inquiry and that the current administration would make the prison profitable if left alone; considerable exposure by press; public opinion made action politically expedient)

**Mandate:** To determine if mistreatment occurred; treatment in general; philosophy of handling prisoners; ramifications of having two "heads" at Penitentiary (superintendent and warden)

**Findings:** The practice of brutality established without question, on "physical, emotional, mental, and moral" levels

Human lives and law enforcement "cannot be measured in dollars and cents"

**Recommendations:** Essentially those of 1946

**COMMENT:** Certain members dissented, asserting that the public would never accept paid guards and that the total package was too expensive

**Action:** 1951: \$695,000 for construction and repairs  
1952: Under a new administration, a professional penologist appointed director  
1952-53: \$4 million for construction and equipment  
1954: a separate institution for first time offenders - classification and segregation of prisoners



Year: 1955 (pre-election year)  
"traditionalist backlash"

Year: **1957**

Triggering Event: Operations at LSP Angola

Commission: House and Senate members  
(primarily rural)

Authority: Legislature

Mandate: Study all state institutions  
(especially finances, overcrowding,  
low morale)

Findings: Angola (state penitentiary) still  
a "rotten" institution;  
A good place for first offenders to  
be educated in crime;  
Staff morale low;  
Penitentiary not doing enough to  
support itself financially (implied)  
Lax discipline;  
Casual inmate workload;  
"Lack of respect" for warden;

COMMENT: When the warden later  
resigned for other reasons, inmates  
went on strike because they thought  
he had been unjustly "hounded" from  
the position

Recommendations: Increase agricultural operations  
in order to increase inmate work  
load:

COMMENT: Problematical due to  
1) Federal agricultural regulations  
and quotas 2) Population increase  
3) Increased use of farm machinery

Year: **1958**

Triggering Event: High rate of recidivism

Commission: 3 former governors; judges, penol-  
ogists, law enforcement officers,  
other "prominent citizens"

Authority: Governor

Mandate: Establish needs and recommendations  
concerning post-custodial rehabilitation  
(ways to reduce recidivism)

Findings: "3 revolutions" 1) Major rebuilding  
in 1950's. 2) Increase in drug vio-  
lators 3) Need for parole and pardon  
system void of politics

Recommendation: (made in 1960)

Establish Dept. of Corrections to  
oversee custodial and post-custodial;

Establish professional parole board;

Parole staff at prison.

Actions: Vitrually ignored by 1960 Legislature

Comments

POLITICAL DEVELOPMENTS

Due in part to the modernization in the 1950's,  
corrections became less of an immediate political  
consideration. State-wide financial problems led  
the new Governor, in 1962, to cut the operating  
budget approximately 25%. Classification and most  
rehabilitation programs were cut, and inmate guards  
reappeared. Between 1964-68, the state penitentiary  
had 9 wardens.

In 1968 the Board of Institutions was abolished and a  
Department of Corrections created, following generally  
the guidelines of the 1958 Commission.

Events of 1968-1977 are apparently not compiled; available data are in terms of departmental statistics on population, staffing, and budget. Louisiana adopted a new Constitution in 1976 and enacted laws for the Department of Corrections in that year, effective 1 July 1977. It is possible that some committee researched this legislation, although the criteria used are not known. It is clear, however, that in addition to the present \$165 million corrections capital improvements program, both employee numbers and general operating budgets have steadily increased over the last 4 years.

The chart on the following page summarizes the work of prison study commissions beginning in 1943 and ending with the present study commission.

Issues	1. Rehabilitation Programs	2. Classification and segregation	3. Staff - Quantity	Staff - Quality (skills)	4. Sanitation	5. Unconstitutional Treatment	6. Housing	7. Water	8. Health Care	9. Inmate Discipline	10. Post-custodial	11. Financial	Action Taken
1943	•	•	•	•								•	None
1944		•			•	•							No action taken; Governor left office
1946	•		•	•	•		•	•	•				\$4.85 million appropriated for new construction ½ million increase in operating budget
1951	•		•	•	•	•	•	•	•				\$4.7 million appropriated for new construction separate institution for 1st time offenders. Classification and segregation of prisoners.
1957		•								•		•	No Action Taken
1958											•		No Action Taken Ignored by Legislature
1977	•	•	•	•	•	•	•		•		•		

PRISON STUDY COMMISSIONS

## 2C COMPLIANCE WITH THE COURT ORDER

### COMPLIANCE WITH THE COURT ORDER

On June 10, 1975 the United States District Court in Louisiana ordered that unconstitutional and illegal conditions and practices involved in the operation, maintenance and administration of the Louisiana State Penitentiary at Angola be remedied at once.

The main issues raised in the 39 sections of the court order were as follows:

- . Lack of protection of inmates
- . Poor medical care
- . Poor maintenance, repair, construction and safety of facilities
- . Overcrowding
- . Poor food and sanitary conditions
- . Racial discrimination and segregation
- . Religious discrimination
- . Censorship of mail
- . Lack of due process in grievance procedures
- . Need for planning the long-term operation of the correctional system in Louisiana

On September 9, 1975 the court restricted LSP Angola from receiving new commitments and set the maximum capacity of 2,641. In response to the court order the Department of Corrections took immediate steps to remedy all sections of the decision.

By December of 1975, the Department of Corrections had fully complied with 27 sections of the court order. These included:

- 1) Elimination of racial discrimination
- 2) Elimination of religious discrimination
- 3) Elimination of mail censorship
- 4) Establishment of grievance procedures
- 5) Report on immediate and intermediate relief
- 6) Report on long range planning and relief

The remaining sections of the court order dealing with personnel, purchase of new equipment and new construction had been partially remedied by December. The Department presented their progress to date in these areas and assured the court that full compliance with all sections of the court order was proceeding as fast as possible.

The District Court, satisfied with the efforts made by the Department of Corrections, modified its original timetable to allow more time for full compliance.

Given the timetable extension, the Department of Corrections was able to devote full-time to satisfying the area of compliance that proved most difficult:

- . Establishing a comprehensive plan for the long range operation of the prison system in Louisiana, which would involve decentralization of the prison system and/or new construction at LSP.

In October of 1976 the legislature, meeting in special session, appropriated more than \$100 million<sup>(1)</sup> for capital construction for corrections. Plans for decentralization had failed and the court accepted the intensive capital construction program as satisfying the intent of the original court order. In addition, the court issued a construction timetable that would expand the capacity at LSP to 4,805 by September 1978.

#### CURRENT STATUS

The Department of Corrections is continuing their efforts to achieve full compliance as scheduled. A very positive working relationship has developed between the courts and the department as a result of an increased understanding of problem areas that both sides had been insufficiently aware of prior to June of 1975.

- . The court became aware of the political and planning processes necessary to achieve full compliance.
- . The Department of Corrections became increasingly sensitive to constitutional issues as they impact the future of corrections in Louisiana.

(1) Of which approximately \$86,000,000 was for building construction. (U.S. Court of Appeals for the Fifth Circuit, Motion Filed February 15, 1977)

Though construction problems had delayed the opening of new housing units at LSP in May of 1977, 1,296 new units were completed by August. The Department accordingly accepted new inmates from the parish jails thus helping to relieve overcrowded conditions at the local level.

130 new units scheduled for completion in February 1978, will be completed in mid-Spring, bringing the total capacity at LSP up to 4,139.

The spectre of future class action suits is a concern that the Department of Corrections must face. Litigation involving other institutions may arise out of unconstitutional conditions such as overcrowding stemming from the "spillover" of inmates from LSP as well as the influx of new commitments from parish jails ordered by other courts.

Litigation at the state level has now spilled over into local corrections. Currently fourteen parishes in Louisiana are in the process of litigation, with the Department of Corrections named as co-respondent in many of the court suits. The parishes involved in litigation are:

- . Acadia
- . East Baton Rouge
- . Iberia
- . Lafayette
- . Livingston
- . Point Coupee
- . Rapides
- . St. Bernard
- . St. Charles
- . St. Landry
- . St. Mary
- . St. Tammany
- . Tangipahoa
- . Washington

The conditions for which relief is sought at the parish level are similar to those cited in the Federal court decision regarding conditions at the Louisiana State Penitentiary at Angola. These conditions include:

- . Racial discrimination and segregation
- . Denial of adequate living quarters
- . Denial of personal hygiene

- . Denial of adequate food
- . Lack of security
- . Inadequate medical attention
- . Punishment
- . Curtailment of communications
- . Access to the courts
- . Education and religion
- . Pre-trial detainees

Parish corrections is intimately related to the state corrections system. Any response by the parishes to improve local conditions should be made within the framework of the larger statewide concerns. Likewise, statewide correctional strategies cannot be effectively designed without consideration of unique local needs and resources. Careful planning and operations with adequate resources are on-going imperatives if corrections issues are to be kept out of the court systems.

## 2D INMATE POPULATION PROFILE

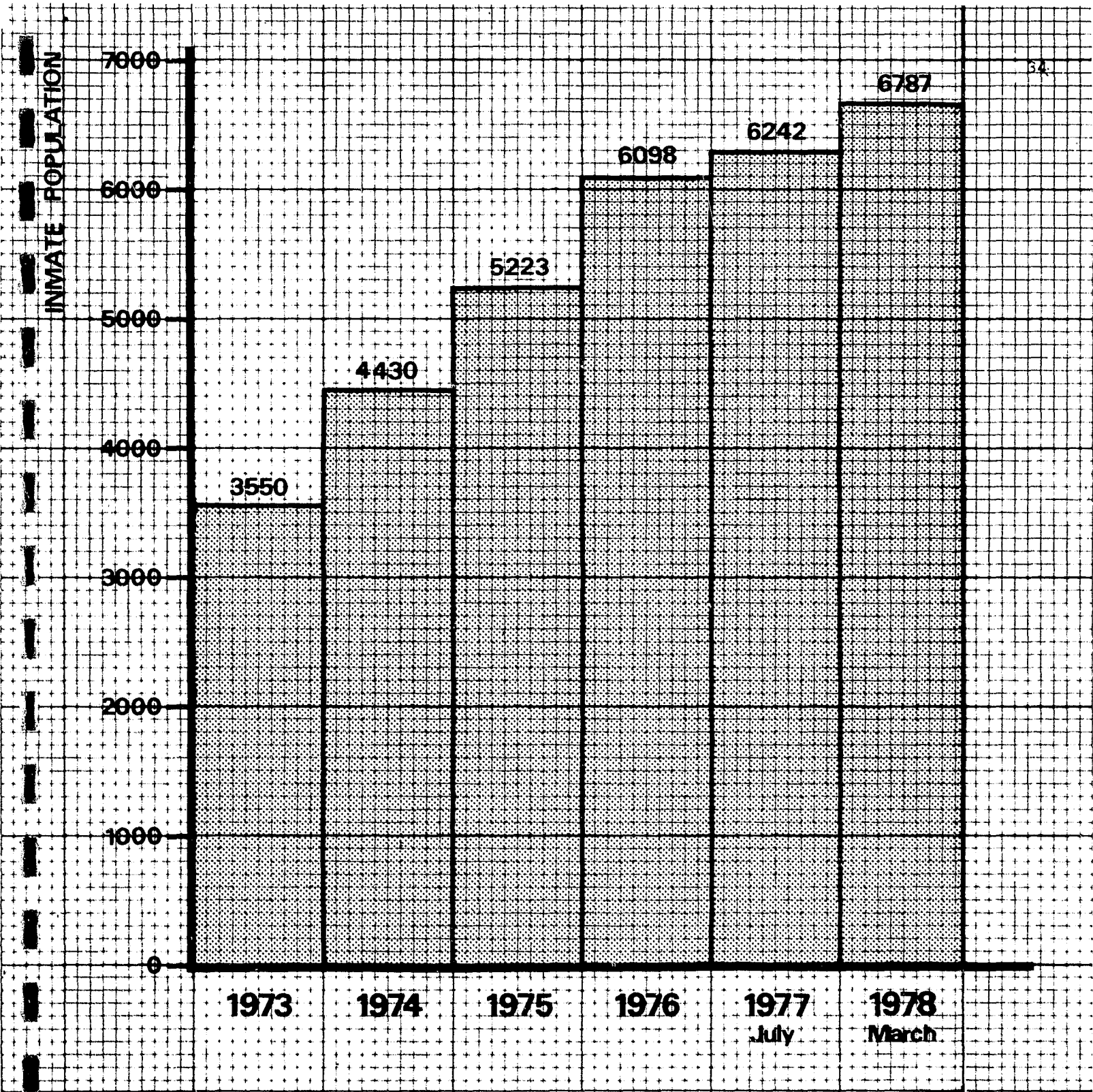
Introduction

The complexity of the corrections problem can best be highlighted in terms of the rapid increase in the state prison population in the past several years. In addition, the requirements of a diverse and changing offender population must be recognized if the corrections system is to be responsive to future goals and objectives.

The following summary highlights the major findings of the offender population analysis. The objective of this analysis, which involved development of a sophisticated automated data processing network, was to determine the number of eligible participants in future alternative corrections programs.

Inmate Population  
Analysis Summary

- The prison population in Louisiana has nearly doubled in four and one half years, and is approaching 7000 inmates. (See chart following)
- Louisiana has the eighth highest rate of incarceration in the United States. (The incarceration rate reflects the number of offenders under state jurisdiction per 100,000 of general population.)
- Between 1974 and 1976, the incarceration rate has risen by almost 56%.
- The majority of state offenders incarcerated are convicted of non-violent crimes. On April 1, 1978, 53% of all adult offenders incarcerated fell into this category. Five years ago this figure was 40%.
- In 1977, offenders convicted of non-violent crimes consumed 58% of all available detention days.
- The inmate population is getting progressively younger. Nearly 50% of all state offenders are 24 years of age or younger.
- 75% of new court commitments in 1977 received sentences of less than 10 years.



ADULT MALE POPULATION  
1973-1977

- The median time spent in prison for 90% of the inmate population is slightly greater than two years.
- The racial composition of the inmate population is 73% Black, 27% White. The state's racial composition is approximately 30% Black and 70% White.

Comparative Model

States satisfying the following criteria were selected for purposes of comparison with Louisiana:

- Regionality - states located in the south-eastern United States
- States with similar sized populations
- States with similar sized inmate populations
- States with similar population characteristics such as education level, per capital income and unemployment levels

Using these criteria nine states were selected for a comparative model: Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee and Virginia.

Two barometers, the commitment rate and the incarceration rate, are effective in analyzing comparative prison population statistics nationwide. The commitment rate is the number of offenders committed to state institutions per year per 100,000 of general population. The incarceration rate reflects the number of offenders under state jurisdiction per year per 100,000 of general population. Of the ten states having the highest rates of incarceration in 1976, five were in the southeastern United States, with Louisiana ranking eighth in the country. The tables following compare the 1974, 1975 and 1976 commitment and incarceration rates for the states in the comparative model.

Commitment  
Rate Analysis

The tables indicate that the median commitment rate for the nation in 1976 was 71.7, 12% higher than Louisiana's rate of 63.9 per 1000,000 population. This ranks Louisiana as the state with the 27th highest commitment rates among the 50 states.

The rate of commitment in Louisiana increased 4% between 1975 and 1976 and 5.6% between 1974 and 1976. This compares with a national increase of 3% and 25.5% respectively. Of the ten states in the comparative model Louisiana experienced the lowest relative commitment rate increase in the two year period 1974-76.

# RATE OF COMMITMENT

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	1974	1975	1976	▲% 75-76	▲% 74-76
Alabama	87.8	71.47	33.99	-210.3%	-259%
Florida	96.16	109.10	108.24	- 0.8%	+12.6%
Georgia	145.04	158.32	131.44	- 20.5%	-10.3%
Kentucky	71.49	77.56	83.98	+ 8.3%	+17.5%
Louisiana	60.5	61.45	63.9	+ 4%	+ 5.6%
Mississippi	59.16	62.83	59.04	- 6.4%	- 0.2%
North Carolina	238.17	240.36	248.25**	+ 3.3%	+ 4.2%
South Carolina	153.47	202.20	198.73**	- 1.8%	+29.5%
Tennessee	50.32	71.65	75.55	+ 5.4%	+50.1%
Virginia	78.55	82.97	88.37**	+ 6.5%	+12.5%
United States	57.12	69.58	71.67	+ 3%	+25.5%

# RATE OF INCARCERATION

	1974	1975	1976	▲% 75-76	▲% 74-76
Alabama	117.00	131.28	110.58	-18.7%	- 5.8%
Florida	137.04	164.51	198.75	+20.8%	+45.0%
Georgia	239.53	235.59	227.32	- 3.6%	- 5.4%
Kentucky	87.26	90.02	103.38	+14.8%	+18.5%
Louisiana	101.86	136.74	158.76	+16.1%	+55.9%
Mississippi	82.73	95.68	102.37	+ 7.0%	+23.7%
North Carolina	222.79	232.84	240.06	+ 3.1%	+ 7.8%
South Carolina	141.65	194.74	236.58	+21.5%	+67.0%
Tennessee	88.02	97.89	109.82	+12.2%	+24.8%
Virginia	NA	117.38	124.50	+ 6.1%	+12.0%
United States	75.04	83.72	99.85	+13.3%	+26.4%

\*\* Includes misdemeanants

▲% = Percent Change

# LOUISIANA PRISON SYSTEM STUDY

38

## Incarceration Rate Analysis

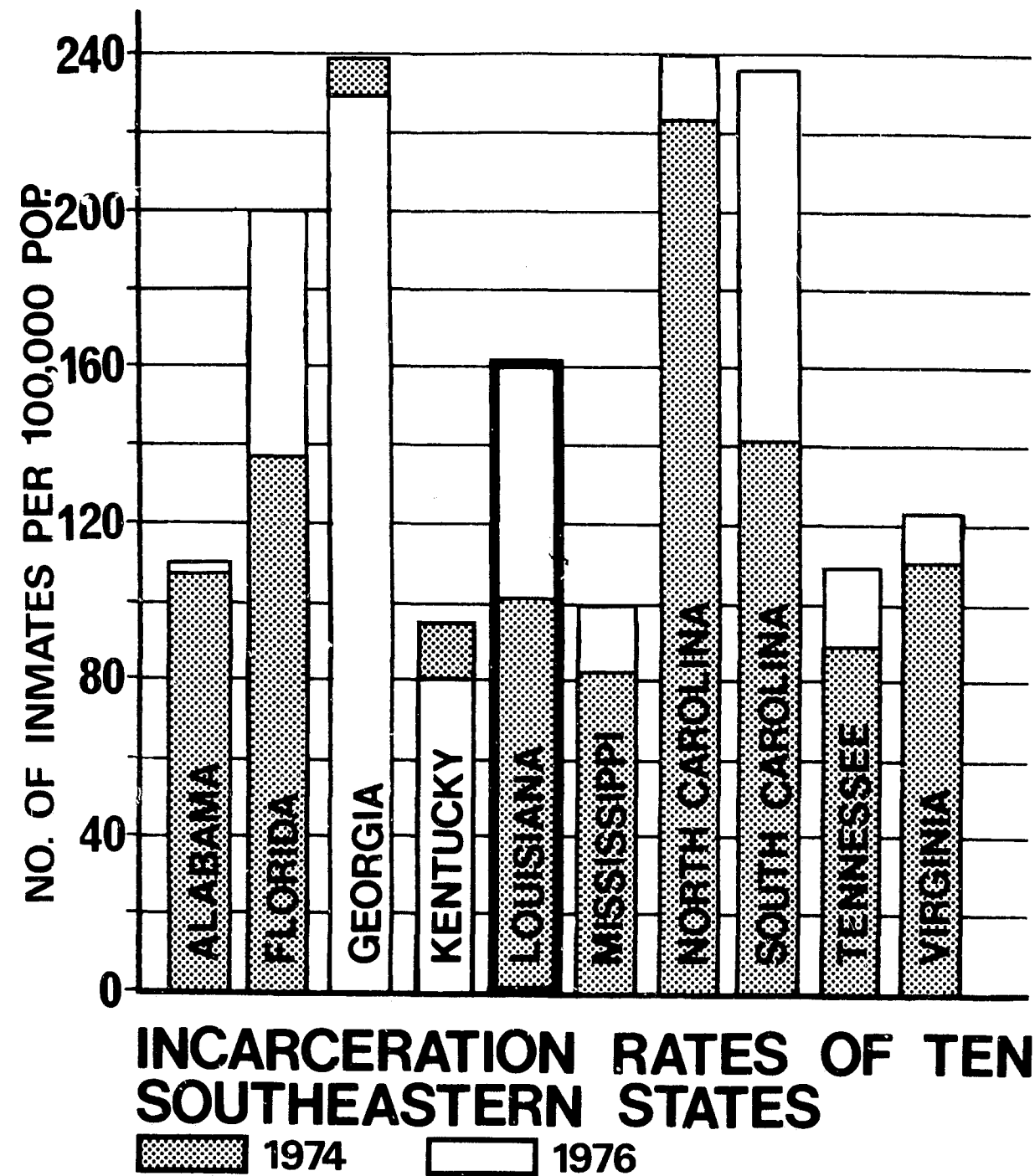
The median incarceration rate for the nation in 1976 was 94.85, 67.4% lower than Louisiana's rate of 158.76 per 100,000 population. This ranks Louisiana as the state having the eighth highest incarceration rate in the nation. Since 1974, the rate of incarceration in Louisiana has risen by almost 56%. This compares with a national increase of 26.4%. Of the ten states in the comparative model, Louisiana's 56% increase is second only to South Carolina's 1974-76 increase of 67%.

The incarceration rate is a measure of the entrance (commitment) rate as well as the exit rate. The reason for the large increase in the incarceration rate is that, although the entry rate has had only a modest increase the rate at which offenders leave the system has been slowing down due to reasons which are in large part beyond the control of the corrections system, as follows:

- Statutory increases in maximum sentences
- Inherent characteristics of the parole process
- Statutory decreases in good-time calculation

The chart that follows illustrates the 1974 and 1976 incarceration rate differentials for the ten states in the comparative model.





Source: National Clearinghouse for Criminal Justice Planning and Architecture

### Offender Profile Analysis

The figures below were derived from a sample of the state adult inmate population, including admissions and releases, spanning a three-year period up to and including April 1, 1978.

The sample was drawn from the Department of Corrections computerized inmate record bank. Records were found to be incomplete and inconsistent in many places with prior offense data proving particularly unreliable. Hence, the recommendation for upgrading the Department of Corrections data gathering capabilities in FY 1978/79. Copies of the computer analysis reports and program network appear in the Appendix of this report, Section 6B.

The statistics presented fall into four categories:

1. All adult admissions to the state in 1976 and 1977
2. All adult offenders released during the period of 1975-1977
3. All adult offenders under state jurisdiction on April 1, 1978
4. A profile comparison of adult offenders under state jurisdiction on June 30, 1972 and April 1, 1978.
  1. All adult admissions to the state in 1976 and 1977:
    - The percentage of offenders admitted for non-violent crimes dropped from 72% in 1976 to 59% in 1977.
    - The percentage convicted for crimes against the person rose from 28% to 41%.
    - Of those admitted for crimes against the person, 41% were under the age of 24 in 1976, and 48% in 1977.
    - Of those convicted for non-violent crimes, 41% were under the age of 24 in 1976 and 46% in 1977.

- . Of those admitted for crimes against the person in 1976, 50% received court sentences of 10 years or less. This percentage increased to 54% in 1977.
  - . Of those admitted for non-violent crimes in 1976, 67% received court sentences of 5 years or less and 86% received court sentences of 10 years or less. In 1977, this increased to 74% for court sentences of 5 years or less and 90% for court sentences of 10 years or less.
2. All adult offenders released during the period 1975-1977:
- . The median length of stay of all offenders was 2.25 years.
  - . The median length of stay for offenders released on good-time was 2.1 years.
  - . In 1976/77, 6.1%, or 1059 adult offenders were released on good-time. Under the new guidelines that went into effect in September 1977, the 2.1 years length of stay will be increased by 90 days. Accordingly, in FY 1979/80, 90,000 additional detention days equalling \$1.6 million in operating costs (in 1977 dollars) will have to be accounted for. Furthermore, the increased length of stay may require the addition of 250 beds to the 1980 planned system capacity of 8500 beds. These projections are based on inmate profile data and current sentencing patterns remaining constant over the next two to three years.
  - . Of all the detention days consumed by inmates in 1977, 58% were consumed by offenders convicted of non-violent crimes.
3. For all adult offenders under state jurisdiction on April 1, 1978:
- . 47% were convicted for committing crimes against the person.
  - . 53% were convicted for committing non-violent crimes.

- . 48% of all those convicted of crimes against the person were under the age of 24. 40% were between the ages of 24 and 35.
  - . 49% of all those convicted of non-violent crime were under the age of 24. 39% were between the ages of 24 and 35.
  - . Blacks comprised 73% of the inmate population, Whites, 27%. The state's racial composition is approximately 30% Black and 70% White.
  - . 76% of all those convicted of crimes against the person and 71% of all those convicted of non-violent crimes were black.
4. Five year time-series: Population in residence profile comparison:
- |  | June 30, 1973           | April 1, 1978          |
|--|-------------------------|------------------------|
| . Adult inmate population  | 3,550                   | 6,787                  |
| . Median length of stay  | 1.42 years <sup>1</sup> | 2.25 years             |
| . Median age   | 27.7 years              | 26.5 years             |
| . Racial Composition   | 71% Black<br>29% White  | 73% Black<br>27% White |
| . Percentage convicted for crimes against the person                 | 60.5%                   | 47%                    |
| . Percentage convicted for non-violent crimes                        | 39.5%                   | 53%                    |
| . Racial composition of those convicted of crimes against the person | 71% Black<br>29% White  | 76% Black<br>24% White |
| . Racial composition of those convicted of non-violent crimes        | 62% Black<br>38% White  | 71% Black<br>29% White |
| . Median court sentence  | 10.2 years              | 4.6 years <sup>2</sup> |

The following tables correlate offense category, age and racial breakdown by institution of incarceration.

1. Exits for the year 1975.  
2. This figure pertains to 1977 admission, only.

OFFENSE CATEGORY

	June 1975			June 1976				May 1977					
	LSP	LCIS	LCIW	LSP	LCIS	LCIW	DCI	LSP	LCIS	LCIW	DCI	ARDC	CSTU
Homicides	16	19.4	36.9	20.3	18.8	29.6	1.3	20.1	19.9	26.1	6.3	8.8	20.3
Assaults & Battery	2.3	3.3	4.5	1.9	3.3	5.4	.5	2.3	2.3	4.6	1.7	2.2	0.9
Sex Crime (includes Rape)	5.5	7.2	0	7.7	13.0	.5	0	9.5	9.9	1.4	0.9	0.7	0.9
Burglary	23.4	15.9	5.1	15.8	14.0	5.9	50.5	13.1	15.8	4.6	32.2	37.5	28.6
Robbery <sup>1</sup>	23.3	35.9	15.9	27.6	37.4	12.3	4.9	26.6	38.7	10.7	21.2	16.9	36.2
Theft	9.3	3.3	17.0	6.3	1.9	14.3	12.1	5.5	3.3	20.9	9.1	16.2	7.0
Narcotics	10.7	13.4	16.5	7.6	9.7	17.7	18.3	7.9	9.0	18.1	14.2	5.9	4.2
Other Crime <sup>2</sup>	9.5	1.6	4.1	12.8	1.9	14.3	12.4	15.0	1.1	13.6	14.4	11.8	1.9

AGE

Age in Years	29.2	25.4	30.4	31.0	25.08	30.2	28.8	31.2	26.6	29.8	29.8	26.5	28.3
Average		28.3			28.77					28.7			

RACIAL BREAKDOWN

WHITE <sup>3</sup>	28.2	29.1	32.4	25.8	23.8	26.6	25.0	24.7	25.7	28.8	25.2	44.1 <sup>5</sup>	24.4
BLACK	70.1	70.9	67.1	74.1	76.2	73.4	75.0	75.2	74.3	71.2	74.8	55.9	75.6
OTHER <sup>4</sup>	1.3	-	0.5	0.1	-	-	-	0.1	-	-	-	-	5

1. A breakdown into simple and armed robbery was not available.
2. Other Crime includes offenses affecting health and morals of minors, offenses affecting law enforcement, perjury and other offenses.
3. The State population racial breakdown has remained nearly constant during this period, at 70% White and 30% Black.
4. Includes Indians, Latins and Unknown.
5. The variance in the racial breakdown as compared to other units may be explained as a function of the transient type of population housed in ARDC.

2E  
FACILITIES  
DESCRIPTION

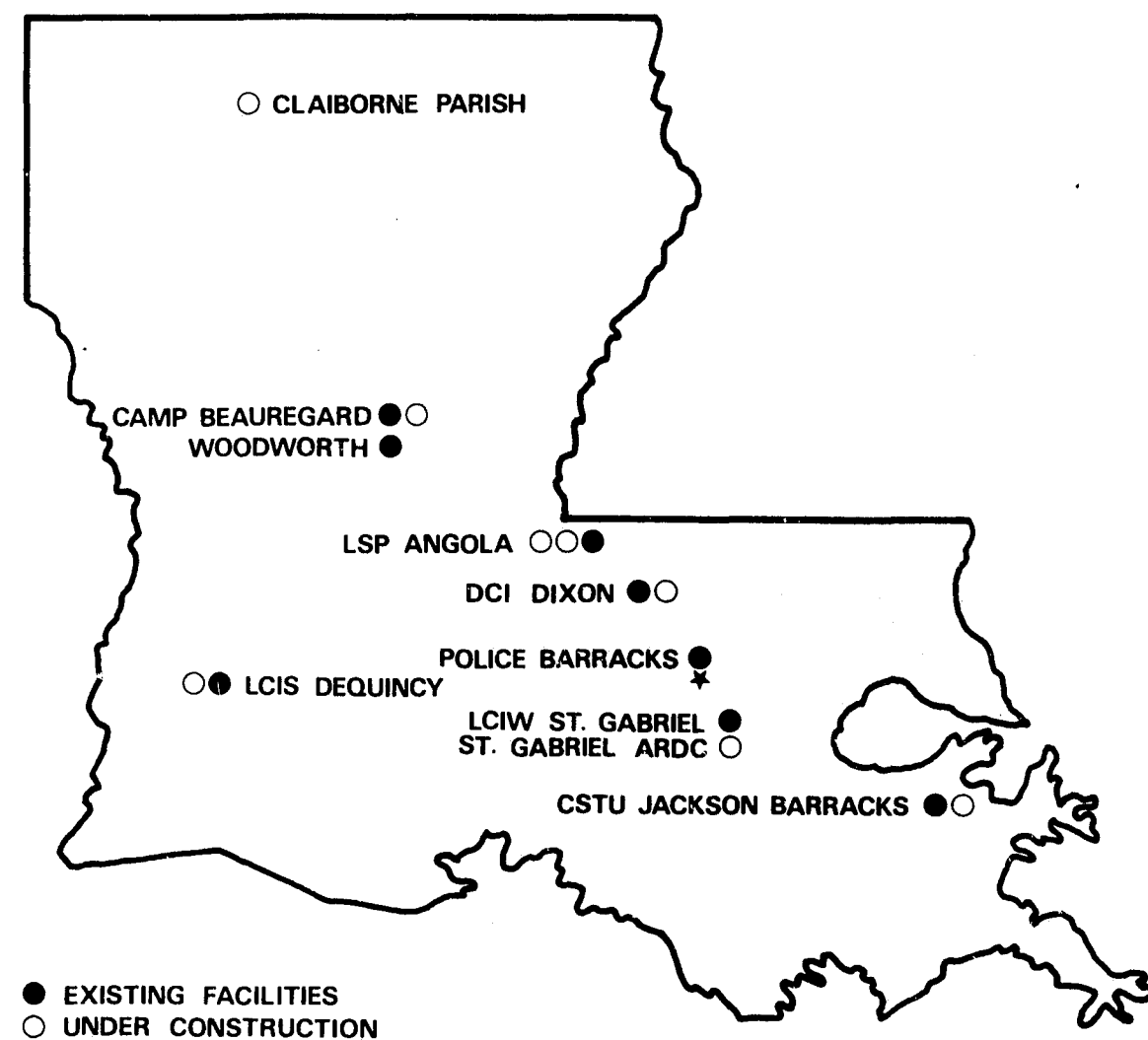
Facilities Description

The Louisiana State Adult Correctional System is currently comprised of six Budget Unit correctional institutions and five Satellite correctional facilities. At the present time, Budget Unit facilities receive offenders either directly from the local jails or from the Adult Reception and Diagnostic Center. From the Budget Units, offenders who qualify for maintenance and/or work release programs, may be transferred to satellite facilities. The names, locations, jurisdictions and years the facilities opened appear in the table below.

The map on the following page shows the location of existing facilities and facilities presently under construction.

<u>BUDGET UNITS</u>	<u>LOCATION</u>	<u>JURISDICTION</u>	<u>YEAR OPENED</u>
1. Louisiana State Penitentiary (LSP)	Angola	Dept. of Corrections	1866
2. Louisiana Correctional & Industrial School (LCIS)	DeQuincy	Dept. of Corrections	1958
3. Correctional Special Treatment Unit (CSTU)	New Orleans	Dept. of Corrections/ National Guard	1969
4. Louisiana Correctional Institute for Women (LCIW)	St. Gabriel	Dept. of Corrections	1973
5. Dixon Correctional Institute (DCI)	Jackson	Dept. of Corrections	1976
6. Adult Reception and Diagnostic Center (ARDC)	Jackson	Dept. of Corrections	1976
<u>SATELLITES</u>			
1. LSP Police Barracks	Baton Rouge	State Police/D.O.C.	1968
2. Camp Beauregard	Pineville	D.O.C./L.C.I.S./ National Guard	1971
3. Camp Woodworth	Woodworth	D.O.C./L.C.I.S./ State Forestry Board	1971
4. Community Corrections & Rehabilitation Center (CCRC)	Baton Rouge	CCRC/D.O.C.	1972 (closing end of 1977)
5. Monroe Satellite Facility (MSF)	Monroe	Ouachita Multi-Parish Jail/D.O.C.	1976
* CSTU became a budget unit in 1976. From 1969 - 1976, CSTU then known as Jackson Barracks, was a Satellite of LSP.			
** LCIW became an independent budge unit in 1970, but did not move in to the St. Gabriel facility until 1973.			

## LOUISIANA D. O. C. CORRECTIONAL FACILITIES



### Population Distribution

At the time of the Federal Court Order in 1975, the Louisiana State Penitentiary (LSP) at Angola had held 4000 offenders equivalent to 75% of all offenders under state jurisdiction. As a result of the court action, the maximum capacity at LSP was reduced to 2640 beds. In addition, LSP was closed to new commitments until unconstitutional conditions were remedied.

In October 1976, the Legislature appropriated \$86,000,000 as the first phase of a three-year \$165,000,000 capital improvements program to upgrade, replace and build new correctional institutions. By 1980, the state prison system will be able to accommodate 8500 offenders.

The detailed population distribution tables that follow trace inmate population growth by institution beginning in 1950 and ending with the planned 1980 system capacity. Note that the percent distribution of population at LSP will have dropped from 100% to 56.2% in 1980, and that 600 to 800 inmates are being temporarily housed in parish jails pending completion of the capital improvements program.

The chart that appears at the end of this chapter summarizes the tremendous growth in corrections in the last 30 years. This is best reflected in the operating budget which has increased by 4400%.

## POPULATION DISTRIBUTION: PAST, PRESENT, FUTURE

<u>Year</u>	<u>Facility</u>	<u>Population</u>	<u>Percent Distribution by Facility</u>
1950	LSP	2674	100.0%
1960	LSP	3435	91.6%
	LCIW	314	8.4%
	Total	3749	100.0%
1970	LSP	3650	87.9%
	LCIS	446	10.6%
	CSTU	50	1.2%
	Satellites (Police Barracks)	50	1.2%
	Total	4196	100.0%
1975	LSP	3898	74.6%
	LCIW	184	3.5%
	LCIS	496	9.5%
	CSTU	230	4.4%
	Police Barracks	200	3.8%
	Woodworth	20	0.4%
	Camp Beauregard	150	2.9%
	CCRC	45	0.9%
	Total	5223	100.0%
1977 (July)	LSP	3597	57.6%
	LCIS	462	7.4%
	CSTU	190	3.1%
	LCIW	200	3.2%
	LOCI	729	11.7%
	Police Barracks	102	1.7%
	Woodworth	20	0.3%
	Camp Beauregard	144	2.3%
	CCRC	14	0.2%
	MSF	27	0.4%
	Parish Jails	757	12.1%
	Total	6242	100.0%

## POPULATION DISTRIBUTION: PAST, PRESENT, FUTURE

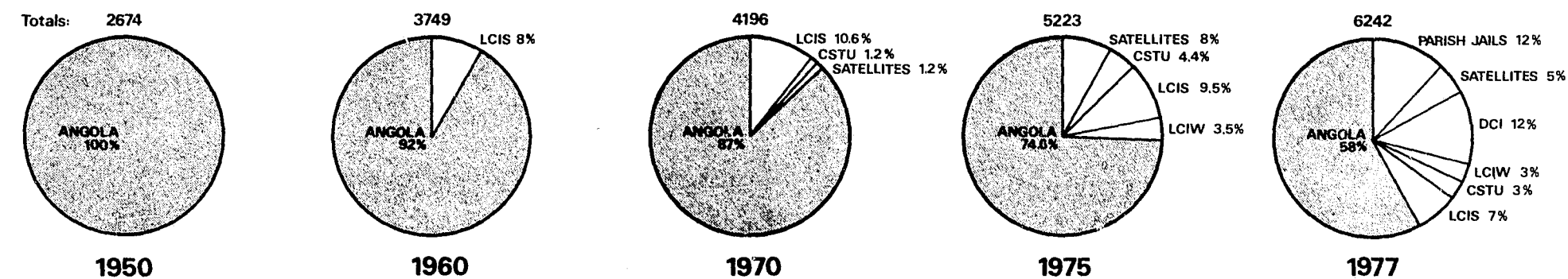
<u>Year</u>	<u>Facility</u>	<u>Planned Capacity<sup>1</sup></u>	<u>Percent Distribution by Facility</u>
1980	LSP	4805	56.2%
	LCIS	682	8.0%
	CSTU	260	3.0%
	LCIW	320	3.7%
	DCI	636	7.4%
	ARDC/Hunt <sup>2</sup>	1000	11.7%
	Claiborne Parish <sup>2</sup>	500	5.9%
	Police Barracks	110	1.3%
	Woodworth	20	0.3%
	Camp Beauregard	190	2.2%
	JSF	20	0.3%
	Total	8543	100.0%

1. Source: Assistant Secretary, Department of Corrections
2. New Budget Unit Facility

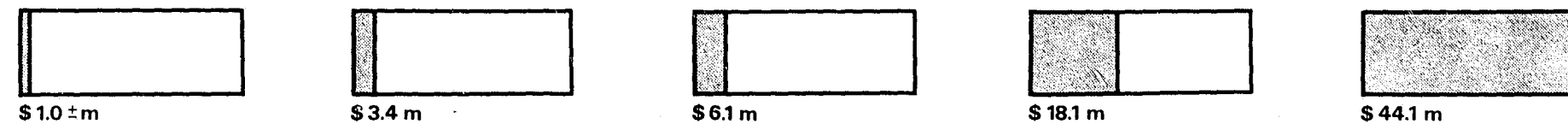
# Growth in Corrections

D.O.C. FACILITIES		Year	1910	1920	1930	1940	1950	1960	1970	1980	Present Pop. 1977	Planned Capacity 1980
<b>Budget Units</b>												
LSP ANGOLA											3597	4805
LCIS DEQUINCY											462	682
CSTU JACKSON BARRACKS											190	260
LCIW ST. GABRIEL											200	320
DCI DIXON (incl. ARDC)											729	636
ARDC/ST. GABRIEL (HUNT)											—	1000
CLAIBORNE PARISH											—	500
<b>Satellites</b>												
STATE POLICE BARRACKS											102	110
WOODWORTH											20	20
CAMP BEAUREGARD											144	190
CCRC											14	—
MONROE SATELLITE FACILITY											27	20
<b>Parish Jails</b>											757	—

## INMATE POPULATION DISTRIBUTION



## OPERATING BUDGET



# 2F ORGANIZATION AND MANAGEMENT

## Introduction

The findings relevant to the organization/management of the Louisiana adult corrections system are derived from the analysis of information in three areas:

- . History of the organization for corrections
- . Recent growth of the system
- . Organizational structures for corrections in other states.

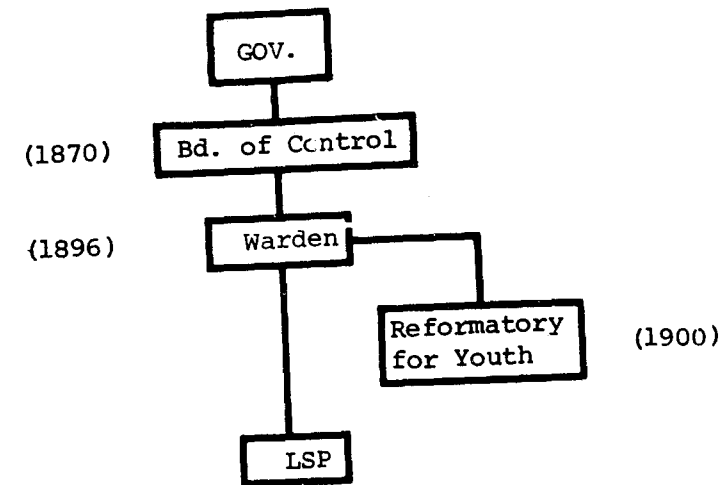
## Findings

Findings from each of these areas are summarized below.

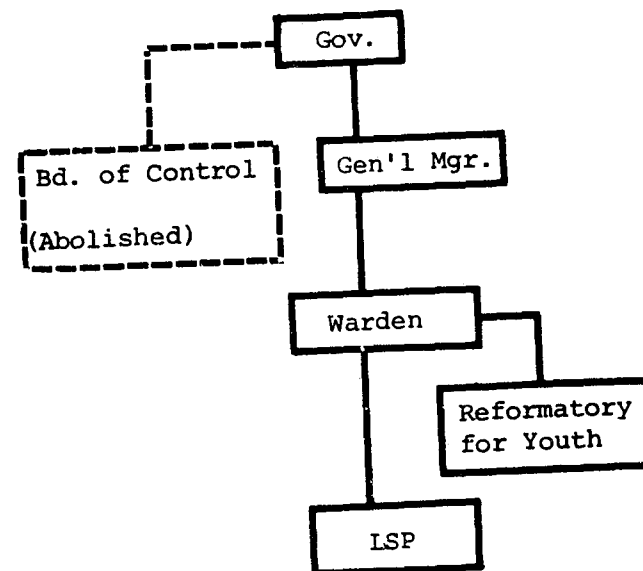
1. Most of the history of adult corrections in Louisiana revolves around the State Penitentiary at Angola. A full-fledged state Department of Corrections was not established until 1968. Highlights from the chronology of Louisiana's organizational structure included: (see charts following)  
  
1870 establishment of a Board of Control  
1896 authorization of a warden for Angola  
1916 abolition of the Board of Control, replaced by a General Manager appointed by the Governor  
1942 establishment of a Department of Institutions  
1950 establishment of the position of Superintendent  
1968 establishment of a Department of Corrections and a Director of Corrections appointed by the Governor  
1976 Legislation enacted establishing the Secretary of Corrections, specifying his/her responsibilities for four positions below the secretary, each appointed by the Governor
2. Funds budgeted and personnel authorized for the Department of Corrections have increased substantially between the time prior to the Court Order of June 1975 and thereafter. Between fiscal years 1973-74 and 1976-77, funds budgeted to the Department's headquarters increased by 223 percent; funds budgeted to Angola increased by 105 percent. Between fiscal year 1973-74 and January 1977, the number of personnel authorized to all units responsible for adult corrections increased by 119 percent.



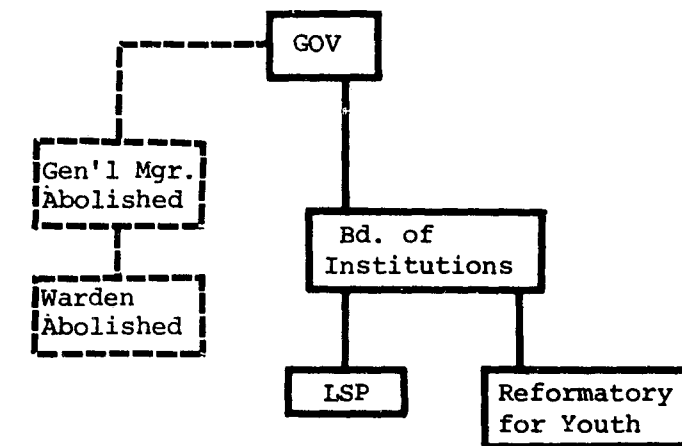
# LOUISIANA CORRECTIONAL SYSTEM: 1900



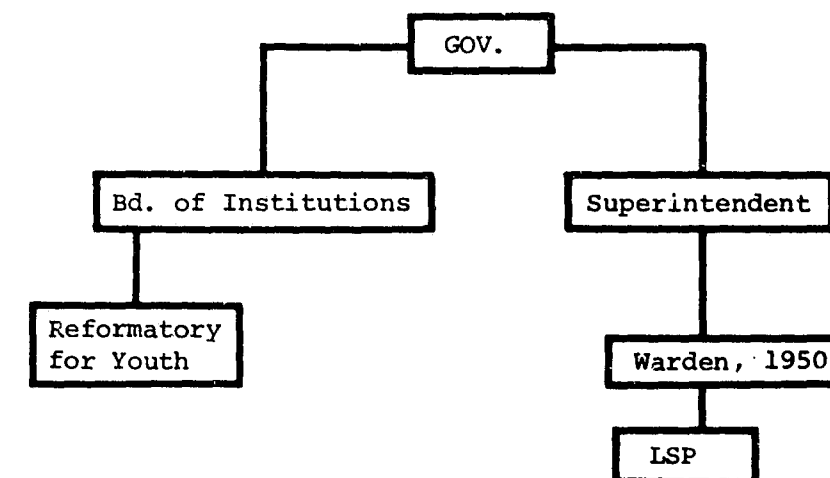
# LOUISIANA CORRECTIONAL SYSTEM: 1916

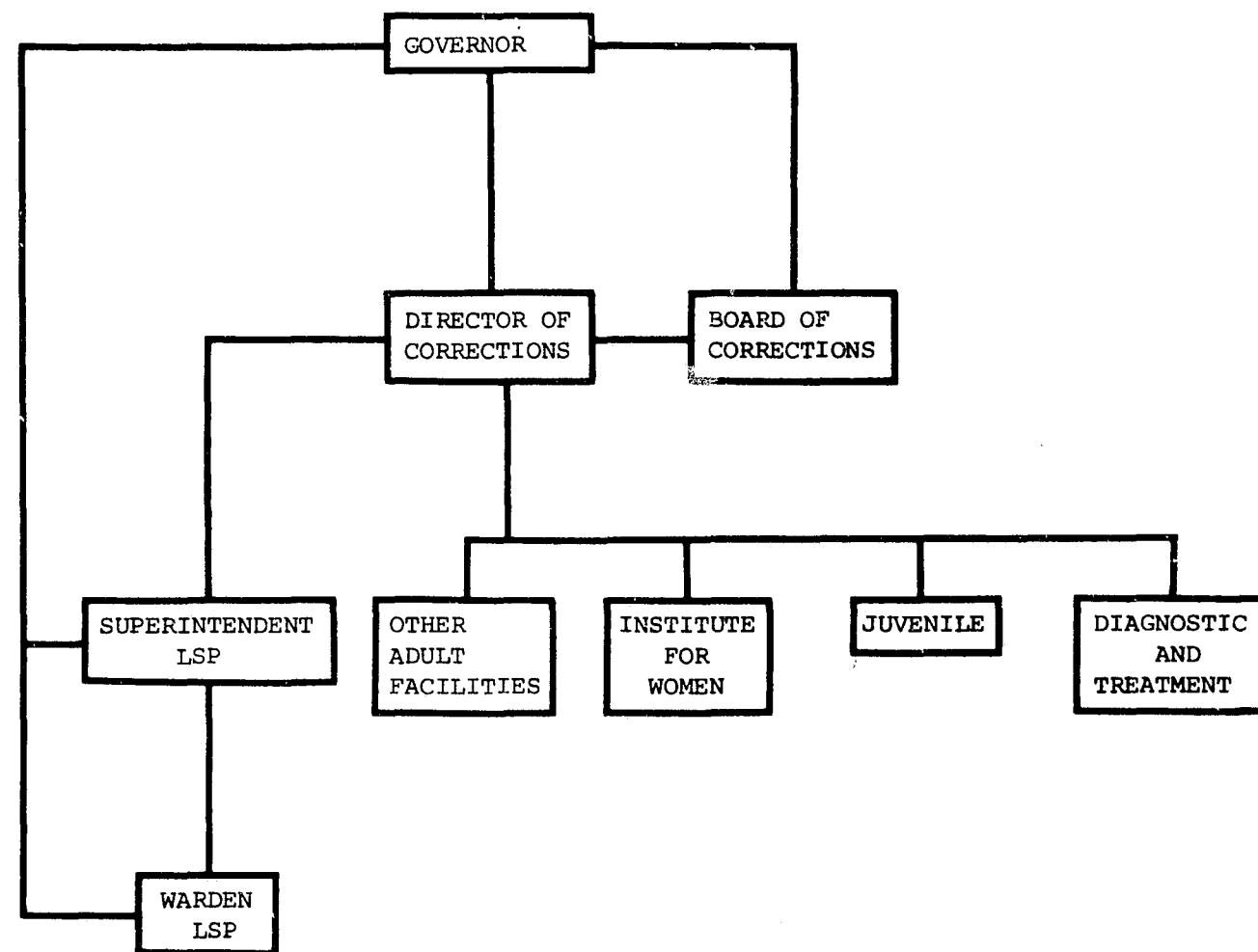


# LOUISIANA CORRECTIONAL SYSTEM: 1942



# LOUISIANA CORRECTIONAL SYSTEM: 1948



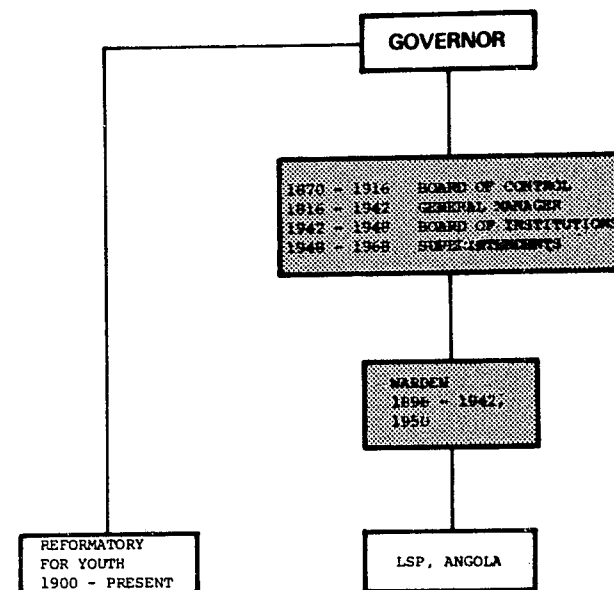
**LOUISIANA CORRECTIONAL SYSTEM: 1968**

# ORGANIZATIONAL CHART : LOUISIANA CORRECTIONAL SYSTEM

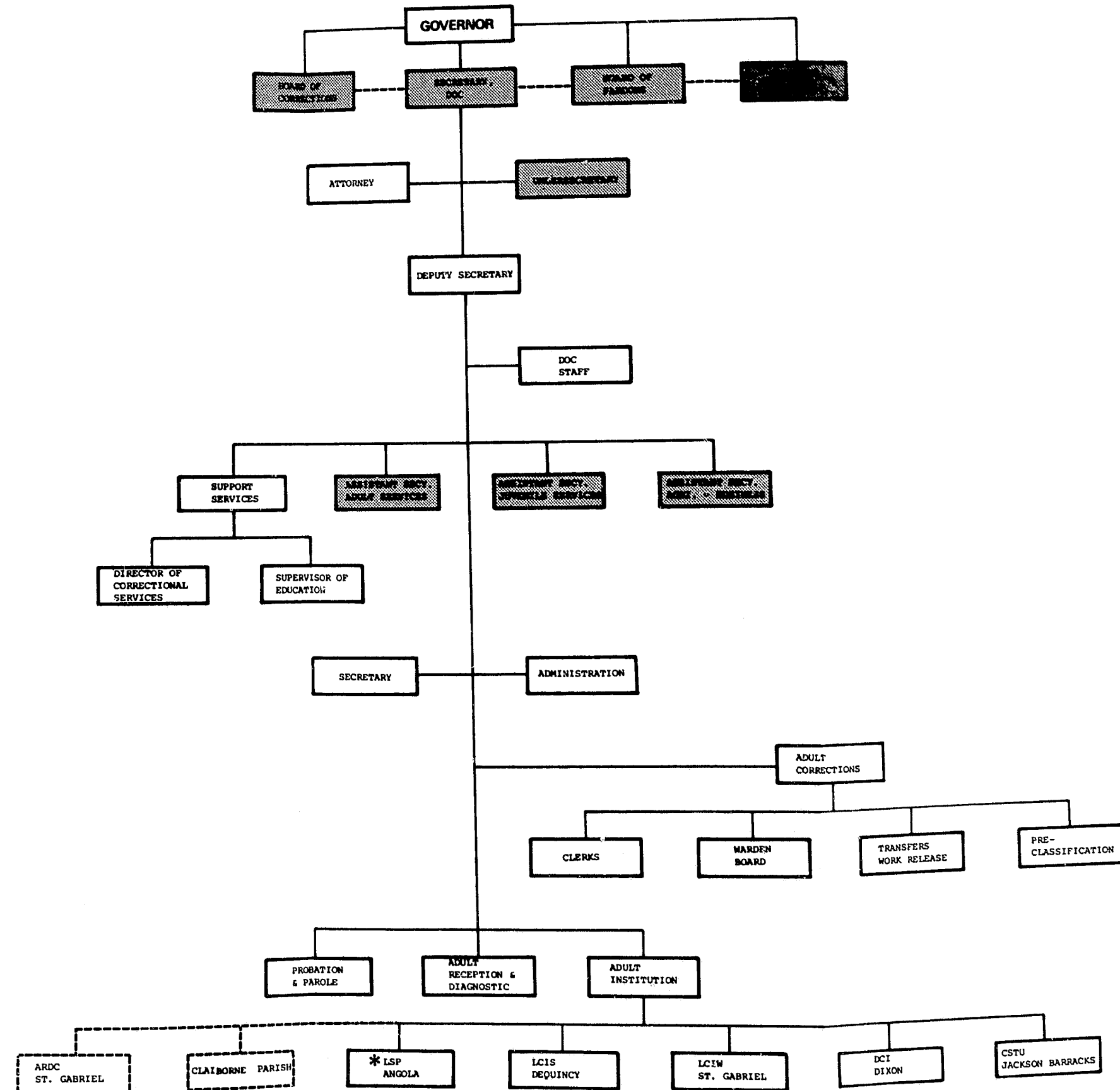
1870 - 1968

1977

54



KEY  
 [Shaded Box] APPOINTED BY GOVERNOR



\*The Warden has a civil service classification and traditionally serves at the pleasure of the Governor

3. The number of employees in the Louisiana Department of Corrections in January of 1977 was 2738.

Staff Breakdown of the 2,738 position is as follows:

- . Correctional Officers 1860; up 247 percent since 1975.
- . Administrative 480; up 225 percent since 1975.
- . Headquarters 398; up 33 percent since 1975.

4. In examining the variety of approaches that states have taken for structuring their corrections functions, five models emerge:

- . A department of corrections
- . An umbrella human resources department
- . Separation of all adult corrections functions from juvenile functions
- . Separation of adult corrections functions from functions for juveniles, and from probation and parole functions..
- . An umbrella criminal justice department

Louisiana's corrections system today fits into the first model. Most states fit into one of the above organizational patterns, except those few states which retain a more fragmented organizational structure.

As of 1975 the fifty states conformed as follows to these organizational patterns:

- . Department of Corrections -- 10 states
- . Department of human resources -- 15 states
- . Separation by adult and juvenile services -- 10 states
- . Separation by adult and juvenile services and adult probation and parole -- 9 states
- . Department of criminal justice -- 2 states
- . Other -- 4 states

A state's decision as to which model suits its needs depends upon the larger organization objectives within the state government. This decision also is influenced heavily by the public's perception of the role for corrections.

2G  
CLASSIFICATION

## Present System

The classification system in Louisiana focuses on particular institutions rather than on particular categories such as maximum, medium, and minimum security. The classification scheme requires a true feel for what each institution is like and an understanding of the differences between them. Basically, inmates are classified in one of eight categories. the categories and their institutional assignments are as follows:

- Category: #1 -- LSP; maximum  
 #2 -- DCI, LCIW; medium  
 #3 -- LCIS; minimum  
 #4 -- Camp Beauregard, State Police, Jackson Barracks, MSF, Woodworth; maintenance  
 #5 -- Camp Beauregard, Jackson Barracks, MSF; work release  
 #6 -- Special categories (Governor's mansion, Headquarter messengers)  
 #7 -- Protection  
 #8 -- Medical or psychological

These categories are specifically defined. For example, a repeat offender convicted of a crime against the person is going to be classified in category #1 and sent to LSP regardless of his sentence and past satisfactory prison behavior. (1)

Classification occurs at two levels. Inmates undergo central classification by the Adult Diagnostic and Classification Center designed to determine which institution they will be assigned. Once assigned to an institution, the classification information is used in an advisory nature. The institutions internal classification committee determines the programs and housing to which the inmate is assigned. This procedure will continue after classification functions are centralized in the new Hunt facility at St. Gabriel.

Admission and maintenance requirements to the work release program have been tightened due to recent instances of persons on work release committing violent crimes. (2) As of mid-July 1977 there was an excess capacity of work release and maintenance beds. Some concern exists among Department personnel that the admission requirements for work release have been tightened too much.

(1) Refer to Department of Corrections Regulation No. 30-14, February 15, 1977.

(2) Refer to Act 700, enacted in the Louisiana Legislature Session, 1977

## Classification Workshop

The new classification facility at St. Gabriel will triple the bed capacity of the Adult Diagnostic and Classification Center (ARDC) which is presently a part of the Dixon Correctional Institution at Jackson. This enlarged capacity should ensure that all inmates pass through the Center for a classification work-up.

Subsequent work revealed that a "dynamic" system of continued classification based on selected criteria was found lacking in the Louisiana correctional system. This became most apparent in the course of discussions at a two-day workshop with ARDC and institutional personnel in Baton Rouge on December 6, 7, 1977. Issues discussed at the workshop were:

- . The classification process, in general
- . New ways of looking at classification
- . Uniform classification procedures
- . Relationship of classification to the corrections master plan.

The points raised at the workshop were useful in constructing subsequent alternative corrections strategies. Key findings were as follows:

- . The current system of classification involved two distinct systems with little, if any, planned interrelationship.
- . ARDC personnel were operating in a "vacuum" with no institutional feedback or response to ARDC recommendations.
- . Institutional staff were apprehensive about losing control over inmate classification.
- . Unless system-wide changes were designed, piecemeal improvements would be ineffective.
- . Staff want to and should be involved in all levels of planning.
- . There are no plans to integrate the new Hunt Reception Center (ARDC) into a comprehensive classification system.

## 2H TRAINING

### Introduction

The Assessment of training procedures is based on interviews with pertinent actors in the training efforts of the Louisiana Department of Corrections, as well as review of Training Division and LSP Training Academy documents. It is divided under three headings:

- A general description of in-place training, to include programs currently in planning and/or in the development stages
- Initial Assessment of needs as perceived by interviewees and as inferred by project staff
- Possible future planning and intervention strategies

### Description of Current Training Activities

Training activities may be divided under three headings:

1. Headquarters (HQ) Activities: The Director of Training and staff, located in the office of the Undersecretary, provides general support and coordination services. Among the services is the administration of LEAA and other grants (see 2 below) and logistical support. Additionally, HQ training is producing and compiling a large video-tape library for use at HQ facilities and in the various institutions. HQ also provides assistance in the formulation of institution-based training programs.
2. University Associated Programs: Under a grant from LEAA, LSU has developed an advanced Correctional Officer Training Program; this program is given 7 times per year with approximately 20 officers per class. Classes are occasionally given only for officers of rank of Captain and above. Also under a grant from LEAA, a communications skills course at Georgia State University was attended by DOC personnel, who then returned to the various institutions as trainers. Results reportedly have been mixed.
3. Institution Based Training: Except for food services training and the Training Academy at the State Penitentiary, there is little systematic training in

Louisiana. The Dixon medium security facility provides less than one week of orientation training for new officers, followed by a 6-month cadet OJT period and a permanent placement test. The Correctional Institute for Women and the Correctional Industrial School both provide 3-4 days of orientation, followed by a very loosely organized 6-month OJT and a permanent placement test. Other institutions provide OJT, but these programs are apparently not well formulated or directed.

In response to the court order, the Louisiana State Penitentiary Training Academy was established in December 1976. The Academy currently operates out of an unused inmate "outcamp", where cadets live in barracks. A new academy facility is scheduled for completion in 1978. The academy is para-military, with marching drills and both personal and barracks inspections. Curriculum covers basic skills (shakedown, contraband, headcount, etc.), legal responsibilities and rights of inmates and officers, and institutional rules, regulations, and philosophy. The 6-month OJT period is designed to give officers an understanding of the LSP facilities, with cadets working the fields, cell blocks, dormitories, and towers. Because of operational difficulties, all cadets are not always rotated through each position. At two week intervals, the cadets' immediate supervisors prepare evaluation sheets which are compiled by Academy staff. A permanent test is given at the end of the 6-month cadet period. Training is primarily in the classroom, with lectures and videotape presentations.

In addition to the new officer training, the Academy has recently completed a two hour training program for all personnel in shakedown and contraband. Ideally, all personnel would receive two hours in-service training per month, but personnel shortages currently preclude this. The Academy also provides four hours of training per month for the Tactical units. These units are composed of 20 man teams, with the responsibilities for meeting emergencies, such as riot, fire, or flood. There is also a program for parish sheriffs' departments in report writing.

## Initial Assessment

Assessment of training procedures raised by interviewees and as inferred by project staff appears below:

1. Both HQ and LSP personnel agreed that friction existed between the older, long-time employees and new employees. At times this was characterized as officer-supervisor difficulty. Most persons felt this was due in large part to the more progressive views of new employees, stemming in part from training at the Academy.
2. The rate of employee turnover at LSP was cited. It was suggested that this was caused largely by the isolation of Angola, in conjunction with the "hardened" inmate population.
3. There was a generally perceived need for some coordinated department-wide training program. There was, however, disagreement on the location and operation of such a training program. Currently, it is assumed that the LSP Training Academy will become the DOC Academy. There is some question, however, of whether the Angola location is appropriate for officers who will be working in settings with missions different from LSP. Conversely, the greatest number of new officers will be assigned to LSP, and LSP has in place most of the logistical services necessary for the Academy. Finally, many felt that employment standards did not guarantee a high level officer recruit. However, it was generally recognized that to raise employment standards (e.g., educational requirements) would only exacerbate the already difficult problem of attracting an adequate number of officers, especially to the isolation of Angola.

## Possible Planning and Intervention Strategies

The Louisiana DOC is a large, complex organization undergoing rapid growth and certain changes both in structure and operating policy. The number of projected DOC employees in 1978/79 is 3711, an increase of 36.4% over 1977/78. In the future the DOC must meet what seems to be conflicting ends: the need for developing a unified single correctional system, while allowing the various institutions to carry out differing functions. This apparent contradiction is evident in the situation facing the

development of adequate training programs for the Department. In the final analysis, the reality of any organization is manifested in the behavior of its members. On the one hand, a unified DOC implies certain commonly held views of objectives and operating procedures for all employees. On the other hand, operating procedures at a particular institution must be informed by the specific mission of that institution; the actions necessary in the operation of an intake unit will vary from those of a maximum security facility, which differs from a work-release unit. It therefore seems desirable to ascertain both the commonalities and the differences among the various institutions. This requires relevant input from each of the operating units within the Department.

One approach to the collection of this data might consist of a questionnaire to be distributed to pertinent actors at each institution and at Department headquarters. The questionnaire would provide the basis for design of training workshops for questionnaire respondents; the workshops would be directed toward resolution of discrepancies suggested by questionnaire data, as well as the demonstration of group techniques for use by participants in future planning activity.

## 21 RELATIONSHIP TO CRIMINAL JUSTICE SYSTEM



## Introduction

To understand the corrections system, one must view it in its true perspective - that is, as only one component at the end of the line in the criminal justice system, and therefore at the mercy of conditions dictated by the other components in the system. The offender flow diagram on the following page illustrates a perception of the criminal justice system in Louisiana and its relationship to corrections.

## Issues in Corrections

Several of the major issue areas that affect the corrections system are enumerated and explained below.

1. Social and Demographic Factors

Recent findings by the Congressional Research Service have correlated national unemployment trends with commitments to the Federal Prison system. The implication, which has not yet been proven conclusively, is that unemployment is a major factor in rising prison populations.

The 18-24 year old population "at risk" has contributed greatly to past inmate population growth. The current prison population in Louisiana is essentially a young male population; nearly 50% of all state offenders are 24 years of age or younger. Projections of prison populations for the next 25 years will have to account for the current and projected number of individuals in this target age group.

Figures from the State Planning Office indicate that the population "at risk" will peak in 1980, decline 2% by 1985, 16% by 1990, and remain stable at that level until the year 2000.

2. Crime

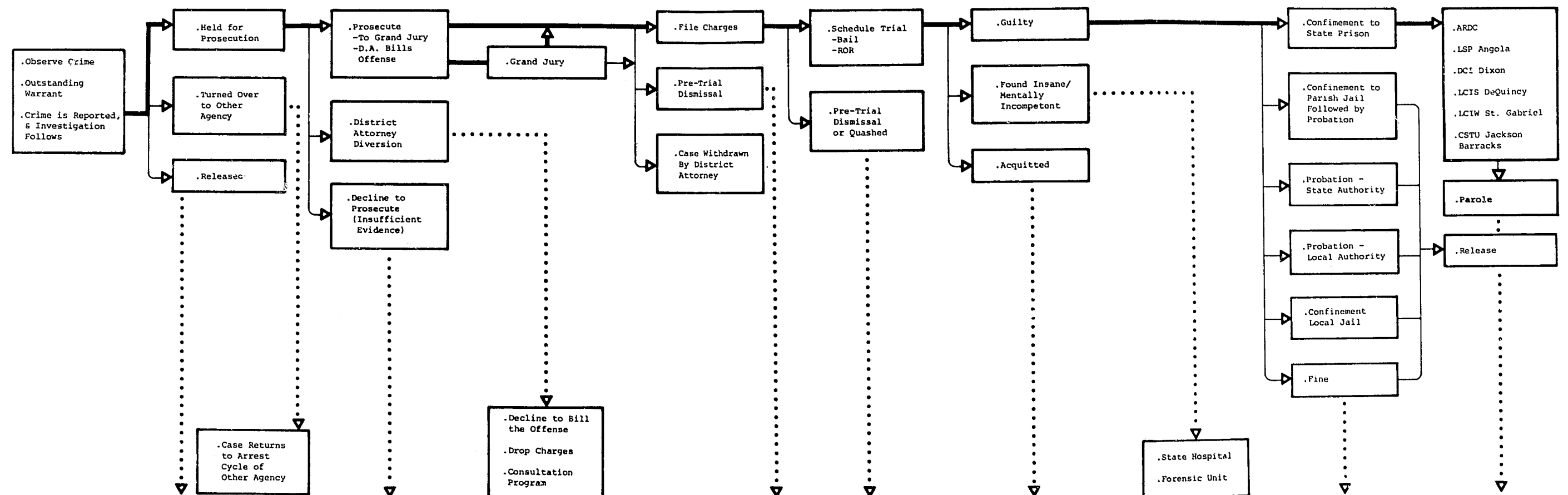
The statistics presented below relate, in part, to the high commitment and incarceration rates experienced in Louisiana in the past several years:

- . In 1976, 170,090 index offenses were reported. This is equivalent to a crime rate index of 4428.3 offenses per 100,000 population, an increase of 7.7 over the 1975 crime rate index of 4113.2.

Phase	INCIDENT	LAW ENFORCEMENT ACTION	PROSECUTION	ARRAIGNMENT	PRELIMINARY HEARING	HEARINGS and ADJUDICATION	DISPOSITION
<b>Criminal Justice Agencies</b>	.Municipal Police .State Police .Sheriff's Office	.Municipal Police .State Police .Sheriff's Office .Parish Jails	.District Attorney .Parish Jails	.District Courts .Parish Jails	.District Courts .Parish Jails	.District Courts .Parish Jails	.Louisiana Dept. of Corrections .Parish Jails .State Probation Auth. .Local Probation Auth.

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## Action Taken



**OFFENDER FLOW DIAGRAM**

- . 81.8% of the total index offenses reported occurred in Louisiana's seven major metropolitan areas as compared to the 63.2% of the state's population that resided there.
- . Index arrests increased by 3.4% to 47,466.
- . 89.3% of all crimes reported were property related offenses. This compares with 91.2% for the South, and 91.3% for the Nation.
- . Reported violent crime decreased by 4.1% between 1975 and 1976, while reported property crimes increased by 10.7%.

### 3. Law Enforcement Practices

Law enforcement practices that may affect the number of inmates committed to the state prison system include:

- . Increase in total statewide number of law enforcement officers
- . Increased effectiveness of law enforcement officers through better training and equipment

### 4. Judicial Practices

In Louisiana, as in numerous other states, the law allows for judicial discretion in sentencing as follows:

- . The judge gives a definite sentence (within maximum limits set by law)
- . The judge may decide in certain cases who is eligible for "good-time" and/or parole
- . The judge elects to sentence offenders either to local or state corrections, in certain felony cases

The result this has on state corrections can be two-fold:

- . Length of stay in a state correctional institution is in part determined by the initial sentence, and may be reduced by good-time.

- . The number of commitments to state corrections is a direct effect of the judge's decision to sentence an offender "with or without hard labor". Where the law allows the judge discretion in sentencing "with or without hard labor" and the judge chooses to sentence without hard labor, he can commit the offender to the local jail.

### 5. Statutory Changes

Changes in legislation regarding criminal justice procedures and definitions of criminal behavior (e.g. decriminalization of certain marijuana and public intoxication offenses) impact the corrections system in a direct cause and effect relationship.

The following pieces of legislation, enacted in the 1977 session, will impact the adult correctional system in the coming year.

- 1) Act 397 - Established new guidelines for concurrent and consecutive sentences.
- 2) Act 633 - Changed the eligibility criteria for diminution of sentences for good behavior.
- 3) Act 635 - Established new guidelines for sentencing procedures.
- 4) Act 665 - Amended the "good-time" law by reducing the number of days credited towards diminution of sentence to 15 days per month for time served.
- 5) Act 700 - Restricted the types of prisoners eligible for maintenance and work release.
- 6) The establishment of a commission to review the criminal code with the intent of implementing uniform sentencing procedures.

#### 6. Internal Factors

Several factors affecting correction's service delivery in Louisiana are:

- . Historical fiscal austerity as a rule
- . High turnover of corrections personnel
- . Problems inherent in rapid expansion-"growing pains"

#### 7. Constitutional Issues

Inmates' rights are being enforced by the court system. Numerous states, including Louisiana, are correcting deficiencies within their correctional system subject to court decree. The intent of the court orders is often lost, however, in the compliance phase. Timetables for compliance often do not allow for thoughtful planning and result in disruption of the criminal justice system. Future court entanglements may be avoided by safeguarding inmates' constitutional guarantees.

#### 8. Standards

Formalized standards for institution operations direct change in a more consistent and efficient manner. To be successful, a set of standards must achieve understanding and acceptance not only from the administrators and managers of correctional institutions, but also from allied criminal justice interests, such as the courts, law enforcement, probation and parole, and the general public.

Corrections standards have been formulated by the American Bar Association, the National Advisory Commission on Criminal Justice, the American Public Health Association, the American Correctional Association (ACA) and numerous other public and private agencies. Most recently the ACA have published new guidelines to be used as part of a nationwide accreditation system. Furthermore, these guidelines have been incorporated into the proposed U.S. Department of Justice standards. Future Federal funding of state corrections may be linked to compliance with the new Federal guidelines.

#### 9. Knowledge Base

##### Criminal Justice System:

The lack of accurate and adequate information is the most critical commentary that can be made about the status of the criminal justice system in Louisiana. Key deficiencies in the criminal justice system knowledge base are:

- . Complete manpower, facility and expenditure data in a central source.
- . In-depth information on the crimes and records of every offender.
- . Information on correctional programs, the availability of alternatives to incarceration, diversionary programs, other auxiliary services.

##### Corrections:

The knowledge based provides key data on how well a system is meeting its goals. As the goals of a system develop, the knowledge for monitoring performance must also develop.

Corrections continues to become larger and more complex. Contributing factors are:

- . Increased offender flow
- . Increased resources
- . More refined criteria for performance (professional, court-mandated, statutory)

Therefore system planning, in order to remain effective over time, has to:

- . Ask questions across more issues
- . Get accurate answers
- . Get timely answers
- . Get answers with minimal effort

**CONTINUED**

**1 OF 4**

Development of a useful knowledge base is critical for the continued success of system planning. The Department of Corrections has already instituted a system for management/finance control as well as an automated inmate data processing system. Deficiencies in the inmate data system, however, became apparent during the offender analysis phase (see section 2D). Therefore, a reliable system to generate data concerning the measures of organization performance will be necessary for evaluation of future corrections strategies.

# 3A INTRODUCTION

## LOUISIANA PRISON SYSTEM STUDY

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### Mandate

The purpose of the Facilities Evaluation was to carry out one of the mandates of the Concurrent Resolution establishing the Prison System Study Commission, namely:

"that this commission shall review all plans for construction acquisition or remodeling of correctional institutions authorized by the Legislature".

### Scope

The scope of the facilities evaluation encompassed all facilities authorized under ACT 10 (1976) and ACT 328 (1977) including:

- New camps at LSP
- Renovation of Main Prison at LSP
- New facility at Claiborne Parish
- New facility at Jackson Barracks (CSTU)
- New facility at Camp Beauregard
- Renovation at East Louisiana Hospital as DCI
- New 100-bed facility at St. Gabriel
- New Housing Units, LCIS

The events that led up to the legislative authorization for capital improvements within the corrections system are summarized below:

### Background

#### Problem

- . Overcrowded and unconstitutional conditions at Louisiana State Penitentiary

Constraints

- . District Court Order calling for immediate and long-term relief
- . Extremely tight timetables for immediate compliance
- . Long-range relief to take the form of either:
  - Decentralization of LSP
  - New construction and renovation of LSP to bring conditions within constitutional requirements

Response

- . Decentralization efforts turned back by legislative and community pressure
- . Legislature appropriates \$89 million in 1976, \$39,00,000 in 1977 and an estimated \$40,000,000 in 1978 for corrections that will yield 4200 newly built and/or renovated beds. By 1979 the system capacity will reach 8500.
- . 1200 new beds are built at LSP within 8 months of appropriations approval.

## Objectives

Based on the general mandate set forth in the Concurrent Resolution, the facilities evaluation had the following objectives:

- . Define reasonable criteria by which to evaluate facilities
- . Report on the degree to which the facilities authorized under ACT 10 (1976) and ACT 328 (1977) meet the criteria
- . Report on the approximate cost and lead time needed to comply with these criteria
- . Apply the knowledge learned from past experience to future facilities issues

Action Taken by  
the Commission

The following actions were taken by the Prison System Study Commission at the conclusion of the facilities evaluation phase.

The Prison System Study Commission resolved to develop a set of future facilities design criteria to function on three levels:

- . Base line criteria to meet health, fire, and safety codes while representing a reasonable approach to corrections.
- . Criteria to meet the long-range correctional strategies developed by the Commission.
- . Criteria that could function within a mechanism that allows for updating over time

Recommendations to alter new or existing facilities that did not meet suggested standards were deferred by the Commission until the current building program is completed.



## 3B INITIAL PROBLEM

### The Initial Problem

Overcrowded conditions at the Louisiana State Penitentiary at Angola prompted a class action suit to be filed in District Court in Louisiana in June of 1975. Judge West, in adjudicating the case, ordered sweeping changes to be made in remedying the unconstitutional and illegal conditions at LSP. In addition, plans for long range relief called for a major reorganization of the correctional system in Louisiana.

In response to the court order the Department of Corrections took immediate steps to remedy all sections of the decision. Extremely tight time constraints were tied to the compliance order making the process doubly difficult. Though the Department succeeded in complying with 27 out of 39 sections of the court order by December 1975, those areas requiring large capital expenditures and legislative action had not been resolved.

# 3C INITIAL PROBLEM SOLUTION

## Initial Problem Solution

Judge West recognized the need that more time was required to fully comply with his court order and extend his original timetable of 180 days.

Prior to the court order, the Department of Corrections had created a task force to study the feasibility of decentralizing LSP. As this was one alternative suggested by the court for satisfying long-range planning and relief objectives, the task force accelerated their schedule to specifically address the requirements of the court. The decentralization committee recommended that two new 500-man units were needed to meet immediate demands, and that additional facilities would be required to accommodate the anticipated 700-800 annual increase in the number of offenders committed to the Department of Corrections. Several sites throughout the state were selected for proposed additional units.

The task force report, issued in September 1975, met with strong community and Legislative opposition. This opposition succeeded in setting back the timetable for compliance for more than a year. In the interim period the Department of Corrections acquired, renovated and opened Dixon Correctional Institute, and renovated Jackson Barracks to receive psychiatric patients.

To prompt the Legislature into action, the Governor requested the Department of Corrections to prepare a ten-year facilities plan. The plan presented to the Legislature in June 1976, called for a capital investment in excess of \$140 million. This would bring the total correctional institution capacity to 8500 beds by fiscal year 1984.

In October 1976, Judge West ordered that "immediate" steps be taken to acquire, construct, or obtain whatever facilities as may be required to carry out the provisions of the court order. Clarifying his earlier ruling, Judge West ordered that the new facilities be located either at LSP or at other sites within the state that are deemed necessary by the Department of Corrections, and that such facilities be ready for occupancy within four months.

The Legislature, meeting in extraordinary session, responded to the Department of Corrections facilities plan and court pressure by appropriating \$105,605,000 in capital outlay funds for corrections. (This figure includes \$19,840,000 allocated to the Department of Highways for improving road access at LSP.) To facilitate the construction schedule, the court dispensed with normal advertising and bidding procedures (see LA. R.S.38: 2211.a) and all contracts were processed through the Department of Administration. The appropriations for building construction under ACT 10, the number of newly built and/or renovated beds and the percent of project completion appear in the following chart.

The completion schedule in the chart illustrates the accomplishments of the crash building program and the magnitude of construction that has taken place in the last 12 months. These results are impressive and have been successful in:

- . Reducing the backlog of inmates in the parish jails to a reasonable level
- . Upgrading the quality of the prison environment
- . Increasing the capacity of the Louisiana Prison System

In the 1977 regular session of the legislature \$39,000,000 was appropriated to complete the Phase 2 construction at LSP (Act 328). This phase includes the renovation of the present prison, completion of camps C, D, and J, a new training academy, new staff housing and other miscellaneous renovation work. Estimates for Phase 3 construction at LSP, which would include renovation of all inmate work areas, range between \$30-40 million. Total cost for the three-year capital improvements program is estimated at \$165 million.

CONSTRUCTION	ACT 10 APPROPRIATIONS (FY 76177)	# OF NEWLY BUILT AND/OR RENOVATED BEDS*	ADDITIONAL CAPACITY	% PROJECT COMPLETION (11/77)
1. Phase 1 construction and renovation at LSP	\$30,755,000	1296	1296	100%-Living areas and guard towers 15%-Support areas
2. Construction of New 1000-bed facility at St. Gabriel to include new ARDC	23,990,000	1000	1000	40%-construction
3. Construction of New 500-bed facility in Claiborne Parish	15,000,000	500	500	15%-planning phase
4. Renovation of Colonies 6 & 7 at East Louisiana State Hospital to become the Dixon Correctional Institution	6,630,000	760	760	100%-Living areas and guard towers 70%-planning phase of support buildings
5. Construction of 2 Dormitories at LCIS	955,000	200	200	97%-construction
6. Construction of a new facility at CSTU, Jackson Barracks	6,000,000	260	70	12%-construction
7. Construction of a new facility at Camp Beauregard	2,435,000	190	50	55%-construction
TOTAL	\$85,765,000	4206	3876	

SOURCE: Department of Corrections, Office of Budget Control

\*NEWLY BUILT = Totally new and/or replacement beds

# 3D EVALUATION PROCESS

## Introduction

The evaluation process was carried out as follows:

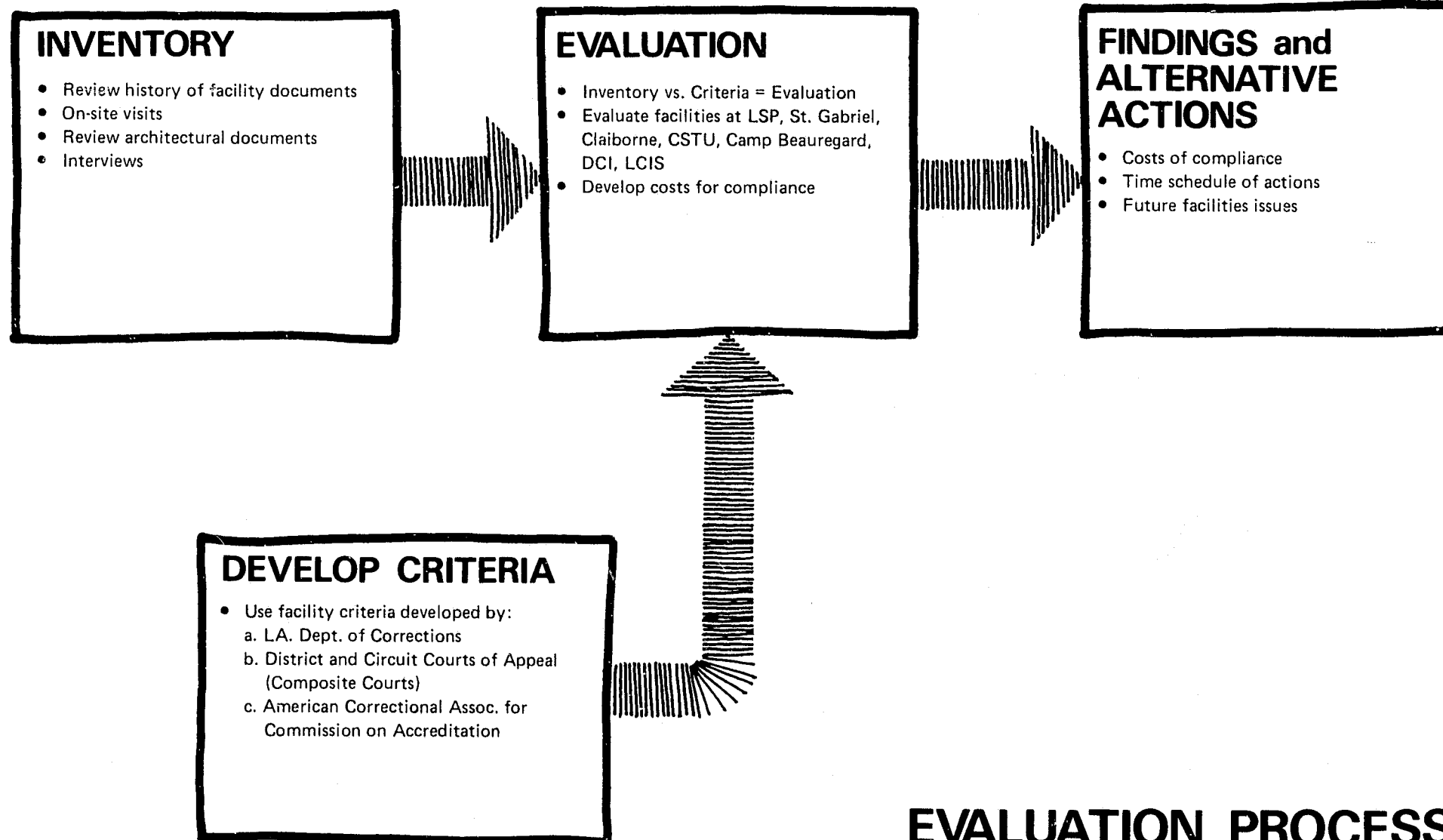
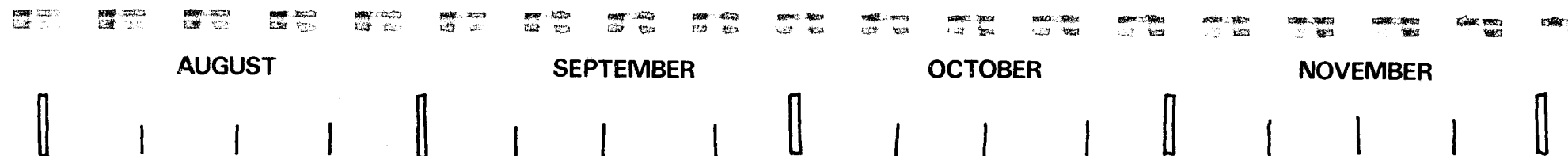
- . Inventory of Facilities
- . Selection and Definition of Criteria
- . Evaluation of facilities against selected criteria
- . Findings and Alternative actions

The evaluation process diagram on the next page illustrates the four-step process.

## Inventory

The concurrent resolution adopted by the State Legislature in August 1976 mandates that "the commission shall review all plans for construction, acquisition, or remodeling of correctional institutions authorized by the Legislature." To that end, the following facilities were inventoried and evaluated:

1. LSP, Camp "C", Angola
2. LSP, Camp "D", Angola
3. LSP, Camp "F", Angola
4. LSP, Camp "J", Angola
5. LSP, Main Prison
6. Clairborne Parish Prison
7. CSTU, New Orleans
8. Camp Beauregard, Pinesville
9. Dixon Correctional Institution, Jacon
10. ARDC and Medium-Minimum Security Facility  
St. Gabriel
11. New Dorms, LCIS, DeQuincy



## EVALUATION PROCESS

Plans for the renovation of the existing prison at LSP are nearing completion. Funding for the renovation of the prison, was part of a separate appropriations package passed by the Legislature in the 1977 session (Act 328). A sample of the facility inventory format follows.

Selection and  
Definition of  
Criteria

Design criteria were adopted as a means of evaluating the new construction. The criteria for evaluation were selected from three sources:

1. Louisiana Department of Corrections

The criteria developed by the Louisiana Department of Corrections reflect the opinion of administrators responsible for operating and managing the Louisiana Correctional system. The Department of Corrections criteria incorporate the standards of the Louisiana Federal Court Order decision, Louisiana fire, health and sanitation codes, and selective standards developed by the American Correctional Association and other Federal courts.

2. Composite Courts

The criteria developed by the Federal District and Circuit Courts in jurisdictions outside of Louisiana, represent a cross-section of litigation and judicial decisions regarding issues that could be raised in future litigation in Louisiana.

Primary consideration was given to court standards upheld by the U.S. Fifth Circuit Court of Appeals, which has jurisdiction in Alabama, Florida, Louisiana, Mississippi and Texas. The cases cited in this category include:

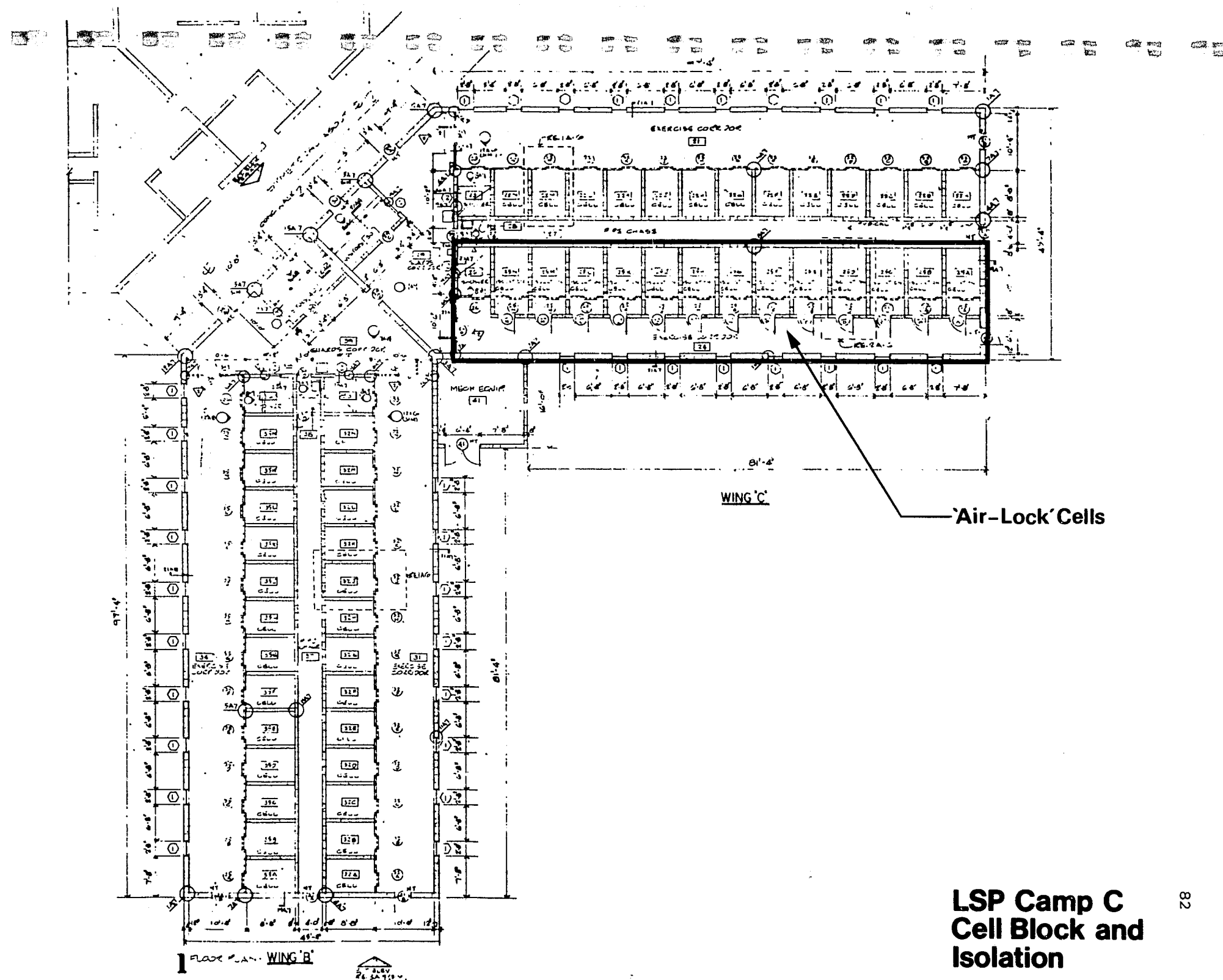
1. Newmann v. State of Alabama, Alabama
2. Pugh v. Locke, Alabama
3. James v. Wallace, Alabama
4. Gates v. Collier, Mississippi



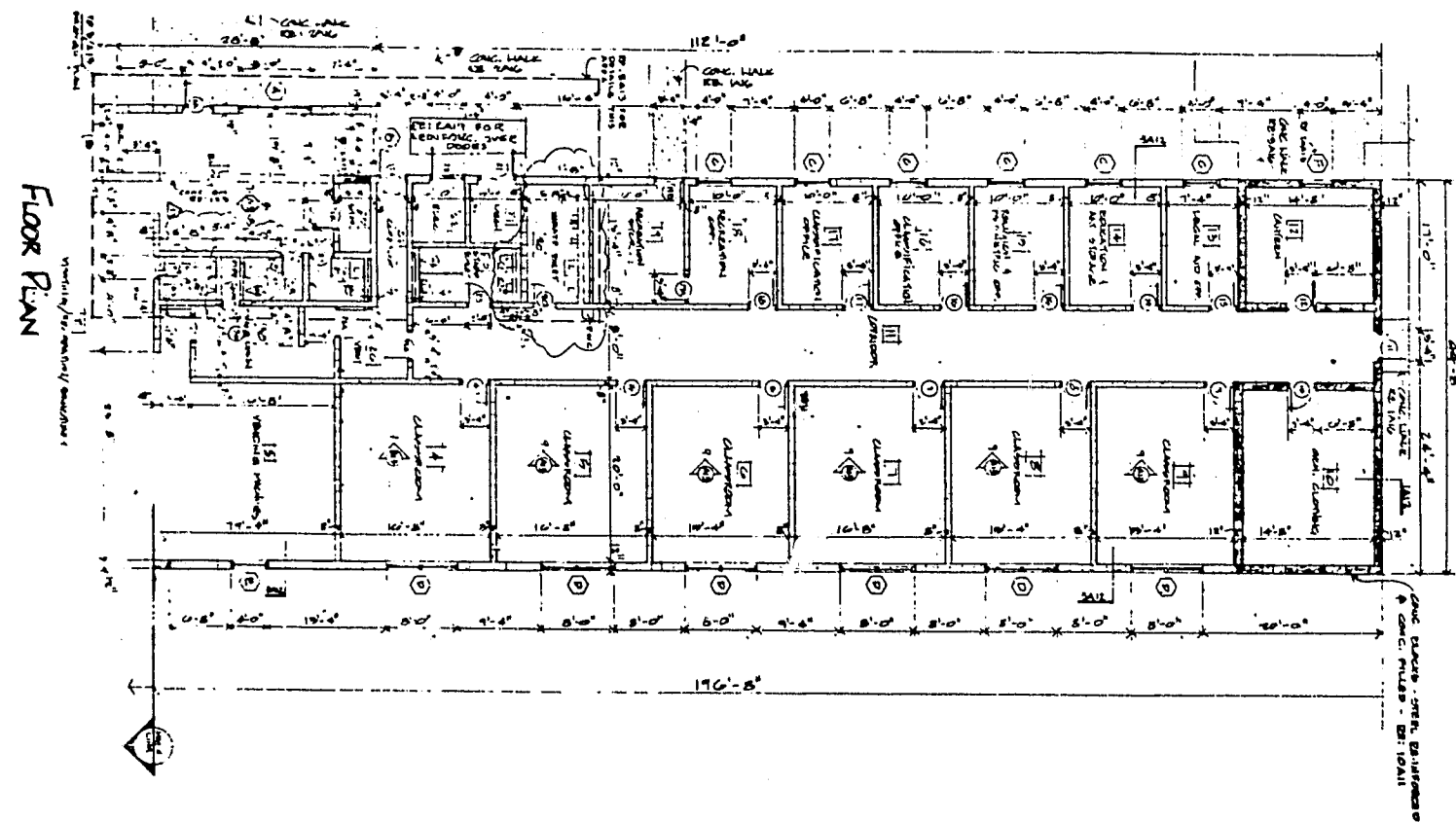








**LSP Camp C  
Cell Block and  
Isolation**



FLOOR PLAN

# LSP Camp C Services Building

# INVENTORY FORM

FACILITY: LSP CAMP 'C'

NO.	BUILDING	CONSTRUCTION TYPE	BLDG. CONDITION		AGE	BUILDING USAGE		
			Exterior	Interior		Category	%	NSF
1 2	Dormitory Building	Load bearing conc.blk. wall & concrete roof	New	New		Housing	100	49182
3	Cell Block	Load bearing conc.blk. wall & concrete roof	New	New		Housing Admin. & Pub.	97 3	15037 648
4	Generator Building	Conc.blk. walls & concrete roof	New	New		Administration & Public	100	324
5	Kitchen-Dining	Concrete structure w/conc. roof	New	New		Food Services	100	8762
6	Admin. & Receiving	Concrete blk. walls & concrete roof	New	New		Administration & Public	100	1634
7	Guard House	Conc.blk. walls & conc. roof	New	New		Administration & Public	100	160
8	Storage	Conc.blk. walls & conc. roof	New	New		Administration & Public	100	283
9	Services Building	Concrete structure w/conc. blk. walls	New	New		Programs & Act. Admin. & Public	88 12	7230 884
10 11	Workshops	Conc. blk. walls & conc. roof.	New	New		Programs & Act.	100	2614
12	Laundry & Maint.	Conc. blk. walls & conc. roof	New	New		Administration & Public	100	1087
	Guard Tower 1	Steel & masonry	New	New		Administration & Public	100	93

## INVENTORY FORM

FACILITY: LSP CAMP 'C'  
BUILDING: 1 & 2  
TYPE: HOUSING

85

PHYSICAL DESCRIPTION	LIVING SPACE (DORM)				DAY SPACE			
No. of room units	8				8			
Total unit area	32,800 S.F.				8,160 SF			
Persons/room unit	50				50			
Area/person	82				20 SF			
Personal Hygiene/ unit	tlets	urnls	lavs	showrs	tlets	urnls	lavs	showrs
					5	3	5	6
Physical Comfort	Medium High - Depends on inmate noise				Medium			
Noise Level	Conc. floors, walls & ceilings				Conc. floors, walls & ceilings			
Light Level	Natural & Fluorescent				Natural & Fluorescent			
HVAC	Heated & Ventilated				Heated & Ventilated			
Security	Security doors & windows				Security doors & windows			
Hardware								
Circulation	Open Controlled entry				Open Controlled entry			
Surveillance	Visual Security control desk				None			

## REMARKS

Contains 2 offices per unit.

## INVENTORY FORM

FACILITY: LSP CAMP 'C'  
BUILDING: 3  
TYPE: HOUSING

86

PHYSICAL DESCRIPTION	LIVING SPACE ( CELL BLOCK)				DAY SPACE			
No. of room units	7 unit of 13 rooms				7			
Total unit area	4,732 S.F.				6,510 S.F.			
Persons/room unit	1				13			
Area/person	52 S.F.				72 S.F.			
Personal Hygiene/ unit	tlets	urnls	lavs	showrs	tlets	urnls	lavs	showrs
	13	--	13	--	--	--	--	1
Physical Comfort	Potential for High Floors concrete				Potential for High Floors Concrete			
Noise Level	Walls masonry & steel grating				Walls masonry & steelgrating			
Light Level	Ceilings concrete				Ceilings concrete			
	Windows across from day space				Natural light			
	Security light fixtures							
	Dual control							
HVAC	Heated & ventilated				Heated & ventilated			
Security	Steel grille & gates @ each cell				Steel grille & gate @ entry			
Hardware					Security door @ rear			
Circulation	Controlled @ control cabinet				Controlled @ control cabinet			
Surveillance	Visual surveillance				Visual surveillance from guards area. Vision panel from guards area to shower.			

## REMARKS

Individual toilets and lavatories at each cell.  
Day Space: Linear accessible to each cell  
conductive to high noise levels.

Cell block units contain 13 cells opening into a linear day space.

# INVENTORY FORM

FACILITY: LSP CAMP 'C'  
 BUILDING: 3  
 TYPE: HOUSING

87

PHYSICAL DESCRIPTION	LIVING SPACE (ISOLATION)				DAY SPACE (ISOLATION)			
No. of room units	1 unit of 13 rooms				1			
Total unit area	676 S.F.				589 S.F.			
Persons/room unit	1				13			
Area/person	52 S.F.				45 S.F.			
Personal Hygiene	tlets	urnls	lavs	showrs	tlets	urnls	lavs	showrs
	13	--	13					1
Physical Comfort	Medium - low				Medium - high Depends on			
Noise Level	Concrete floors, walls & ceilings				activity.			
Light Level	No natural light				Concrete floors, walls & ceilings			
HVAC	Security fixtures				Natural light			
Security	Heated and Ventilated				Heated and ventilated			
Hardware	Steel grille & gate at each cell. Security metal door w/vision panel at entry to each cell's vestibule				Steel grille & gate at entry Security door at rear Security windows			
Circulation	Controlled at control cabinet Separate vestibule for each cell				Controlled & restricted			
Surveillance	Visual surveillance from vision panel at vestibule doors.				Visual surveillance from guards area. Vision panel from guards to shower.			

## REMARKS

Individual lavs & toilets at each cell.  
 Day Space: Narrow & linear Conducive to high noise levels-- depending on type of activities.

Where court standards in the above cases were not set, secondary consideration was given to court standards upheld in other Circuit Courts of Appeals. Starting with those jurisdictions closest to the Fifth Circuit Court, the cases cited, in order, are as follows:

- Battle v. Anderson, Oklahoma
- Laaman v. Halgemoe, New Hampshire

### 3. American Correctional Association

The criteria developed by the American Correctional Association for the Commission on Accreditation for Corrections represent the practical viewpoint of correctional managers as well as the best compendium of national thinking in the field of corrections. These criteria are being employed in a national program to give accreditation status to correctional agencies and institutions that voluntarily adhere to its standards. There exists the distinct possibility that in the near future, the Federal Courts will be adopting ACA standards, as well as the U.S. Department of Justice, thereby tying Federal aid for corrections to accreditation status.

## Evaluation of Facilities

Facilities were evaluated against the Department of Corrections, Composite Courts and American Correctional Association Criteria and categorized into six functional areas:

- The facility in general
- Housing (single cells, dormitories and isolation)
- Administration and Public
- Food Service
- Health Services
- Program and Activities

The criteria developed for the facilities evaluation and a sample of the facility evaluation format can be found on the following pages.

CATEGORY: FACILITIES, GENERAL

# Standards Form 1

	Department of Corrections	Composite Courts	ACA
EXISTING FACILITIES	<ul style="list-style-type: none"> <li>- 500 inmates per facility should be the maximum manageable unit size</li> <li>- All existing facilities must meet Louisiana Federal District Court standards</li> <li>- The inmate population should not exceed the design capacity of the unit</li> </ul>	Not applicable	<ul style="list-style-type: none"> <li>- If greater than 500 inmates, provide decentralized units no greater than 500 inmates(E)</li> <li>- The inmate population should not exceed the designed capacity (E)</li> </ul>
NEW FACILITIES	<ul style="list-style-type: none"> <li>- The location of new facilities is a function of available land resources and potential labor force that can provide required services</li> <li>- Facility designed to accommodate a maximum of 500 inmates</li> <li>- The population should not exceed the designed capacity</li> </ul>		<ul style="list-style-type: none"> <li>- Facility is located within 50 miles of civilian pop. center than can provide services. Population: greater than 50,000 (E)</li> <li>- Facility designed to accommodate less than 500 inmates (E)</li> <li>- The inmate population should not exceed the designed capacity (E)</li> </ul> <p>E= Essential</p>

CATEGORY: HOUSING, SINGLE ROOMS

## Standards Form 2a

	Department of Corrections	Composite Courts	ACA
CAPACITY	- One or two men depending on number of hours confined per day based on program	- One	- One (E)
AREA	- Conformance with state fire marshall and health codes standards consistent with the function and security of the particular building.	- 60 sf./inmate 8'-0" min. clng. ht. 500 cu. ft./inmate	- 60 sf. confinement of less than 10 hrs./day (I) - 80 sf. confinement of more than 10 hrs./day (I)
HYGIENE			
Toilets	- One per room	- One per room	- One per room (E)
Lavs.	- One per room	- One per room	- One per room (E)
Shower	- Two per 25 inmates	- One per 20 inmates	- Not required in the room (E)
Water	- Access to hot and cold running water	- Hot and cold running water	- Hot and cold running water (E)
COMFORT			
Noise	- Minimal consistent to area of operation		- Should not interfere with human activities (E)
Light	- Adequate lighting - Natural light available	- 30 fc	- 20 fc (E) - Dual control (E) - Natural light available from source 20' from room (E)
HVAC	- 10 cfm of fresh or putified air	- In hot, humid climates 60 cfm/minute with one third outside air	10 cfm of fresh or pruiified air (E)
FURNISHINGS	- Bed off the floor - Bed and furnishings consistent with security	- Bed and writing surface	- Bunks, desk, shelf, hooks or closet and chair or stool (E)
DAY SPACE	- Day space commensurate with the number of hours confined to the housing unit	- 30 sf/inmate	E=Essential I=Important



CATEGORY: HOUSING, DORMITORIES

## Standards Form 2b

	Department of Corrections	Composite Courts	ACA
GENERAL	- For minimum and medium custody	- Only for min. custody	- Existing dorms. only (E) - No new dorms except for minimum security (E)
CAPACITY	- 50 to 60 inmates per dorm and unit		- 50 inmates/dorm unit (E)
AREA	- Conformance with the state fire marshall and health codes standards consistent with the function and security of the particular building.	- 60 sf/inmate	- 60 sf./inmate (I) 8'-0" min. glnng. ht. (I)
HYGIENE	- Conformance with state sanitation code	- One toilet/15 inmates - One lav/10 inmates - One shower/20 inmates	- Adequate toilet and shower facilities (I) - Access to hot & cold water (I)
COMFORT			
Noise	- Minimal consistent to area of operation		- Should not interfere with human activities(I)
Light	- Adequate lighting - Natural light available	- 30 fc.	- 20 fc. (I)
HVAC	- 10 cfm or fresh or purified air	- 60 cfm./inm. 1/3 outside air	- 10 cfm. of fresh or purified air (I)
FURNISHINGS	- Single bed and locker	- Single bunks only	- Single bunk and individual locker. Chair and desk should be provided (I)
SECURITY	- Clear lines of sight for staff supervision - No physical barrier between staff and inmates in sleeping area; maximum physical barrier at control stations.		- Clear lines of sight for staff supervision (I) - Minimum physical barriers between inmates and staff(E)

E= Essential  
I= Important

CATEGORY: HOUSING, DORMITORIES (con't.)

Standards Form **2b**

	Department of Corrections	Composite Courts	ACA
DAY SPACE	- Provide area of adequate size to accommodate TV, lounge area with indoor recreation available	- 30 sf/Inmate	

CATEGORY: HOUSING, ISOLATION

# Standards Form 2c

	Department of Corrections	Composite Courts	ACA
CAPACITY	- One inmate per cell	- One inmate per cell	- One inmate per cell (I)
AREA	- Conformance with the state fire marshall and health codes standards consistent with the function and security of the particular building.	- 60 s.f.	- 80 s.f. (I)
HYGIENE	- One toilet and lavatory per cell - Two showers per 25 inmates - Access to hot and cold running water	- Provide toilet, sink, hot and cold running water - One shower per 20 inmates	- Provide toilet facilities above the ground at every cell (I) - Access to hot and cold water (I) - Access to showers (I)
COMFORT	Noise		
	Light	- Provide lighting	- 20 fc. (I) - Admission of natural light (I)
	HVAC	- Provide ventilation	- 10 cfm fresh or purified air (I)
FURNISHINGS	- Bed off the floor	- Bed off the floor	- Bunk, desk, shelf and chair or stool (I)
SECURITY	- Maximum security		- Rooms situated so that inmates can converse and be observed by staff (E)
GENERAL			- Inmates should be allowed visitation, exercise and recreation activities (E)
			E = Essential I = Important

CATEGORY: PSYCHIATRIC HOUSING

# Standards Form 2d

	Department of Corrections	La. Dept. of Hospitals	APA
	- At the present time all inmate psychiatric patients are under the jurisdiction of the Department of Health and Human Resources Administration		
CAPACITY		- No standard	- One to six patients per room
AREA		- 80 sf/patient in single rooms - 70 sf/patient in multi-bed rooms	- 80 sf/ patient in single rooms - 70 sf/ patient in multi-bed rooms
HYGIENE	Toilets Lavatories Showers Water Supply	- 3 feet between beds - 7'-6" min. ceiling height  - Adequate toilet facilities - Hot and cold water in all lavatories, sinks and similar fixtures	- One toilet per 8 patients - One lav. per 6 patients - One shower per 15 patients - Hot and cold water adequate in volume and pressure for all purposes - One drinking fountain/ward - privacy in toilet and bathing areas
COMFORT	Light  HVAC	- All patient rooms shall be outside rooms with a window area not less than 1/8 of the floor area - Lamp that is patient operated - All rooms in general use shall be provided with adequate ventilation	- HVAC system should be designed to prevent spread of infection and provide for patient health and comfort

\* American Psychiatric Association

CATEGORY: PSYCHIATRIC HOUSING (con't.)

## Standards Form 2d

	Department of Corrections	La. Dept. of Hospitals	APA
FURNISHINGS		<ul style="list-style-type: none"> <li>- Hospital type bed, bedside stand or cabinet</li> <li>- Furnishings that allow observation without compromising safety and security</li> </ul>	<ul style="list-style-type: none"> <li>- Bed and individual lockers</li> </ul>
DAY SPACE AND RECREATION		<ul style="list-style-type: none"> <li>- Adequate space for day room, dining area and occupational therapy. May be combined in one area</li> <li>- Suitable outdoor space for recreation</li> </ul>	<ul style="list-style-type: none"> <li>- 40 sf/patient for day rooms</li> </ul>
TREATMENT		<ul style="list-style-type: none"> <li>- Treatment rooms and patient interview rooms</li> </ul>	<ul style="list-style-type: none"> <li>- Treatment rooms and patient interview rooms</li> <li>- Staff offices with access to patients</li> <li>- Nurses station centrally located to supervise rec. areas; immediate access to patients and treatment areas</li> </ul>
* American Psychiatric Association			

CATEGORY: ADMINISTRATION AND PUBLIC (VISITING)

Standards Form 3

	Department of Corrections	Composite Courts	ACA
FACILITIES	<ul style="list-style-type: none"> <li>- Provide sheltered areas for visitation</li> <li>- No physical separation except under maximum security and isolation conditions</li> <li>- Provide outdoor area (plaza) for the use of the general inmate population and their visitors</li> <li>- Provide separate private area for attorney visitation</li> <li>- Provide telephones</li> </ul>	<ul style="list-style-type: none"> <li>- Provide sheltered areas for visitation</li> <li>- No physical separation</li> <li>- Provide outdoor area for trustees and approved inmates</li> <li>- Provide separate visiting areas only for documented concerns</li> <li>- Provide separate private area for attorney visitation</li> </ul>	<ul style="list-style-type: none"> <li>- Should have pleasant surrounding</li> <li>- Provide for informal communications and opportunity for physical contact except under maximum security conditions (E)</li> <li>- Where statute permits, provide private accommodations for extended family visiting and security classified inmates (E)</li> <li>- Provide telephones</li> </ul>
FURNISHINGS	<ul style="list-style-type: none"> <li>- Provide tables and chairs</li> </ul>	<ul style="list-style-type: none"> <li>- Provide chairs and couches for privacy</li> </ul>	
SECURITY	<ul style="list-style-type: none"> <li>- Consistent with security standards</li> </ul>		

E = Essential

CATEGORY: FOOD SERVICES

# Standards Form 4

	Department of Corrections	Composite Courts	ACA
DINING	- Provide space for group eating, allowing for conversation	- 9-12 sf/inmate	- Provide space for group eating, allowing for conversation (E)
KITCHEN	- Facility and equipment should meet state code requirements	- 7-9 sf/inmate including storage, receiving, dishwashing and storage facilities, excluding refrigeration	- Facility and equipment should meet local codes and OSHA requirements. (E)
			E = Essential

CATEGORY: HEALTH SERVICES

# Standards Form 5

	Department of Corrections	Composite Courts	ACA
REQUIREMENTS	<ul style="list-style-type: none"> <li>- Provide adequate medical and dental services</li> <li>- Provide adequately equipped medical facilities meeting all standards set forth in Building and Maintenance Code for Prisons Sections 751-759</li> <li>- Provide separate living units for disturbed, disabled and infirm inmates</li> <li>- Medical standards to conform to facility program</li> </ul>	<ul style="list-style-type: none"> <li>- Provide examination rooms of sufficient size</li> <li>- Provide some privacy at each bed of sick ward</li> <li>- Provide nurses station for monitoring</li> </ul>	<ul style="list-style-type: none"> <li>- Provide adequate medical and dental services (E)</li> <li>- Provide adequately equipped medical facilities meeting standards of licensed gen. hospital emergency care (E)</li> <li>- Provide separate living units for disturbed, disabled and infirm inmates appropriate to their needs (E)</li> </ul> <p>E = Essential</p>



CATEGORY: PROGRAM AND ACTIVITIES

## Standards Form 6

	Department of Corrections		ACA
EDUCATIONAL - VOCATIONAL	<ul style="list-style-type: none"> <li>- Provide intensive educational and vocational programs consistent with operational program at each institution</li> <li>- Provide system - wide continuum for educational and vocational programs</li> </ul>	<ul style="list-style-type: none"> <li>- Provide space for 6 productive training programs</li> </ul>	<ul style="list-style-type: none"> <li>- Provide educational and vocational training opportunities to all inmates except where justified by documented evidence</li> <li>- Provide classrooms, teaching aids and administrative space (E)</li> </ul>
RECREATION		<ul style="list-style-type: none"> <li>- Provide space for hobbies, leisure activities, arts, crafts, games and movies</li> <li>- Provide recreation space for isolation inmates</li> <li>- Provide space for year round indoor and outdoor sport</li> </ul>	<ul style="list-style-type: none"> <li>- Provide spaces for athletic and cultural programs with suitable equipment (E)</li> <li>- Provide gym, auditorium, game rooms, art and weight-lifting rooms (E)</li> <li>- Provide space for exercise of isolation inmates, interior and exterior (E)</li> <li>- Provide comprehensive indoor and outdoor recreation (E)</li> </ul>
LIBRARY	<ul style="list-style-type: none"> <li>- Provide access to adequate library</li> <li>- Provide address to full legal library and recreational reading material</li> </ul>	<ul style="list-style-type: none"> <li>- Provide access to adequate library</li> </ul>	<ul style="list-style-type: none"> <li>- Should have functional design and inviting appearance (E)</li> <li>- Provide access to legal and recreational reading material (E)</li> </ul>
RELIGIOUS	<ul style="list-style-type: none"> <li>- Provide space for religious programs</li> </ul>	<ul style="list-style-type: none"> <li>- Provide space for religious programs</li> </ul>	<ul style="list-style-type: none"> <li>- Provide space for religious services (E)</li> </ul>
SOCIAL SERVICES		<ul style="list-style-type: none"> <li>- Provide space for group counseling therapy</li> </ul>	<ul style="list-style-type: none"> <li>- Provide space for counseling (E)</li> </ul> <p>E = Essential</p>

## FACILITY: LSP, ANGOLA: CAMPS C&amp;D

## Evaluation Form

Category	Bldg.	Department of Corrections	Composite Courts	ACA
FACILITIES	-	-Satisfies all standards for facilities		-Satisfies std. of decentralization & capacity (E)
HOUSING (SINGLE CELLS)	3	-Satisfies capacity std.	-Satisfies capacity std.	-Satisfies capacity std. (E)
		-Satisfies area per inmate std.	-Does not satisfy area per inmate std: 52s.f. vs. 60 s.f./inmate	-Does not satisfy area per inmate std: 52 s.f. vs. 60 s.f./inmate (I)
		-Satisfies hygiene stds.	-Satisfies hygiene stds.	-Satisfies hygiene stds. (E)
		-Satisfies noise, light & HVAC stds.	-Satisfies light, & HVAC std.	-Satisfies noise, light & HVAC stds. (E)
		-Satisfies furnishings std.	-Partially satisfies furnishings std. Does not provide writing surface.	-Does not satisfy furnishings std. Does not provide desk shelf hook or closet & chair or stool (E)
		-Satisfies day space std.	-Satisfies day space std.	

FACILITY: LSP, ANGOLA: CAMPS C&D

Evaluation Form

Category	Bldg.	Department of Corrections	Composite Courts	ACA
HOUSING (DORMITORIES)	1&2	-Satisfies unit type std.	-Dormitories not allowed for medium security	-Dormitories not allowed for medium security (E)
		-Satisfies capacity std.	-	-Satisfies capacity std. (E)
		-Satisfies area per inmate std.	-Satisfies area per inmate std.	-Satisfies area per inmate std. (I)
		-Satisfies hygiene stds.	-Satisfies hygiene stds.	-Satisfies hygiene stds. (I)
		-Satisfies noise, light & HVAC stds.	-Satisfies light & HVAC stds.	-Satisfies noise, light & HVAC stds. (I)
		-Satisfies furnishings stds.	-Satisfies furnishing std.	-Partially satisfies furnishings std. Does not provide chair & desk (I)
		-Satisfies security stds.	-	-Satisfies security stds. (I)
		-Satisfies day space std.	-Does not satisfy day space std. 20 s.f. cs. 30 s.f./inmate	

FACILITY: LSP, ANGOLA: CAMPS C&D

# Evaluation Form

Category	Bldg.	Department of Corrections	Composite Courts	ACA
HOUSING (ISOLATION)	3	-Satisfies capacity std.	-Satisfies capacity std.	-Satisfies capacity std. (I)
		-Satisfies area/inmate std.	-Does not satisfy area per inmate std: 52 s.f. vs. 60 s.f./inmate	-Does not satisfy area per inmate std: 52 s.f. vs. 80 s.f./inmate (I)
		-Satisfies hygiene stds.	-Satisfies hygiene stds.	-Satisfies hygiene stds. (I)
		-Satisfies noise, light & HVAC stds.	-Satisfies light & HVAC stds.	-Does not satisfy natural light std. No natural light (I) -Satisfies noise & HVAC std. (I)
		-Satisfies furnishings stds.	-Satisfies furnishings stds.	-Does not satisfy inmate communication std. (E) -Partially satisfies visitation exercise & recreation activities. (E)
				-Does not provide opportunity for outdoor recreation. (E)

FACILITY: LSP, ANGOLA: CAMPS C&D

# Evaluation Form

Category	Bldg.	Department of Corrections	Composite Courts	ACA
ADMINISTRATION & PUBLIC (VISITING)	9	-Satisfies indoor general visitation stds. -Does not satisfy outdoor visitation std.	-Satisfies indoor general visitation stds. -Does not provide outdoor visitation for trustees & approved inmates	-Satisfies indoor general visitation stds.(E) -Does not satisfy private extended visitation stds. where statutes permit (E)
		-Satisfies furnishings stds.	-Partially satisfies furnishings std.	-
		-Satisfies security stds.	-	-
FOOD SERVICE	5	-Satisfies dining std.	-Satisfies dining area stds.	-Satisfies dining stds.(E)
		-Satisfies kitchen std.	-Satisfies kitchen area std.	-Satisfies kitchen stds.(E)
HEALTH SERVICES	-	Does not provide any medical facilities at this camp.	-Does not provide any medical facilities at this camp.	-Does not provide any medical facilities at this camp (E)

FACILITY: LSP, ANGOLA: CAMPS C&D

# Evaluation Form

Category	Bldg.	Department of Corrections	Composite Courts	ACA
PROGRAMS & ACTIVITIES	9 & 10 & 11	-Satisfies educational stds.	-Satisfies educational stds at this camp.	-Satisfies educational stds. (E)
		-	-Satisfies indoor recreation stds.	-Does not provide space for athletics or cultural programs (E)
			-Does not provide indoor or outdoor sport areas.	-Does not provide comprehensive outdoor and indoor recreation. (E)
		-Does not provide legal & recreational library at these camps.	-Does not provide library at these camps.	-Does not provide library at these camps (E)
		-Satisfies stds. for religious programs	-Satisfies stds. for religious programs	-Satisfies stds. for religious programs (E)
			-Satisfies social services stds.	-Satisfies social services stds. (E)

#### Findings and Alternative Actions

The findings and alternative actions are presented in two parts:

- . Compliance with Criteria
- . Future Facilities Issues

Findings are presented first, followed by Alternative Actions that could be adopted by the Prison System Study Commission.

#### Compliance with Criteria

The chart that follows summarizes the findings of the facility evaluation. An itemized cost breakdown of actions to meet criteria appears at the end of this chapter. Recommended actions are indicated for areas that are not in compliance with DOC, Composite Courts and ACA criteria.

Recommended actions are divided into first and second priorities.

- . First Priority Actions represent:
  - Essential areas of non-compliance that should be remedied, regardless of cost
  - Actions that may be easily implemented
  - Actions that are cost-effective
  - Actions conforming to a timetable that call for a decision in implementation by January 1, 1978

**CRITERIA  
SOURCES**

**RECOMMENDED ACTIONS  
TO MEET CRITERIA**

**COSTS**

DOC	Composite Courts	ACA		FIRST PRIORITY	SECOND PRIORITY
●	—	●	1. IMPLEMENT 500-MAN UNIT SIZE AT: Main Prison@ LSP	\$ 6,300,000	
—	—	●	2. BUILD <u>ONLY</u> SINGLE CELLS AT: Claiborne Parish Prison	\$ 3,000,000	
—	—	●	3. ELIMINATE CONDITIONS IN ISOLATION CELLS THAT PREVENT NATURAL LIGHT FROM ENTERING THE LIVING AREA AT: LSP, St. Gabriel and Camp Beauregard	\$ 30,000	
●	●	●	4. UPGRADE MEDICAL FACILITIES AT: New Camps@ LSP, DCI and Camp Beauregard	\$ 100,000	
●	●	●	5. IMPROVE PROGRAM AND ACTIVITY AREAS AT: New Camp@ LSP, Camp Beauregard	\$ 2,118,000	
●	●	●	6. IMPROVE VISITING AREAS AT: New Camps@ LSP		\$ 35,000
—	—	●	7. BUILD <u>ONLY</u> SINGLE CELLS AT: Main Prison@ LSP		\$ 5,400,000
—	●	—	8. INCREASE DAY ROOM AREA AT: All Facilities		\$ 1,200,000
—	—	●	9. IMPROVE INMATE LIVING AREA FURNISHINGS		500,000
—	—	●	10. PROVIDE FACILITIES FOR FAMILY VISITING OF UP TO 48 HOURS@ Med. & Min. Security Facilities		1,000,000
			TOTAL	\$11,548,000	\$ 8,035,000



. Second Priority Actions represent:

- Areas of non-compliance that should be remedied when funds are available
- Actions that may be reasonably implemented
- Actions conforming to a timetable that call for a phased implementation through January 1, 1980

The cost associated with each of the ten recommended actions appears under the heading COSTS: FIRST PRIORITY, SECOND PRIORITY.

. Possible Actions by the Commission

- Approve implementation of all first and second priority actions.
- Approve implementation of only first priority actions. Defer a decision on second priority actions.
- Approve implementing only selected recommended actions

Future Facilities Issues

One of the goals of this report is to apply the knowledge learned from past experience to future facilities issues. In order that the lessons learned from the vast recent capital improvements programs not be lost, but rather applied to the development of future facilities, the following findings and recommended actions are presented.

. Findings: Facilities Criteria

- There exist no mandatory correctional facility design criteria.
- The DOC has had to compromise its own criteria in certain cases due to economic constraints. (For example, the new main prison at LSP w/1800 beds exceeds the DOC limit of 500 beds per institution)

. Possible Actions by the Commission

- Decide on a set of criteria to be adopted for all future design and development of correctional facilities. The following are possible choices:
  - . Department of Corrections Criteria
  - . Composite Courts Criteria
  - . ACA Criteria
  - . Develop a unique set of criteria
  - . Adopt no Criteria

. Findings: Dormitory vs. Single Cell

- It is cost-effective over the life span of a facility to build single cells versus dormitories in medium and maximum security institutions. (See Issue Paper, Appendix, Section 6C) Though the initial cost of single cell construction can be up to \$10,000 higher per bed than dormitory construction (\$35,000 vs. \$25,000), this cost differential is paid back in 9 years by savings in custody personnel.
- The ACA has adopted the single cell as an essential criteria for all new construction.
- A survey of the 10 states in the comparative model, indicates that 4 have adopted the practice of building only single cells for medium and maximum security.
- The Federal Bureau of Prisons has adopted the policy of building only single cells for medium and maximum security.

Possible Actions by the Commission

- Build only single cells at Claiborne Parish Prison. (First Priority)
- Build only single cells at the Main Prison, LSP. (Single Priority)
- Claiborne Parish Prison is currently in the very early stages of design and can be easily revised with no significant loss of time.
- The Main Prison renovation at LSP is in the final stages of construction documents. Revisions at this facility would cause a delay of two to three months.

Findings: Future Cell Needs

- Projections of future cell needs must be based on certain assumptions concerning policy matters (penal code, probation and parole practices, etc.) and non-policy matters (demographics).

Population projections will vary widely depending on the mix of assumptions.

The inmate population projections following were derived from three sources: the Department of Corrections, the National Institute for Law Enforcement and Criminal Justice, and the consultant to the Commission. As the following table illustrates, existing projections vary from a high figure of 11,000, to a low of 5,865. High estimates assume continuation of current practices with longer maximum court sentences, while low estimates assume that admissions and releases stabilize at current levels.

As the table illustrates, the continuation of current practices could conceivably lead to the need for up to 2500 new beds by 1982, at a projected cost of \$87.5 million dollars. This figure is not definitive; it simply represents one projection based on an assumption that current practices will continue through 1982.

	PROJECTED ADULT INMATE POPULATION		SYSTEM CAPACITY	DEFICIT		ESTIMATED COST* TO MEET DEFICIENCY	
	1982		1980	1982		1982	
SOURCE	HIGH	LOW		HIGH	LOW	HIGH	LOW
1. Louisiana Department of Corrections	10,400	7,750	8,500	1,900	-	\$66,500,000	-
2. Prison Population and Policy Choices Report to Congress (1977)	10,532	5,865	8,500	2,032	-	\$71,120,000	-
3. Consultant	11,000	8,900	8,500	2,500	400	\$87,500,000	\$14,000,000

\* Cost = \$35,000 per bed for single-cell construction is based upon a bid date of 1977.

ITEMIZED ACTIONS TO MEET DEPARTMENT OF CORRECTIONS CRITERIA	COST (Approximate)
1. Implement the 500-man per unit standard at: - Renovation of New Prison at LSP	\$6,300,000
2. Provide outdoor visiting area in: - Camps C,D,F at LSP - Camp Beauregard	\$ 20,000
3. Provide attorney/client visiting areas in: - Camp F at LSP	\$ 15,000
4. Provide legal and recreational reading libraries at: - Camps C,D, F and J at LSP - Camp Beauregard	\$ 150,000
5. Provide program and activity areas (eg. educational and vocational training) at: - Camps J and F at LSP	\$ 300,000
6. Provide first aid/exam medical facilities at: - Camps C & D at LSP	\$ 70,000
7. Upgrade medical facilities to service non-acute ailments at: - Camp Beauregard	\$ 30,000
Sub-total Items 1-7	\$6,885,000

ITEMIZED ACTIONS TO MEET COMPOSITE COURTS CRITERIA	COST (Approximate)
INCLUDES ITEMS 1 - 7 ABOVE	\$6,885,000
8. Provide outdoor recreation at Camp Beauregard	\$ 50,000
9. Provide counseling areas at Camp Beauregard	\$ 18,000
10. Increase area per inmate in dormitories from 53 s.f. to 60 s.f. at: - Claiborne Parish	\$ 125,000
11. Provide adequate indoor and outdoor recreation at: - Camps C,D,J,F at LSP	\$1,600,000
12. Increase day room area to 30 s.f./inmate at the following facilities: - Camps C,D,J at LSP (increase by 50%) - St. Gabriel (increase by 100%) - Camp Beauregard (increase by 100%) - CSTU (increase by 250%) - LCIS (increase by 270%)	\$1,200,000
Sub-total Items 8-12	\$2,993,000

ITEMIZED ACTIONS TO MEET ACA CRITERIA	COST (Approximate)
INCLUDES ITEMS 1 - 13 ABOVE	\$ 9,878,000
13. Build single cells in lieu of medium security dorms at:	\$ 8,400,000
- New Prison at LSP	\$5,400,000
- Claiborne Parish	\$3,000,000
14. Eliminate "Air Lock" type cells at:	\$ 30,000
- Camps C,D,J at LSP	
- St. Gabriel	
- Camp Beauregard	
15. Increase area per inmate in lock-up cells at:	\$ 355,200
- Claiborne (65 s.f. vs 80 s.f.)	\$ 120,000
- LSP Main Prison (52 s.f. vs 80 s.f.)	\$ 235,200
16. Provide writing surface and chair or stool and hooks or closet for all inmates	\$ 400,000
17. Create facilities for extended periods (48-72 hours) of private visitation for family members at medium security institutions.	\$ 1,000,000
Sub-total Items 13-17	\$10,185,200

SUMMARY: ITEMIZED ACTIONS TO MEET CRITERIA	COST (Approximate)
<u>SUMMARY OF COSTS</u>	
1. DOC Criteria	<u>\$ 6,885,000</u>
2. Composite Courts (Includes DOC Costs)	<u>\$ 9,878,000</u>
3. ACA (Includes DOC and Composite Courts Costs)	<u>\$20,063,000</u>

# 4 FUTURE STRATEGIES

## 4A INTRODUCTION

## The Planning Process

The next stage in the planning process is to begin to identify some of the emerging trends that are likely to influence future system behaviour. This process involves actively searching and scanning the environment to determine those processes or policy decisions that are likely to impact on future performance.

It is critical here that the distinction be made between predicting the future and projecting the likely consequences under alternative sets of assumptions or policy decisions. Predicting the future of a complex social system, such as the corrections system, is for all intents and purposes impossible. It is often useful however, to project what the future consequences would be under several different sets of assumptions or policies. Alternative strategies can then be identified that will correspond to those different reference projections. Some of the tasks involved in this process include:

- . Examining various philosophies of corrections and their impact on operational and building issues
- . Exploring the relationship between institutional and community based services now and in the future
- . Reviewing penal code changes
- . Looking at the relationship between possible changes in the inmate population and its operational and dollar impact on program and physical facility needs

Although corrections is to a large degree subject to the impact of forces over which it has no control, there are strategies that can be effectively pursued that will serve the public and the inmate while remaining cost-conscious. The Prison System Study Commission has been charged with developing long-range strategies that will influence the future of the corrections system.

## Five Alternative Strategies

Five alternative future strategies, each having an existing basis and tradition within the Louisiana corrections system, were evaluated and reviewed by the Commission. The five strategies are as follows: (see following sections for detailed discussion of each strategy)

1. Continuation of Current Practices
2. Continuum of Corrections
3. Parish Participation System
4. Alternatives to Incarceration
5. Curtail Construction

Each strategy takes into account a variety of policy assumptions and were presented in terms of their projected costs and risks.

The summary chart following, presents a description of all five strategies in relation to projected population, operating and capital costs, and potential savings. Alternative Strategy "1" is used as the reference projection against which the other strategies are measured. The state inmate population is projected to reach 9600 by 1982; yet the corrections system as now planned will be able to accommodate only 8500 offenders. The alternative strategies offer means for dealing with this excess offender population.

As the chart points out, the most expensive route to follow would be a continuation of current practices. For this strategy the state would require a corrections operating budget of \$81.4 million and a capital investment of \$51.5 million (in 1982 dollars). This capital investment is over and above the current \$165 million capital improvements program.

Implementation of Strategy "2", a continuum of corrections would require a smaller operating budget of between \$70.3 and \$76.9 million and a much lower capital investment of only \$7.4 million. This translates into a \$4.5 - \$11.1 million savings in operating and a \$44.1 million savings in capital expenditures. Savings for the remaining three strategies range up to \$8.3 million in operating costs and \$51.5 million in capital costs.

	RANGE	POPULATION	COSTS <sup>2</sup> (in millions)				SAVINGS <sup>2</sup> (in millions)			
			OPERATING <sup>1</sup>		CAPITAL		OPERATING		CAPITAL	
			1977	1982	1977	1982	1977	1982	1977	1982
<b>1</b> CONTINUATION OF CURRENT PRACTICES	Reference <sup>3</sup> Projection	State 9600 <sup>4</sup>	60.8	81.4	38.5	51.5	—	—	—	—
<b>2</b> CONTINUUM OF CORRECTIONS	LOW	State 9,600	52.5	70.3	5.5	7.4	8.3	11.1	33	44.1
	HIGH	State 9,600	57.5	76.9	5.5	7.4	3.3	4.5	33	44.1
<b>3</b> PARISH PARTICIPATION SYSTEM	LOW	State Parishes 8,640 960	58.2	77.9	6.4	8.6	2.6M	3.5	32.1	42.9
	HIGH	State Parishes 8,640 960	60.7M	81.2	19.3	25.8	.1M	.2	19.2	25.7
<b>4</b> ALTERNATIVES TO INCARCERATION	—	State 8,640	55.5	74.3	4.9	6.6	5.3	7.1	33.6	44.9
		Alt. 960								
<b>5</b> CURTAIL CONSTRUCTION	LOW	State Probation 8,500 1,100	54.6	73.1	0	0	6.2	8.3	38.5	51.5
	HIGH	State Community Facilities 8,500 1,100	61.8	82.7	16.5	22.1	none, costs +1.0	none, costs +1.3	22	29.4

1 Does not include the cost of Headquarters which is assumed to remain constant in all models.

2 Savings are compared against the reference projection.

3 Changes in sentencing procedures could raise or lower the projected figures.

4 The new Good Time Law, which went into effect in September 1977, is not accounted for in the reference projection.

## Summary Chart: 1982

Implementation Issues

The "Low" and "High" ranges in the chart reflect the costs of different strategy implementation approaches. A detailed discussion of all strategies and their associated costs appears in Section 4B of this chapter.

The issues involved in implementing any one or combination of strategies is complex. Though one issue may apply equally to all strategies, differences surface in the manner in which a strategy issue affects implementation. The chart that follows outlines several of the major issue areas and their applicability to the five strategies.

Actions Taken by the Commission

After close examination, the Commission resolved that three out of the five strategies evaluated were most promising and should be pursued. The Continuation of Current Practices strategy was rejected as it did not offer a means of controlling future costs and growth. The Curtail Construction strategy was rejected for limiting future flexibility in responding to growth.

The three strategies selected were as follows:

- 1. The Continuum of Corrections
- 2. Parish Participation System
- 3. Alternatives to Incarceration

Implementation Issues		Strategies	1 CONTINUATION OF CURRENT PRACTICES	2 CONTINUUM OF CORRECTIONS	3 PARISH PARTICIPATION SYSTEM	4 ALTERNATIVES TO CORRECTIONS	5 CURTAIL CONSTRUCTION
1.	LEGISLATIVE ACTION	Consider passing enabling Legislation	●	●	●	●	●
		Review existing laws and penal code in light of policy direction	●	●	●	●	●
2.	FISCAL	Review operating budgets in light of policy direction	●	●	●	●	●
		Review capital budget in light of policy direction	●	●	●	●	●
3.	CRIMINAL JUSTICE SYSTEM	Develop formal links between all criminal justice components	●	●	●	●	●
		Negotiate state and parish responsibility for corrections		●	●	●	●
4.	FACILITIES	Develop facility standards	●	●	●	●	●
		Reclassify facilities		●			●
		Match facility type to classification requirements		●	●		
		Monitor compliance with facility standards	●	●	●		
5.	MANAGEMENT	Alter management and org. structure of corrections		●	●		
		Hire new qualified personnel	●	●	●	●	●
		Improve management practices	●	●	●	●	●
		Assess training, motivation and information monitoring systems	●	●	●	●	●
6.	CLASSIFICATION	Develop new criteria		●		●	●
		Re-structure classification		●		●	
		Develop on-going classification		●			
7.	PROBATION	Increase supervision			●	●	●
		Increase probation programs			●	●	
		Increase field staff			●	●	●



## 4B DETAILED DISCUSSION: FUTURE STRATEGIES

	<u>Continuation of Current Practices</u>
Definition	This strategy retains the existing Departmental structure and practices. It seeks no substantial change within the Department of Corrections or in its relationships to other parts of the Criminal Justice System.
Philosophy	Accept the current way of doing things, with the goal of making some improvements along the way.
Objectives	<ul style="list-style-type: none"><li>• Maximum protection of the public by removing the offender from the community.</li><li>• Continue basic program of industry and agriculture for inmates.</li></ul>
Implementation	<ul style="list-style-type: none"><li>• No major changes in operations are anticipated, requiring any special implementation plans. The Department of Corrections may, however, be affected by external and/or internal factors that will require a response. (1)</li><li>• Develop a formalized set of standards to regulate the decision making process, service delivery, and facilities design and operations.</li></ul> <p>The projected populations and associated costs appear in detail in the following chart and are summarized on page 122. The projected range of numbers are based on certain assumptions and are useful in understanding the relative increases over time. (See Appendix, Section 6D, "Population Projection Methodologies".)</p>

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(1) Diverting certain groups of offenders from confinement and determinate sentencing are two examples of external factors. The 1982 low and high projections on page reflect these possible changes in sentencing procedures.

Costs	1977		1980						1982								
	1977 Existing (July/August)		Currently (1) Planned			Projection (2)			Low Projection (2)			Reference Projection (2)			High Projection (2)		
	Number	1977 \$	Number	1977 \$	1977 \$ (3) Change	Number	1977 \$	1977 \$ (3) Change	Number	1977 \$	1977 \$ (3) Change	Number	1977 \$	1977 \$ (3) Change	Number	1977 \$	1977 \$ (3) Change
<b>1. POPULATION</b>																	
. State Institutions (13)	6250	-	8500	-	-	8650	-	-	8900	-	-	9600	-	-	11,000	-	-
. Other (4)	-	-	-	-	-	-	-	-	700 (4)	-	-	-	-	-	-	-	-
<b>2. FACILITIES</b>																	
. Capacity	5500	-	8500	\$165M (5)	-	8500	-	-	8500	-	-	8500	-	-	8500	-	-
. Deficit.Cap. Costs @ \$35,000 Bed (6)	-	-	-	-	-	150	\$ 5.25M	\$ 5.25M	400	\$14.0M	\$14.0M	1100	\$38.5M	\$38.5M	2500	\$87.5M	\$87.5M
<b>3. INSTITUTIONAL PERSONNEL</b>																	
. Security (7)	2222	\$21.5M	2430	\$24.3M	\$ 2.8M	2470	\$24.7M	\$ 3.2M	2540	\$25.4M	\$ 3.9M	2740	\$27.4M	\$ 5.9M	3140	\$31.4M	\$ 9.9M
. Administration (8) and Support	590	\$ 8.0M	665	\$ 9.0M	\$ 1.0M	680	\$ 9.2M	\$ 1.2M	700	\$ 9.45	\$ 1.45M	755	\$10.2M	\$ 2.2M	865	\$11.7M	\$ 3.7M
<b>4. BUDGET</b>																	
. Per diem cost (9) (includes salaries of inst. personnel)	\$17.34/day	\$34.8M	\$17.34/day	\$53.8M	\$19M	\$17.34/day	\$54.7M	\$19.9M	\$17.34/day (11) + 2.20/day	\$56.3M (11) .6M	\$21.5M .6M	\$17.34/day	\$60.8M	\$26M	\$17.34/day	\$69.6M	\$34.8M
. HDQTRS. (10) (operations and salaries)	400	\$ 9.3M	450	\$10.5M	\$ 1.2M	460	\$10.7M	\$ 1.4M	490 (11)	\$11.0M	\$ 1.7M	510	\$11.9M	\$ 2.6	585	\$13.6M	\$ 4.3M
		\$44.1M		\$64.3M			\$65.4M			\$67.9M			\$72.7M			\$83.2M	
<b>Total</b>																	
o OPERATING (12) BUDGETS (Annual)	6250	\$44.1M	8500	\$64.3M (76.6M)	\$20.2M (32.5M)	8650	\$65.4M (\$77.9M)	\$21.3M (33.8M)	8900	\$67.9M (90.9M)	\$23.8M (46.8M)	9600	\$72.7M (97.3M)	\$28.6M (53.2M)	11,000	\$83.2M (111.3M)	\$39.1M (67.2M)
o CAPITAL COSTS (12)	\$165M					150 Beds	\$ 5.25M ( 6.25)	\$ 5.25M ( 6.25)	400 Beds	\$14.0M (18.7M)	\$14.0M (18.7M)	1100 Beds	\$38.5M (51.5M)	\$38.5M (51.5M)	2500 Beds	\$87.5M (117.1M)	\$87.5M (117.1M)

- NOTES: (1) The number in this column reflect the population currently being planned for by the DOC.
- (2) For projection methodology see Appendix.
- (3) The numbers in this column reflect the \$ change from 1977 expressed in 1977 Dollars.
- (4) The 700 offenders in the "Other" category reflect the number of offenders who would be eligible for probation (For probation criteria see projection methodology, Appendix)
- (5) \$165 million will have been appropriated by the Legislature for new construction by the end of fiscal year 78/79.
- (6) The cost per bed figure assumes that all new beds will be either maximum or medium security and will be single cell.
- (7) Projected Security personnel figures were based on an inmate to guard ratio of 3.5 inmates to one corrections officer. Salaries were averaged at \$10,000 per year.

- (8) Projected administrative and support personnel were based on a constant ratio or security personnel for 1977. Salaries were averaged at \$13,500/year admin. & support personnel
- (9) \$17.34 represents the average weighted cost per diem for 1977.
- (10) Projected Headquarters growth was based on the percent in growth of institutional administrative and support personnel. Salaries were averaged at \$23,250.
- (11) The per diem costs reflect the added cost of probationers and adds 15 additional probation officers to the HDQTRS staff.
- (12) Numbers in brackets reflect inflated figures increasing @ 6% annually.
- (13) The affect of the new Good Time Law is not reflected in the projections.

COST SUMMARY

	Number	Percent Increase Over 1977
o Population (1982)		
. Low Projection	8,900	42%
. Ref. Projection	9,600	54%
. High Projection	11,000	76%
o Capital Costs		
. Low Projection	\$14.0M <sup>(1)</sup>	100% <sup>(2)</sup>
. Ref. Projection	\$38.5M	100%
. High Projections	\$87.5M	100%
o Operating Costs		
. Low Projection	\$67.9M	54%
. Ref. Projection	\$73.7M	65%
. High Projection	\$83.2M	89%

The mean projection figures will be used as the year-stick reference against which other strategies will be compared.

Risks

Minimizes short-term risks by confining a broad spectrum of offenders. Long-term risks, which are present after individuals are released, are not considered.

(1) Figure given in 1977 dollars.

(2) \* \$165M appropriated through 1978 is not counted in the percentage increase.

Continuum of Corrections

Definition

This strategy introduces a classification system that reflects the diversity of inmates confined to state institutions and provides for a full range of facility types from maximum security to pre-release.

Philosophy

Provide a mechanism for the inmates to progress through a system based on some established criteria, such as:

- . Earned time through voluntary participation in academic, vocation and work programs
- . Progression of inmates based on length of remaining sentence

Objectives

- . Provide a full-range of programmatic and security alternatives with institutional assignment based on a sophisticated on-going classification mechanism to monitor inmate progress.
- . Reintegration of the offender into the community.

Implementation

- . Establish new classification criteria and reclassify the existing inmate population.
- . Redesign the classification system to more effectively integrate ARDC and institutional classification.
- . Expand the present system by creating pre-release centers. The determining factor in locating the pre-release centers is offender catchment areas.
- . Establish strict pre-release center eligibility requirements.
- . Reclassify and redesign existing institutions based upon the reclassifications of the inmate population.

## Costs

- . This strategy offers minor operating cost savings of between \$3.3M and \$8.3M equivalent to a 5 to 14 percent reduction in operating expenses.
- . Capital costs are reduced by a factor of seven, to \$5.5M, for a savings of \$33 million. (Refer to the following chart)

## Risks

- . Given the new population in pre-release there is a public perception of increased risk to the public.
- . The process of re-integration, based on careful screening and evaluation, reduces the probability of that risk.

Experience in  
Other Locales

Several states have adopted the continuum of corrections model. In Massachusetts, for those released from a pre-release facility, the number of re-arrests within one year of release was one-half (13% versus 26%) of what it was for those inmates released from full-security institutions. A two-year follow-up study has shown the pattern to continue with the number of re-arrests within two-years of release to be nearly one-half (18% versus 30%) for offenders released from pre-release facilities.

In Connecticut a similar system was initiated in 1968. Though no data is available on recidivism, Connecticut measures its success in terms of internal and external benefits to the system. Internal benefits have been:

- . Reduction in inmate assaults
- . Reduction in contraband
- . A generally "quiet" institutional system

External benefits have been:

- . An increase in community sponsored programs, indicating public acceptance and approval
- . Successful community-based programs that have resulted in increased Federal subsidies.

# Costs - CONTINUUM OF CORRECTIONS

	Population	Operating Costs <sup>(4)</sup>	Savings <sup>(4)</sup>	Capital Costs <sup>(4)</sup>	Savings <sup>(4)</sup>
<b>CONTINUATION OF CURRENT PRACTICES</b>	<b>9600</b>	<b>\$60.8M<sup>(1)</sup></b>		<b>\$38.5M</b>	
Sec. Level    % Max.            66 Med.            25 Min.            9	6336 2400 864 9600				
<b>LOW COST ALTERNATIVE</b> . State Institutions <sup>(2)</sup> Sec. Level    % Max.            3 Med.            22 Min.            43 Pre-Rel.       32	288 2112 4128 3072 9600	Max, Med, Min - \$41.3M Pre-Release - 11.2M \$52.5M	8.3M	. CONVERT 1900 EXISTING BEDS FOR PRE-RELEASE . BUILD 1100 NEW PRE-RELEASE BEDS @ \$5000 = \$5.5M	\$33M
<b>HIGH COST ALTERNATIVE</b> . State Institutions <sup>(3)</sup> Sec. Level    % Max.            30 Med.            47 Min.            10 Pre-Rel.       13	2880 4512 960 1248 9600	Max, Med, Min - \$52.9M Pre-Release - 4.6M \$57.5M	3.3M	. CONVERT 150 EXISTING BEDS FOR PRE-RELEASE . BUILD 1100 NEW PRE-RELEASE BEDS @ \$5000 = \$5.5M	\$33M

- Notes:** (1) Does not include the cost of HDQTRS (11.9M annually) which is assumed to remain the same in either model.  
 (2) The low cost alternative is based on a reclassification project conducted by the University of Alabama and the Alabama Department of Corrections.  
 (3) This distribution is based on the Massachusetts's Continuum of Corrections population distribution.  
 (4) All figures are in 1977 dollars.

**CONTINUED**

**2 OF 4**

Parish Participation System

Definition

This strategy proposes that state and local jurisdictions share the responsibility for the operation of corrections through a state-subsidized program.

Philosophy

Promote the growth of community-based corrections, for those inmates eligible, through the reallocation of correctional resources.

Objectives

- Develop a full spectrum of security and program options at the community level.
- Retain inmates' community ties by having facilities near home.
- Deal with eligible inmates closer to his/her community without compromising security.
- Develop new systems through the reallocation of the correctional dollar.
- Increase the capabilities of local corrections agencies to administer this program.

Implementation

- Establish a single sentencing structure which would channel more serious offenders e.g. violent crime and repeated felony offenders, to state facilities and less serious offenders, e.g. non-violent crime, with sentences less than 5 years, to local facilities.
- Determine the most desirable type of facility at which local correctional services should be organized and delivered.
- Determine the appropriate local jurisdiction for administration. For example, should jurisdiction be the parish, multi-parish or some other variation?

- Determine fiscal relationship between state and parishes.
- Set standards to govern the actual operation of the correctional service areas. The standards would regulate the decision-making process, service delivery, and facilities design and operations.
- Determine division of administrative responsibilities between state and parish authorities.

Costs

- This strategy offers no substantial savings in operating costs. The \$58.2M to \$60.7M range in operating costs result in a savings of between \$2.6M to \$.1M.
- There is, however, a major capital costs savings of between \$19.2 million and \$27.2 million equivalent to a savings of thirty to fifty percent. (Refer to the following chart)

Risks

The initial risks to the public in a parish emphasis strategy are equivalent to the risks in the current system.

Experience in Other Locales

Two states, Minnesota and Oregon, have now gone to a system similar to the one outlined above. The experience in Minnesota indicates (1) that in the three years since implementation the system is working as planned. Thirty-three out of a total of 87 counties servicing over 80% of the state population of 3.8 million have elected to participate in the program. Sentencing patterns indicates that in participating counties, the use of local alternatives for adult offenders is increasing and the reliance on state institutions is decreasing significantly, the result being a dramatic decrease in the state corrections population. The increased risk to the public under this new system has proven minimal.

(1) Source: State of Minnesota, Department of Corrections, "The Community Corrections Act. - A Status Report," July, 1977.

## PARISH EMPHASIS SYSTEM

**NOTES:**

- (1) Does not include the cost of HDQTRS (11.9M annually) which is assumed to remain the same in either model.
- (2) A community based institution that is min. security to meet the requirements of non-violent offenders with sentences less than 5 years and fewer than two prior commitments.
- (3) A residential facility in which the offender participates in work and/or study programs, during the day, in the community, but is under supervision at night.
- (4) Non-residential programs include probation, community supervision, restitution programs, etc.
- (5) Refer to Appendix for probation per diem costs.
- (6) Source: National Prison Project, Alabama Prison System, 1977
- (7) Cost of building 140 new beds.
- (8) All figures are in 1977 dollars.



Experience in  
Other Locales  
(con't.)

Minnesota is currently expanding its analysis to include the impact community corrections has had on the local jails.

Oregon began implementing its local corrections system January 1, 1978. No impact data is available to date.

Alternatives to Incarceration

## Definition

This strategy provides for the full utilization of alternatives to confinement for eligible offenders in state and local systems.

## Philosophy

All efforts consistent with the safety of others should be made to reduce involvement of the individual offender with the institutional aspects of corrections.

## Objectives

- . Reintegration of the offender in the community
- . Reduce the per capita costs of custody
- . Humanitarian objectives
- . Reduce commitments to state and local correctional institutions

## Implementation

- . Adopt a general sentencing scheme which utilizes the least restrictive sentencing alternatives consistent with public safety. Available sentencing alternatives to total incarceration would include:
  - Financial sanctions such as fines and restitution
  - Supervised non-residential treatment programs
  - Supervised community job placement programs
  - Release under supervision in the community i.e. probation
- . Expand and improve pre-sentence investigation for determining offender eligibility for alternatives to incarceration. The pre-sentence investigation report will contain all pertinent information about the offender and will offer corrective recommendations, such as probation.
- . Expand the role of the probation department to include the development and the coordination of community service activities geared at re-integrating the offender, and increasing the capacity for supervision.

## Costs

- . This strategy offers modest operating cost savings of \$5.3M and major capital costs savings of \$33.6M. This is equivalent to a 9% and 87% cost savings in operational and capital expenditures, respectively. (Refer to the following chart)

## Risks

- . The perceived risk to the public may be increased in this model if the proper safeguards and resources are not included in the implementation of this strategy.
- . The key factors in reducing risk are the use of sophisticated screening processes for selecting eligible offenders, increased supervision, and sufficient programs to handle the probation population.
- . Risks can be controlled by adequate tracking of offenders in the program so that potential problems can be avoided. Increased counselling and supportive services can accomplish this.
- . Risks can be further controlled by carefully increasing the size of the program over a period of time, rather than attempting to implement such a program all at once. This also allows changes to be made on a small scale.

# Costs - ALTERNATIVES TO INCARCERATION

	Population	Operating Costs <sup>(3)</sup>	Savings <sup>(3)</sup>	Capital Costs <sup>(3)</sup>	Savings <sup>(3)</sup>
CONTINUATION OF CURRENT PRACTICES	9600	\$60.8M <sup>(1)</sup>		\$38.5M	
. State Institutions	8640	@17.34/day = \$54.7M		@35,000/Bed = \$ 4.9M	
. Alternatives to <sup>(2)</sup> Incarceration	960	@ 2.20/day = .8M		@ 0/Bed = 0	
- Probation					
- Restitution					
- Community Supervision					
		TOTAL = \$55.5M	\$5.3M	TOTAL = \$ 4.9M	\$33.6

**Notes:** (1) Does not include the cost of HDQRTS (11.9 annually) which is assumed to remain the same in either model.  
 (2) Includes all offenders with sentences of 1-5 years for non-violent crimes and less than two previous commitments.  
 (3) All figures are in 1977 dollars.

Curtail Construction

## Definition

This strategy sets a ceiling on future construction of state correctional facilities relying instead on planned alternatives within the criminal justice system to handle the inflow of offenders.

## Philosophy

Increased construction of new beds to meet correctional needs is not a cost-effective solution for corrections.

## Objectives

- Build no new facilities beyond those already appropriated.
- Control the corrections population by improvements in the Criminal Justice System.
- Reduce costs of state commitment by developing alternatives within the criminal justice system that do not increase risks.
- Reintegration of the offender into the community.

## Implementation

- Periodic reclassification of inmate population to maintain stabilized state population prison levels.
- Enact legislation that opens corrections to numerous alternatives to state confinement.
- Redefine existing state correctional institutions based on new classification guidelines.
- Plan to integrate all aspects of corrections within a joint state/local corrections authority
- Expand the number of options open to the offender in cooperation with local corrections authorities
  - Increase probation and parole
  - Increase cooperation between the courts and local authorities to find sentencing alternatives to committing offenders to state corrections.

## Costs

- Operating costs, in this strategy, could vary from a 10% savings of \$6.2M, to a marginal 2% increase of \$1M.
- Capital costs savings will range from 100%, or \$38.5M, to 57% or \$22M. (Refer to the following chart)

## Risks

The risks to the public relate directly to the alternatives selected to state confinement. If the alternatives take the form of court and probation supervision, then the risks to the public will be higher than an alternative that transfers the responsibility for corrections to the Parish jails.

# Costs

- CURTAIL CONSTRUCTION

	Population	Operating Costs <sup>(4)</sup>	Savings <sup>(4)</sup>	Capital Costs <sup>(4)</sup>	Savings <sup>(4)</sup>
CONTINUATION OF CURRENT PRACTICES	9600	\$60.8M <sup>(2)</sup>		\$38.5M	
LOW COST ALTERNATIVE . State Institutions . Probation	8500 1100 9600	@17.34/day = \$53.8M @ 2.20/day <sup>(3)</sup> = 8M TOTAL = \$54.6M	\$6.2M		\$38.5M
HIGH COST ALTERNATIVE . State Insittutions . Parish Based (1) Facility	8500 1100	@17.34/day = \$53.8M @20.00/day = 8.0M TOTAL = \$61.8M	NONE costs in- crease by \$1M	@15,000 Bed = \$16.5M TOTAL = \$16.5M	\$22M

**Notes:** (1) This type of facility would place the offender under constant supervision and would offer a full range of community, program and social services. Therefore the per diem cost is \$20.00 versus \$17.34 for the average correctional institution.

(2) Doesn't include the cost of HDQTRS which is assumed to remain constant in either model.

(3) Refer to Appendix for probation per diem analysis.

(4) All figures are in 1977 dollars.

## Summary Statement

The state can expect to spend considerable sums of money in the next 5 to 10 years on capital and operating expenses unless alternative strategies are designed for dealing with the future of the correctional system. Corrections is a complex field, and no single strategy can be expected to resolve all problems. However, it is clear that a number of alternatives are available that will reduce the pressure to spend vast new sums while also offering innovative and effective strategies for dealing with offenders.

The five strategies presented in this report are not mutually exclusive; aspects of each may, in some but not all cases, be combined to form modified strategies. It is important to realize that each strategy poses a philosophy as well as a plan. Implementing only part of the plan may hinder the realization of the philosophy and distort the accuracy of the expected costs and risks. Careful consideration must be given to the selection of a strategy or strategies that will work and accomplish desired goals.

Many agencies are involved in changing the future of corrections:

- . The Judiciary
- . The Legislature
- . State Corrections
- . Law Enforcement and Prosecutors

The Prison System Study Commission has been selected to be the lead agency in setting the direction on behalf of these participants.

To initiate the process of policy formation and implementation the commission must establish a formalized liason with all the participants enumerated above.

The state, by its previous actions, has allowed for sufficient capacity to handle the growth of the corrections system over the next two years. The legislature must now adopt and implement policy decisions before this deadline is reached, if a crisis situation is to be avoided.

## 5A INTRODUCTION

### Introduction

The legislative joint resolution which established the Prison System Study Commission directed the Commission to perform the following tasks:

- . Conduct an in-depth study of the prison system in Louisiana.
- . Develop a comprehensive program to plan, in conjunction with the Department of Corrections, for the future growth of the Louisiana corrections system.
- . Submit the necessary legislation to implement its findings and recommendations.

### Findings Regarding the Prison System

The major findings of the Commission regarding the future of corrections in Louisiana are summarized below:

- . The prison population is projected to reach 8650 by 1980, thereby exceeding the planned 1980 capacity of 8500 beds, and is projected to reach 9600 by 1982.
- . Over \$51 million in capital appropriations will be required to expand prison capacity to accommodate the projected population of 9600 if current practices are continued.
- . The costs of operating the prison system, as it now functions, will increase by 75% between now and 1982, with a projected operating budget adjusted for inflation, of \$81.4 million for that year.
- . The projected growth can be managed through the use of alternative strategies so as to minimize the need for expanded expenditures by 1982.
- . Using the most stringent eligibility guidelines, (i.e. sentence of less than 5 years for a non-violent crime, with one prior felony conviction) approximately 400-500 offenders each year during the last 2 years would have been eligible for alternatives to costly maximum security imprisonment.

Program to Plan  
for the Future

The state of Louisiana can expect to spend considerable sums of money in the next 5 to 10 years on capital and operating expenses unless alternative strategies are designed for dealing with the future of the correctional system. Corrections is a complex field, and no single strategy can be expected to resolve all problems. However, it is clear that a number of alternatives are available that will reduce the pressure to spend vast new sums while also offering innovative and effective strategies for dealing with offenders.

After reviewing numerous alternatives, three future strategies were selected by the Prison System Study Commission as being the most promising. The three strategies are defined as follows:

1. Continuum of Corrections

This program introduces a classification system that reflects the diversity of inmates confined to state institutions and proposes developing within the existing institutions a full-range of facility types - from maximum security to pre-release - to serve those diverse groups.

2. Parish Participation System

This strategy proposes that state and local jurisdictions share the responsibility for the operation of corrections through a state-subsidized program.

3. Alternatives to Incarceration

This strategy provides for the full utilization of alternatives to confinement for eligible offenders in state and local systems.

These strategies share a common theme - they are planned alternatives to otherwise uncontrolled future growth. Each alternative does have an existing basis and tradition within the Louisiana corrections system, but what is needed is a formalized and supported program to evaluate the effectiveness of all of these strategies in directing the growth of the corrections system. For this reason it was recommended that all three alternative corrections programs be implemented

in Fiscal Year 1978-79 as pilot programs in order to accurately assess their relative benefits and risks. The three pilot programs correspond to the three strategies listed above. The scale of each program should be small, with no more than 100-150 participants in a particular program. The limited size of the programs will allow for careful monitoring and an on-going evaluation process to take place.

The processes involved in operationalizing the programs are complex and are to be worked out in detail. Negotiations among the various stakeholders (the Commission, Department of Corrections, parishes, courts, prosecutors) must occur so that in-place and future capabilities match program goals and objectives. To a great extent, success or failure of any program is linked directly to the success or failure of the negotiating process.

It is expected that an evaluation of these programs during the first year of operations will enable the Commission, the DOC, and the other involved participants to make more knowledgeable decisions as to which strategy or combination of strategies for growth best matches the goals of the Louisiana corrections system. The key objective of fully operationalizing any alternative system is to control and manage its costs while minimizing the risk to the public.

Actions Taken by  
the Commission

The Prison System Study Commission has recommended that three alternative corrections programs be implemented in Fiscal Year 1978-79 as pilot programs in order to adequately assess their relative benefits and risks. To implement the three pilot programs the Commission recommends that the following legislation be enacted in the 1978 regular session of the Louisiana State Legislature:

- Appropriate the sum of \$658,950 to implement the three pilot programs and expand Department of Corrections resources in the areas of planning, training, and community relations. These last three functions are vital to the success of the



pilot programs and the future implementation of a fully operational system based on the strategies being tested in the pilot programs.

The \$658,950 appropriation is to be broken down as follows:

. Continuum of Corrections Pilot Program	\$168,500
. Parish Participation Pilot Program	\$180,350
. Alternatives to Incarceration Pilot Program	\$154,110
. Expansion of Department of Corrections Resources	\$156,000
TOTAL \$658,950	

A detailed explanation of the three pilot programs, expansion of Department of Corrections resources, and itemized budget appear in the remaining sections of this chapter.

5B  
PILOT PROGRAM DESCRIPTIONS

## Introduction

Pilot Program Descriptions

In the initial stages of the development of future strategies, five alternative strategies were considered. The aim was to depict, as nearly as possible, the full range of possible future directions for consideration by the Commission. A strategy based on a "Continuation of Current Practices" was rejected primarily for two reasons:

- . Current practices have proven inadequate to the correctional needs of the State
- . The financial costs of continuing current practices would be prohibitive.

A "Curtail Construction" strategy, in which future construction would be prohibited, was similarly rejected in that it severely limited the operational flexibility of the Department of Corrections in dealing with a changing correctional scene.

The remaining three strategies address a wide spectrum of possible operations. The pilot programs based on these strategies attempt to answer the following types of questions.:

- . What are the proper mixes of custodial and rehabilitative programs, and of confinement and non-confinement policies?

A correctional system cannot be based totally on maximizing security, nor can it be directed totally at educational and training programs. Examination of these pilot programs in practice will help determine how various goals may be mixed.

- . What is the proper administrative unit for corrections?

Other groups, including the Parishes, have a strong stake in the development of an adequate correctional system. Should these other jurisdictions have a role in planning and administering the State's corrections and, if so, how should they be involved?

- . What will the costs and benefits of each of the possible program/security and administrative mixes be to the State, to the Parishes, and to other interested groups?

Financial considerations are therefore an important component.

- . What sorts of capabilities are required in order to operationalize the various program/security and administrative mixes?

What capabilities exist, and which must be developed?

The three pilot programs advanced here require certain actions by the Commission and the Legislature. Beyond this, however, the Department of Corrections will be charged with implementing the programs. We point out that the final forms of these programs have yet to be determined in detail. This determination should be reserved for the relevant decision makers in the Department of Corrections and in other pertinent groups, with assistance from the consultants. In particular, we note the following issues:

- . The location of the monitoring and control of the programs must be determined; it may be appropriate that certain of the activities be located directly under control of the Secretary, while others are located under an Assistant or Undersecretary.
- . Actual positions and jobs must be determined; the suggested positions that follow are meant only to indicate the sorts of tasks which need to be performed. We believe that the Department and other pertinent involved agencies, must determine how best to utilize its personnel.

Therefore, the following statements provide only one possible approach. In the course of the ensuing study and program development, we believe that actual operations must be tailored to the needs of the Department, the Parishes, and the State.

Continuum of  
Corrections  
Program  
Description

- 1. The DOC must establish a continuum of corrections. Tentative points in the continuum are as follows:
  - . maximum security
  - . medium security
  - . minimum security
  - . pre-release

At the maximum security end of the continuum, corrections are directed toward security, and offender activity is determined by the needs of the institution. As we progress toward the pre-release end, corrections is increasingly composed of programs designed to assist the offender in his reintegration into society upon release.

- 2. Criteria for progression through the continuum of corrections must be established. These might be based on the following considerations:
  - . Length of remaining sentence
  - . Earned progression through voluntary participation, such as disciplinary records; displayed aptitude and capabilities; and the nature of the offense and previous conviction record.
- 3. A classification system must be established which is compatible with "1" and "2" above. Further, the classification system must provide for the periodic reclassification of offenders, in order to insure proper and timely progression through the continuum.

- 4. Facilities for the continuum of corrections program may be drawn from existing DOC facilities. The following points should be considered:
  - . Minor renovation where needed
  - . The pre-release program should be located at existing facilities in order to utilize existing DOC program personnel.
- 5. Many of the necessary staff are presently employed in the DOC; other staff members would have to be hired:
  - . At existing facilities: utilize existing correctional officers, teachers, and social service workers to implement designed programs. Salaries are covered by existing DOC budget.
  - . The necessary support services may be provided from existing DOC personnel.
  - . New Personnel
    - A Director of Program Development who would evaluate in-place programs, advise on the placement of particular offenders, and develop new and/or individualized programs especially at the pre-release stage.
    - Two teachers for basic skills.
    - A Continuum of Corrections Monitor to evaluate the continuum of corrections program in relation to other programs. The program monitor would be associated with the DOC planning group. (see page 149)

Parish Participation  
System Program  
Description

- 1. Establish a special DOC capacity (office) to develop, in conjunction with the parishes, parish correctional plans and programs.

2. The functions and duties for this office in conjunction with the Parishes should be as follows:
  - . Establish standards for programs, security and facilities for participating parishes.
  - . Review parish correctional plans for compliance with standards in the above areas.
  - . Formulate parish correctional plans.
  - . Make recommendations to the relevant decision makers concerning approval of parish correctional plans and funding levels.
  - . Develop, in conjunction with the Division of Training (see page 149) a core of resources to assist parishes in personnel development.
  - . Monitor periodically the ongoing operations of participating parishes, and evaluate their operations in terms of standards.
  - . Periodically review the standards in conjunction with the relevant decision makers, and change them as necessary.
3. To insure that the above tasks are implemented, the following special duties will be required. These may be relicted to new staff or added to responsibilities of existing staff. They may be performed by current DOC and/or parish personnel, or additional new personnel may be required.
  - . Oversight, direction, and coordination of the program
  - . Program evaluation and development on an ongoing basis
  - . Security measures and facilities evaluation and development

- . Budget administration, to include transfer of funds to participating parishes
  - . Support staff as necessary, to be drawn from existing DOC and/or Parish staffs.
4. The specifics of "1", "2", and "3" above are to be determined after negotiation with the parishes and other relevant interest groups.
  5. New Personnel
    - . A Parish Participation System Monitor to evaluate the parish participation program in relation to other programs. The monitor would be associated with the DOC planning group (see page 149).
- Alternatives to Incarceration Program Description
1. The mechanisms for implementing this program are basically in place. However, certain operational aspects require consideration:
    - . The alternatives to incarceration program is based on a caseload of 1 to 25; this is considerably lower than the current caseload.
    - . Because of current caseloads, officers now offer minimal supervision.
    - . Because of current caseloads, support services are not intensive.
  2. In order to implement the alternatives to incarceration programs, the following considerations must be made:
    - . Overall program management and coordination must be established.
    - . An additional four probation officers are needed in order to service the 100 offenders to be placed in the pilot program.

- . The current investigative capabilities of the Probation Department should be examined and augmented as necessary in order to insure the adequacy of pre-sentence investigation and classification.
- . Current support services should be examined and augmented as necessary in order to handle the increased number of probationers.

### 3. New Personnel

- . An Alternatives to Incarceration Monitor to evaluate the Alternatives to Incarceration Program in relation to other programs. The monitor would be associated with the DOC planning group (see page 149).

### EXPANSION OF DEPARTMENT OF CORRECTIONS RESOURCES

#### Introduction

In order for the Department of Corrections to meet the challenges of an uncertain future it is imperative that it improve its capabilities in certain areas. These include planning, personnel training, and relationships with the community.

A planning capability would give the Department the ability, on a continual basis, to assess where it is, determine where it wants to go and propose strategies for achieving these goals. Training beyond that already provided by the Department is necessary to upgrade management skills at all levels. By developing a community relations capability the Department would be recognizing the increasingly critical role public attitudes play in the acceptance of new or expanded correctional programs.

Below, we outline minimum requirements necessary for the Department to begin functioning in the above areas. As in the pilot programs, the specifics of these activities, their staffing and their location in the organization must be developed in conjunction with the DOC and other relevant interest groups.

#### Planning

1. The DOC should establish a group for the planning of the future of the Department.
2. Duties and functions:
  - . Develop alternative strategies for future operations
  - . Where appropriate, design experiments and tests of the alternatives
  - . Establish and implement an evaluation process by which progress toward organizational objectives and goals may be measured

- . Develop an improved information generating capacity, to include at least the following:
  - Further development of the current offender information system
  - A system to generate data concerning the measures of organization performance (progress toward objectives and goals)
  - A participative process to facilitate input by correctional personnel at all levels, to include relevant actors in the environment ( e.g., elements in the Criminal Justice System)

### 3. New Personnel

- . A three member planning team; the team should incorporate skills, knowledge, and experience in as wide a range of relevant correctional fields/disciplines as possible
- . Support staff; to be drawn from current DOC staff

### 4. The DOC is authorized to engage consultants to assist with the above tasks.

## Training

### 1. The DOC should expand the role of the Division of Training.

### 2. Duties and functions

- . Assess the need for operational training, with emphasis on the need for controlled change
- . Devise a training program to serve the assessed needs of the Department. The program should address the needs of the Department of Corrections

at all levels, to include:

- Top management
- Middle management
- Correctional officers
- Social services and related workers
- Support services employees

### . The training program should include at least the following sorts of training issues:

- Objectives of the DOC and the role of each office and institution in achieving those objectives
- Methods of problem identification and solution, based on work setting; i.e., problem solving in the group as it exists in the work place
- Functional specialties, skills, training ( e.g., cooks, typists, etc.).

### . Develop a process for the continual evaluation of the effectiveness of the training program, and change it as necessary

### 3. New Personnel

### . The existing training staff should be expanded to include the following:

- Training program developer
- Instructors and trainers. The Division should solicit personnel from all levels of the DOC

### 4. The DOC is authorized to engage consultants to assist in the above tasks

## Community Relations

1. The DOC should establish an expanded capacity in the area of community relations.
2. Duties and functions:
  - . Act as a liaison between the DOC and local communities
  - . Convey DOC objectives, goals, and operating policies to the community
  - . Note and convey to the appropriate DOC official any concerns, issues, problems, or suggestions from the communities
  - . Assist in the development of local correctional programs and services
    - Maintain a compilation of State and Public Agency programs and resources, and provide the same to local communities
    - Assist in program formulation, using the above mentioned programs and resources
3. New Personnel
  - . Director of Community Relations
  - . Staff as necessary; staff may be drawn from existing DOC staff
4. The DOC is authorized to engage consultants to assist in the above tasks.

# 5C

## RECOMMENDATIONS: BACKGROUND

## Recommendations

The specific actions needed to implement the recommended programs and to enable the criminal justice system to take initial steps towards controlling the form of future growth appear in the charts on the following pages. As the charts indicate responsibility for implementing these actions rests with the Legislature, the Department of Corrections and the consultant acting in an advisory capacity to the Prison System Study Commission and the Department of Corrections.

There are in addition, issues that transcend implementation of the corrections programs, yet are critical if the future goals of corrections in Louisiana are to be realized. Under this heading fall the following issues:

- . Preventive actions intended to alleviate worsening system-wide conditions and dilution of the alternative strategies' objectives. . .
- . Opportunity for the interested and concerned parties to examine the implications of changes in existing criminal justice policies and to debate their importance in regard to the complex objectives of the criminal justice system.
- . Creation of a permanent body to monitor and evaluate the established goals and objectives of the criminal justice and corrections system.



Issues	Recommendations	Implementation Responsibility			Legislation (WHERE APPLICABLE)	
		LEG.	DOC	CONS	Resolutions	Appropriations
1 CONTINUUM OF CORRECTIONS	1.1 LEGISLATIVE ACTION					
	1.1A. The Department of Corrections should implement a pilot program providing a full range of programmatic and security alternatives with institutional assignment based on a sophisticated on-going classification mechanism to monitor inmate progress.	•	•			
	1.1B The legislature should appropriate sufficient funds to enable the Department of Corrections to develop, implement and monitor the pilot program as enumerated in item 1.1A.	•			1.1B The sum of \$168,500 should be appropriated for the sole purpose of instituting a <u>continuum of corrections program</u> .	1.1B \$168,500 (See itemized budget)
	1.2 CLASSIFICATION					
	1.2A Establish new inmate classification criteria as they pertain to this program.		•	•		
	1.2B Integrate classification system-wide.		•			
	1.2C Establish strict pre-release center eligibility requirements.		•	•		
	1.3 FACILITIES					
	1.3A Review facility design and operating standards for all Department of Corrections institutions as they impact the continuum of corrections strategy.		•	•		
	1.3B Examine flexibility of existing physical plants in response to new classification criteria. (eg. location, need, type, capacity)		•	•		

Issues	Recommendations	Implementation Responsibility			Legislation (WHERE APPLICABLE)	
		LEG.	DOC	CONS.	Resolutions	Appropriations
1 CONTINUUM OF CORRECTIONS (continued)	<p>1.4 MANAGEMENT &amp; PERSONNEL</p> <p>1. 4A Evaluate qualifications of <u>existing</u> personnel to be trained to staff the pilot program, as needed.</p> <p>1.4B Hire and train qualified <u>new</u> personnel to be trained to staff the pilot program as needed.</p>		• •			
			• •			

Issues	Recommendations	Implementation Responsibility			Legislation (WHERE APPROPRIATE)	
		LEG.	DOC	CONS	Resolutions	Appropriations
2 PARISH PARTICIPATION SYSTEM	2.1 <u>LEGISLATIVE ACTION</u>					
	2.1A The Department of Corrections should contract eligible offenders to parish facilities to serve the term of their sentences, with the objective of the program of providing a full spectrum of security and program options at the community level, subject to the following constraints:	•	•			
	1. Only offenders with sentences of 5 years or less who have committed non-violent crimes, have fewer than 2 felony convictions, and satisfy Department of Corrections classification criteria may participate in the Parish Participation pilot program.					
	2. Agreement on the part of parish sheriffs to participate in the pilot program.					
	2.1B The Legislature should appropriate sufficient funds to enable the Department of Corrections to develop, implement and monitor the pilot program as enumerated in item 2.1A.		•		2.1B The sum of \$180,350 should be appropriated for the sole purpose of instituting a parish participation program.	2.1B \$180,350 (See itemized budget)
	2.2 <u>CLASSIFICATION</u>					
	2.2A Establish new inmate classification criteria as they pertain to this program.		•	•		
	2.2B Establish strict eligibility requirements for offenders being contracted to parish correctional systems.		•	•		

Issues	Recommendations	Implementation Responsibility			Legislation (WHERE APPLICABLE)	
		LEG.	DOC	CONS.	Resolutions	Appropriations
2 PARISH PARTICIPATION SYSTEM (continued)	2.3 FACILITIES					
	2.3A Develop facility design and operating standards for the parish participation program.		•	•		
	2.3B Survey locations and types of facilities that could and are willing to accommodate inmates in parish participation correctional programs.		•	•		
	2.4 MANAGEMENT & PERSONNEL					
	2.4A Establish minimum standards for personnel and services to staff the pilot programs.		•	•		
	2.4B Evaluate existing pool of personnel at the state and parish level that could be trained to staff the pilot programs, as needed.		•	•		
	2.4C Hire and train qualified new personnel, as needed, to staff the pilot programs.		•	•		
	2.5 CRIMINAL JUSTICE SYSTEM					
	2.5A Determine state and parish responsibilities for operating the parish participation programs.		•	•		

Issues	Recommendations	Implementation Responsibility			Legislation (WHERE APPLICABLE)	
		LEG.	DOC	CONS.	Resolutions	Appropriations
3 ALTERNATIVES TO INCARCERATION	3.1 LEGISLATIVE ACTION				3.1A (To be discussed)	
	3.1A The courts should grant suspended sentences of probation to offenders convicted for non-violent crimes, with <u>no prior felony convictions who would otherwise have been incarcerated</u> , to be placed in intensive supervision probation programs.	•	•			
	3.1B The Legislature should appropriate sufficient funds to enable the Department of Corrections to develop, implement, and monitor the pilot program as enumerated in item 3.1A.	•			3.1B The sum of \$154,100 should be awarded the Department of Corrections for the sole purpose of instituting an <u>alternatives to incarceration program</u> .	3.1B \$154,100 (See itemized budget)
	3.2 CLASSIFICATION					
	3.2A Establish new offender classification criteria as they pertain to this program.		•	•		
	3.2B Establish strict eligibility requirements for offenders being assigned to intensive probation, through an expanded and improved pre-sentence investigation program.		•	•		
	3.3 MANAGEMENT & PERSONNEL					
	3.3A Evaluate existing pool of personnel at the state and local level to staff the pilot programs as needed.		•	•		
	3.3B Hire and train qualified new personnel, as needed, to staff the pilot programs.		•	•		
	3.3C Develop management operating standards to increase efficiency within the probation and parole department while offering maximum supervision of probationers.		•	•		

Issues	Recommendations	Implementation Responsibility			Legislation (WHERE APPROPRIATE)	
		LEG.	DOC	CONS.	Resolutions	Appropriations
3 ALTERNATIVES TO INCARCERATION (continued)	3.4 PROGRAMS					
	3.4A Evaluate existing probation programs against the needs of probationers. Expand and improve programs, as required.		•	•		
	3.4B Develop program standards and operating guidelines.		•	•		

Issues	Recommendations	Implementation Responsibility			Legislation (WHERE APPLICABLE)	
		LEG	DOC	CONS	Resolutions	Appropriations
4 EXPAND DEPARTMENT OF CORRECTIONS RESOURCES TO SUPPORT IMPLEMENTATION OF THE STRATEGIES	<b>4.1 PLANNING</b>  To expand the existing capabilities of the Department of Corrections for short and long term planning of programs and goals, such as: <ul style="list-style-type: none"> <li>. Overall monitoring and evaluation of corrections programs</li> <li>. Strategic planning around alternative strategies</li> <li>. Long-term plans and projections</li> <li>. Expansion of existing information generating capacities</li> </ul>		•		4. The sum of \$156,000 should be appropriated for the sole purpose of expanding the Department of Corrections resources in the areas of <u>planning</u> , <u>training</u> and <u>community relations</u> .	4. \$156,000 (See itemized budget)
	<b>4.2 TRAINING</b>  To expand the existing capabilities of the Department of Corrections for training. This would involve all levels of the Department, such as: <ul style="list-style-type: none"> <li>. Centralized training under the Secretary of Corrections</li> <li>. Development of middle-level management across the system</li> <li>. Expanding training at the upper management level</li> <li>. Increasing the range of skilled training for corrections officers</li> </ul>		•			
	<b>4.3 COMMUNITY RELATIONS</b>  To expand the existing capabilities of the Department of Corrections in working with local communities in regard to the development of corrections programs.		•			

# 5D ITEMIZED BUDGET

## Introduction

The itemized budget is formatted so as to present the assumptions associated with each pilot program first followed by a line item budget describing that program. The costs for the pilot programs are categorized into six areas, and defined below. It is important to note that the costs for the three pilot programs are additional operating costs to be incurred by the Department of Corrections. The per diem cost for the 400 participants in the pilot programs is assumed to be part of the DOC 1978/79 operating budget.

## Pilot Program Budget Organization

### Budget Categories

1. Classification - Establishing criteria and selection of program participants.
2. Personnel - Staff needed to be hired to implement the pilot programs. Staff assignments fall into the following areas:
  - Program design
  - Program administration
  - Program monitoring and evaluation
  - Program operations
  - Clerical
3. Training - Training of staff to administer the programs.
4. Facilities - Adapting existing facilities to suit program requirements.
5. Monitoring and Evaluation - Generating information on program implementation and analyzation of program progress. (This is in addition to the personnel costs.)
6. Program Support Costs - Office space, supplies, transportation, printing, etc.



In addition to the pilot program costs, a budget is submitted for expanding the Department of Corrections resources in the areas of planning, training and community relations. These three functions are vital to the success of the pilot programs and the future implementation of a fully operational system based on the strategies being tried in the pilot programs.

The cost summary on the following page is structured so as to correspond to the six cost categories that appear in the itemized budget.

## COST SUMMARY

		CLASSIF.	PERSONNEL	TRAINING	FACILITIES	MONITORING AND EVALUATION	SUPPORT	SUB-TOTAL
1	CONTINUUM OF CORRECTIONS PILOT PROGRAM	3,000	88,500	---- (1)	65,000	2,000	10,000	168,500
2	PARISH PARTICIPATION PILOT PROGRAM	6,000	79,350	---- (1)	60,000	10,000	25,000	180,350
3	ALTERNATIVES TO INCARCERATION PILOT PROGRAM	22,500	91,600	---- (1)	----	10,000	30,000	154,100
SUB TOTAL \$		31,500	259,450	----	125,000	22,000	75,000	553,250
4	EXPANSION OF (2) DOC RESOURCES	----	146,000	----	----	----	10,000	156,000
TOTAL (1,2,3,4 + CONTINGENCY)		31,500	405,450	----	125,000	22,000	75,000	658,950

Notes: (1) The costs of training are included in the personnel costs:

(2) The cost for expanding Department of Corrections resources may be duplicated in the DOC budget request for FY 1978/79. If so, the total costs for implementing the three pilot programs is \$553,250.

Continuum of  
Corrections Strategy

Program Assumptions

- . The Department of Corrections will classify 150 additional offenders to be distributed between minimum security and pre-release facilities.
- . Phase one of the program would run for 12 months, from July 1978 - June 1979.
- . Participating offenders would be drawn from either the present general inmate population or from the 2800 estimated new admissions during 1978.
- . The 150 offenders would be assigned to facilities that presently exist. Some minor modifications to these facilities may be necessary.
- . Staff will be hired to develop, administer, monitor and evaluate the programs. Staff may be recruited either from within the Department of Corrections or from outside sources.

PROGRAM COSTS: CONTINUUM OF CORRECTIONS STRATEGY

BUDGET ITEM	JUSTIFICATION OF BUDGET ITEMS	SUB-TOTAL \$	TOTAL \$
1. CLASSIFICATION	1. One Classification Officer @ \$15,000 per year P/T one day a week for 12 months	1. 3,000	1. 3,000
2. PERSONNEL <sup>(1)</sup>	2a. PROGRAM DESIGN <sup>(2)</sup> . One program design specialist @ \$20,000 per year P/T 1.6 days per week for 12 months	2a. 6,600	
	2b. PROGRAM ADMINISTRATION <sup>(2)</sup> . One program director @ \$25,000 per year P/T 1.6 days per week for 12 months	2b. 8,250	
	2c. PROGRAM MONITORING & EVALUATION . One program monitor analyst @ \$15,000 per year P/T for two days a week for ten months.	2c. 5,000	
	2d. PROGRAM OPERATIONS . Minimum Security Facility - Corrections Officers <sup>(3)</sup> - One Corrections Treatment Administrator @ \$18,000 per year F/T for nine months - One Assistant Warden @ \$18,000 per year F/T for nine months	2d. - - - 13,500 13,500	

- NOTES: (1) Includes the costs of fringe benefits at 13% per year.  
 (2) This position is filled by one full-time employee spending one-third of his/her time on each pilot program.  
 (3) Salaries accounted for in DOC 1978/79 fiscal budget request, as part of the operations budget for adult institutions.

PROGRAM COSTS: CONTINUUM OF CORRECTIONS STRATEGY (con't.)

BUDGET ITEM	JUSTIFICATION OF BUDGET ITEMS	SUB-TOTAL \$	TOTAL \$
2. PERSONNEL (continued)	2d. PROGRAM OPERATIONS . Pre-Release Facility - Corrections Officers (1) - Three corrections caseworkers @ 12,500 per year F/T for nine months - One Assistant Warden @ \$18,000 per F/T for nine months	2d. - - - - 28,150 13,500	
	2e. CLERICAL <sup>(1)</sup>	2e. - - - -	2. 88,500
3. TRAINING	3. Costs included in #2a and #2b above	3. - - - -	3. - - - -
4. FACILITIES	4a. Minimum security - modification of existing facility	4a. 25,000 .	
	4b. Pre-release - modification of existing facility	4b. 40,000	4. 65,000
5. MONITORING & EVALUATION	5. Information gathering, tracking, processing, evaluation and reporting.	5. 2,000	5. 2,000
6. SUPPORT COSTS	6. Office space, supplies, transportation, and other expenses	6. 10,000	6. 10,000
TOTAL (1-6)			\$168,500

NOTES: (1) Salaries accounted for in DOC proposed 1978/79 fiscal budget request, as part of the operations budget for adult institutions.

Parish Participation  
StrategyProgram Assumptions

- . The Department of Corrections will contract with local parishes to house 150 offenders convicted of non-violent crimes, with sentences up to 5 years and two or fewer felony convictions.
- . Phase one of the program would run for 12 months, from July 1978 - June 1979.
- . Local parishes will voluntarily negotiate contracts with the Department of Corrections.
- . The 150 offenders would be housed in existing facilities. Modifications to these facilities might be necessary to conform to facility and program standards.
- . Staff will be hired to develop, administer, monitor and evaluate the programs. Staff may be recruited from the Department of Corrections, local parish corrections systems, or from outside sources.
- . Reimbursement to the parishes from the state will not exceed the current per diem costs to the state. In turn the parishes will abide by the established facility and operational design standards and allow for proper monitoring of the pilot programs.
- . The parishes may distribute their offenders in a variety of settings, eg. secure facilities, work-release programs, and non-residential supervised programs.

PROGRAM COSTS: PARISH PARTICIPATION STRATEGY

BUDGET ITEM	JUSTIFICATION OF BUDGET ITEMS	SUB-TOTAL \$	TOTAL \$
1. CLASSIFICATION	1. One classification officer @ \$15,000 per year, P/T two days a week for 12 months.	1. 6,000	1. 6,000
2. PERSONNEL (1)	2a. PROGRAM DESIGN <sup>(2)</sup> . One program design specialists @ \$20,000 per year P/T 1.6 days a week for 12 months	2a. 6,600	
	2b. PROGRAM ADMINISTRATION <sup>(2)</sup> . One program director @ \$25,000 per year P/T 1.6 days a week for 12 months	2b. 8,250	
	2c. PROGRAM MONITORING & EVALUATION . One program monitor/analyst @ \$15,000 per year P/T for two days a week for ten months.	2c. 6,000	
	2d. PROGRAM OPERATIONS . Minimum Security Facility - Corrections Officers <sup>(3)</sup> - Two Corrections Treatment Administrators @ \$18,000 per year F/T for nine months	2d. - - - - 27,000	

- NOTES:
- (1) Includes the costs of fringe benefits at 13% per year.
  - (2) This position is filled by one full-time employee spending one-third of his/her time on each pilot program.
  - (3) Salaries accounted for in DOC 1978/79 fiscal budget request, as part of the operations budget for adult institutions.

PROGRAM COSTS: PARISH PARTICIPATION STRATEGY (con't.)

BUDGET ITEM	JUSTIFICATION OF BUDGET ITEMS	SUB-TOTAL \$	TOTAL \$
2. PERSONNEL (continued)	2d. PROGRAM OPERATIONS . Work Release - Corrections Officers (1) - One employment specialist @ \$15,000 per year F/T for nine months . Non Residential Program - Two probation officers @ \$13,500 per year F/T for nine months  2e. CLERICAL (1)	2d. - - - - 11,250  20,250  2e. - - - -	2. 79,350
3. TRAINING	3. Costs included in #2a and #2b above.	3. - - - -	3. - - - -
4. FACILITIES	4a. Minimum security facility(s) modifications. 4b. Work/Release facility(s) modifications. 4c. Non-residential programs, no cost.	4a. 50,000 4b. 10,000 4c. - - - -	4. 60,000
5. MONITORING & EVALUATION	5. Information gathering, tracking, processing, evaluation and reporting.	5. 10,000	5. 10,000
6. SUPPORT COSTS	6. Office space, supplies, transportation, and other expenses.	6. 25,000	6. 25,000
TOTAL (1-6)			\$180,350

NOTES: (1) Salaries accounted for in DOC 1978/79 fiscal budget request, as part of the operations budget for adult institutions.



Alternatives to  
Incarceration Strategy

Program Assumptions

- . The Department of Corrections will administer an intensive probation supervision program to accommodate 100 offenders convicted of non-violent crimes who would otherwise be incarcerated to be given suspended court sentences of probation.
  - . Phase one of the program would run for 12 months, from June 1978 - July 1979.
  - . Pre-sentence investigation will be expanded to carefully screen eligible participants.
  - . The 100 probationers would participate in job placement programs, community service and treatment programs as well as restitution programs.
  - . Staff will be hired to develop, administer, monitor and evaluate the programs. One probation officer will supervise 25 clients.
- Staff may be recruited from the Department of Corrections, or from outside sources.
- . Pilot programs could be implemented in both urban and rural settings.

PROGRAM COSTS: ALTERNATIVES TO INCARCERATION

BUDGET ITEM	JUSTIFICATION OF BUDGET ITEMS	SUB-TOTAL \$	TOTAL \$
1. CLASSIFICATION	1. Two pre-sentence investigation officers @ \$15,000 per year F/T for nine months	1. 22,500	1. 22,500
2. PERSONNEL (1)	2a. PROGRAM DESIGN (2) . One program design specialists @ \$20,000 per year P/T 1.6 days a week for 12 months	2a. 6,600	
	2b. PROGRAM ADMINISTRATION(2) . One program director @ \$25,000 per year P/T 1.6 days a week for 12 months	2b. 8,250	
	2c. PROGRAM MONITORING & EVALUATION . One program monitor/analyst @ \$15,000 per year P/T for three days a week for ten months	2c. 7,500	
	2d. PROGRAM OPERATIONS . Four probation officers @ \$13,500 per year P/T for nine months . One employment specialist @ \$13,500 per year F/T for nine months	2d. 40,500 10,150	
	2e. CLERICAL . Three clerical @ \$8,250(3) per year F/T for nine months	18,600	2. 91,600

NOTES: (1) Includes the costs of fringe benefits at 13% per year  
 (2) This position is filled by one full-time employee spending one-third of his/her time on each pilot program.  
 (3) Clerical staff to assist pre-sentence investigations

PROGRAM COSTS: ALTERNATIVES TO INCARCERATION (con't.)

BUDGET ITEM	JUSTIFICATION OF BUDGET ITEMS	SUB-TOTAL \$	TOTAL \$
3. TRAINING	3. Costs included in #2a and #2b above	3. - - - -	3. - - - -
4. FACILITIES	4. No cost	4. - - - -	4. - - - -
5. MONITORING & EVALUATION	5. Information gathering, tracking, processing, evaluation and reporting	5. 10,000	5. 10,000
6. SUPPORT COSTS	6. Office space, supplies, transportation and other expenses	6. 30,000	6. 30,000
TOTAL (1-6)			\$154,100

NOTES:

Program AssumptionsExpansion of Existing  
DOC Resources

- . The Department of Corrections needs to expand its capabilities in the areas of planning, personnel training and community relations.
- . The Department of Corrections should expand its capabilities simultaneously with implementing the three pilot programs.
- . Staff will be hired to develop and administer the planning, training and community relations programs.
- . Funding for expansion of DOC resources may be duplicated in the 1977/78 DOC budget request.

PROGRAM COSTS: EXPANSION OF DOC RESOURCES<sup>(1)</sup>

BUDGET ITEM	JUSTIFICATION OF BUDGET ITEMS	SUB-TOTAL \$	TOTAL \$
1. PLANNING <sup>(2)</sup>	<p>PROGRAM ADMINISTRATION</p> <ul style="list-style-type: none"> <li>One senior staff planner @ \$20,000 per year F/T for twelve months</li> </ul> <p>PROGRAM OPERATIONS</p> <ul style="list-style-type: none"> <li>Two planning analysts @ \$15,000 per year F/T for nine months</li> </ul> <p>CLERICAL</p> <ul style="list-style-type: none"> <li>Two typists clerks @ \$8,250 per year One F/T for nine months, and one F/T for twelve months</li> </ul> <p>SUPPORT COSTS</p>	<p>20,000</p> <p>22,500</p> <p>14,500</p> <p>-----</p>	1. 57,000
2. TRAINING <sup>(2)</sup>	<p>PROGRAM DESIGN</p> <ul style="list-style-type: none"> <li>One program design specialist @ \$20,000 per year F/T for six months</li> </ul> <p>PROGRAM ADMINISTRATION</p> <ul style="list-style-type: none"> <li>One training program developer @ \$20,000 F/T for twelve months</li> </ul>	<p>10,000</p> <p>20,000</p>	

- NOTES: (1) There may be a duplication between recommended expenditures for planning, training and community relations and requests for appropriations in the DOC budget for Fiscal Year 1978/79.
- (2) Personnel Costs include fringe benefits at 13% per year

PROGRAM COSTS: EXPANSION OF DOC RESOURCES (con't.)

BUDGET ITEM	JUSTIFICATION OF BUDGET ITEMS	SUB-TOTAL \$	TOTAL \$
2. TRAINING	<p>PROGRAM TRAINING</p> <ul style="list-style-type: none"> <li>Two instructor/trainers @ \$15,000 per year F/T for nine months</li> </ul> <p>CLERICAL</p> <ul style="list-style-type: none"> <li>One typist clerk @ \$8,250 per year F/T for twelve months</li> </ul> <p>SUPPORT COSTS</p>	<p>22,500</p> <p>8,250</p> <p>- - - -</p>	2. 60,750
3. COMMUNITY RELATIONS (1)	<p>PROGRAM ADMINISTRATION</p> <ul style="list-style-type: none"> <li>One Director for Community Relations @ \$20,000 per year F/T for twelve months</li> </ul> <p>CLERICAL</p> <ul style="list-style-type: none"> <li>One typist clerk @ \$8,250 per year F/T for twelve months</li> </ul> <p>SUPPORT COSTS</p> <ul style="list-style-type: none"> <li>Promotion, transportation, public relations</li> </ul>	<p>20,000</p> <p>8,250</p> <p>10,000</p>	3. 38,250
TOTAL (1,2, &3)			\$156,000

NOTES: (1) Personnel costs include fringe benefits at 13% per year.

Relationship of  
Program Costs to  
Savings

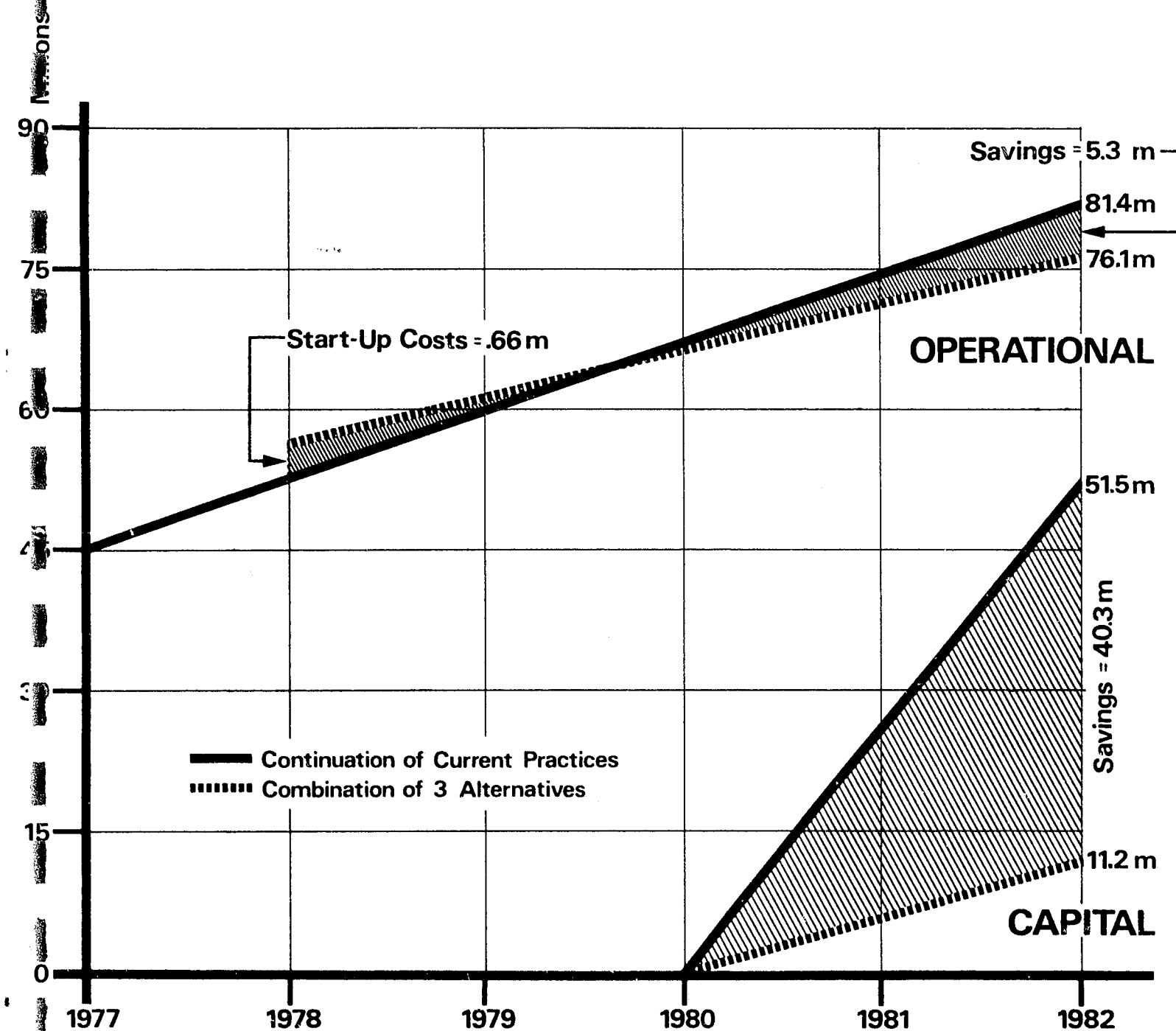
The issue of how the pilot program costs relate to the projected savings described earlier in this report are answered below and in the accompanying chart on page 177.

1. The DOC budget will rise each year for two basic reasons: inflation and an increased inmate population.
2. This increased population can be dealt with in many ways, which means that growth in costs can be controlled or directed by the DOC and other participants in the criminal justice system.
3. "Savings" must then be interpreted as the difference between the maximum possible projected costs and the alternative projected costs that are associated with the particular strategies for dealing with growth in population.
4. As indicated in the previous chapters, maximum projected costs are based on the assumption that anticipated growth results in the construction of new facilities along the same general conditions as those now existing, i.e. predominantly maximum and medium security.
5. Alternative projected costs have been developed that are based on different assumptions:
  - Accommodating growth with minimum security facilities or pre-release facilities is less expensive than maximum or medium security facilities;
  - Accommodating growth at the parish level allows for the potential for more flexibility in the selection of needed facilities;
  - Alternatives to incarceration, e.g. probation, are considerably less expensive than the construction and housing of offenders in any type of facility.

These simplified assumptions were elaborated on earlier in this report.

6. The DOC is capable of pursuing policies that reflect these alternative strategies.
7. It is necessary to examine in a critical mode the benefits and risks associated with emphasizing a particular strategy - or a set of strategies - for dealing with projected growth in population.
8. The pilot programs described in this report call for new positions, additional program costs, and minimal related start-up costs.
9. The new positions represent slots that are incorporated in the projected growth of staff between now and 1982, but they represent the type of personnel needed to make changes in the future direction of the DOC.
10. The program costs represent projected growth in the operations budget, but indicate new patterns of expenditure.
11. The allocations for personnel and programs are, therefore, not extra costs but are rather a portion of the anticipated growth in costs as projected for the period between now and 1982.
12. The costs associated with the pilot programs must be budgeted in order to make rationale decisions as to the direction of DOC budgets for the coming years.
13. Future DOC budgets will be responsive to the ways in which the inmate population will grow. The three initial pilot program costs indicate the direction of the change in future budget patterns.
14. Planning, training, and community relations budgetary requests represent components of the anticipated growth in central office costs that are a necessary part of any changes in the future of the system.

# 5E PILOT PROGRAM DESIGN PROCESS



RELATIONSHIP OF  
BUDGET COSTS AND SAVINGS



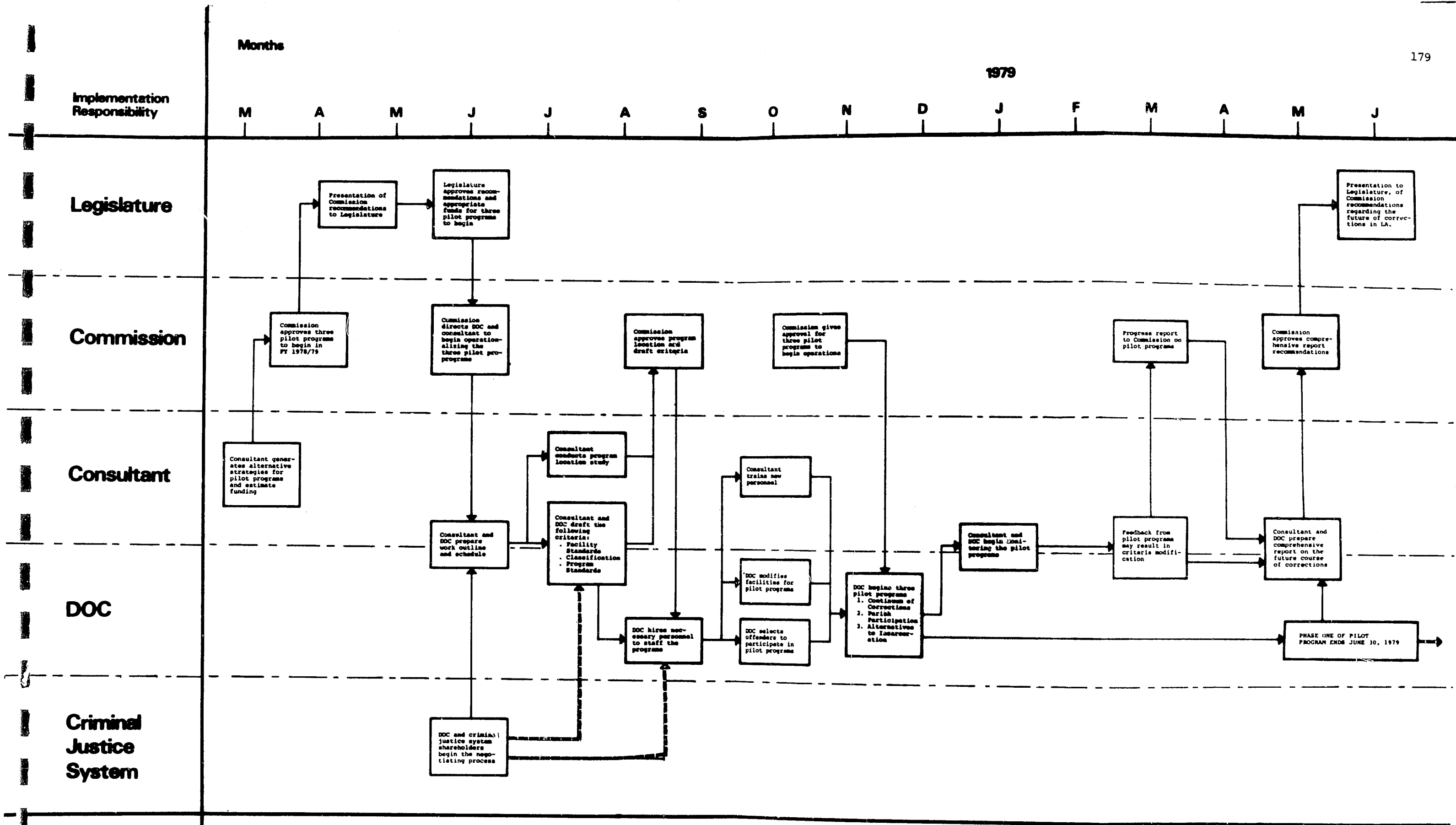
Pilot Program  
Design Process

The purpose of designing pilot programs is to assume that useful and justifiable conclusions can be drawn from the development and implementation of the programs. A critical factor in achieving this objective is developing a "design process" that is recognized and accepted by all participants.

The "design process" is the delineation of a planned sequence of tasks, discussions and events that is intended to occur in a logical progression. The flow chart following, tracks the design process in its most simplified form. It displays the tasks, and the actors responsible for their implementation and/or review in relation to time, beginning in March of 1978 and ending in June of 1979.

The purpose of the flow chart is to illustrate four major points:

1. Tasks must proceed in a certain order.  
Some tasks can only be carried out if other tasks have already been concluded.
2. Numerous tasks are interdependent in that they require activities to occur simultaneously in order to arrive at common decision points.
3. Any particular task relates directly to the involvement of many key participants, either in the performance of the task or in steps leading to or from the task.
4. The design process is cyclical and on-going.  
The Commission, the Legislature, the Department of Corrections and the consultants are to be continuously involved in redirecting the future of the corrections system.



Pilot Program Design Process Chart

## Future Goals

In summary, the past project year was spend understanding the correctios system and looking at alternative systems. The remainder of this project year and next year will be spent designing an operational system that will synthesize the contributions from all stakeholders with the goal of presenting specific recommendations to the Legislature in 1979 as to the nature of a comprehensive correctional "system" (including implementation) that best suites the specific needs of the State of Louisiana.

The key goals in any alternative corrections system will be to:

- . Reduce the pressure to spend vast new sums on corrections
- . Provide cost-effective protection to the public while minimizing risk
- . Provide innovative, effective and constitutional strategies for dealing with offenders
- . Offer eligible offenders a reasonable chance at reintegration into society

## Page 13 HOUSE

4th Days Proceedings—August 19, 1976

NOW THEREFORE BE IT RESOLVED by the House of Representatives of the Legislature of Louisiana, the Senate thereof concurring, that the Legislature of Louisiana, does hereby encourage full state and federal support of the five point energy position hereinafter set forth:

- (1) Immediate exploration and development of outer continental shelf land along the eastern and western seaboard of this nation.
- (2) Immediate deregulation of natural gas prices to facilitate the further new development and secondary recovery of this crucial resource.
- (3) Full support of the wise and efficient use of nuclear and coal fired electrical generating plants to supplement oil and gas fired generation.
- (4) Full state and federal support of rail, barge and slurry pipeline transportation of coal resources.
- (5) Low interest loan programs for the development of synthetic fuel, oil shale, coal conversion and other immediately viable alternative energy production methods.

BE IT FURTHER RESOLVED that a copy of this resolution be sent to the Governor of Louisiana, the Commissioner of the Louisiana Department of Conservation, and to the office of the Southwest Regional Energy Council.

Respectfully submitted,

E. ACKAL, JR.  
Chairman.

The above House Concurrent Resolutions contained in the report were signed by the Speaker of the House and were taken to the Senate by the Clerk and were signed by the President of the Senate and taken by the Clerk of the House and presented to the Secretary of State in accordance with the rules of the House.

## Message from the Senate

## SENATE CONCURRENT RESOLUTIONS

Senate Chamber  
State Capitol  
State of Louisiana

August 19, 1976, Baton Rouge, La.

To the Honorable Speaker and Members of the House of Representatives of the State of Louisiana:

I am directed to inform your honorable body that the President of the Senate has signed the following entitled Senate Concurrent Resolutions to-wit:

## SENATE CONCURRENT RESOLUTION No. 2—

By Messrs. Brown, Morton, Daval, O'Keefe, Brinkhaus, Downer, Doucet, Eagan, Gibbs, Rayburn, Windhorst and Representatives Freeman, Tauzin, Ackal, Brady, Chabert, Charbonnet, D'Gerolamo, Downer, Haik, A. Jackson, J. Jackson, John, Kimball, Leach, Leithman, LaPlante, F. Thompson, and Wall:

## A CONCURRENT RESOLUTION

To create a special study committee for the purpose of studying in-depth the Louisiana Department of Corrections and the entire prison system of Louisiana and prison systems of other states.

WHEREAS, Louisiana's prison system has been the subject of intense controversy and has been criticized at many levels of its operation; and

WHEREAS, recent efforts to decentralize the Louisiana State Penitentiary at Angola by establishing satellite prisons have met formidable opposition from members of those communities located near the proposed sites; and

WHEREAS, studies in prison reform and rehabilitation have been

and are being conducted throughout the United States, and useful information contained in such studies, is available to committees and researchers attempting to find answers to the serious problems which plague Louisiana's penal system; and

WHEREAS, the Department of Corrections is currently under a Federal Court Order to reduce the inmate population housed in existing facilities and improve the living conditions at the Louisiana State Penitentiary at Angola; and

WHEREAS, the best interests of the state would be served by the development of a long-range program to adequately plan and fund prison facilities in Louisiana over the next twenty-five years.

THEREFORE, BE IT RESOLVED by the Senate of the Legislature of Louisiana, the House of Representatives thereof concurring, that a special Prison System Study Committee is hereby created for the purpose of making an in-depth study of the State Department of Corrections, the entire prison system in Louisiana, and the prison systems of other jurisdictions, and developing a comprehensive program to plan and fund adequate prison facilities for the next twenty-five years.

BE IT FURTHER RESOLVED that the commission shall be composed of fifteen members, five of whom shall be appointed by the Governor, five by the Speaker of the House of Representatives of the Legislature of Louisiana, and five by the President of the Senate of the Legislature of Louisiana.

BE IT FURTHER RESOLVED that this commission shall apply for the two hundred thousand dollar federal grant for a Master Plan for Corrections and, if the grant is received, shall use these funds to develop, in conjunction with the Department of Corrections, a plan for the future growth of the Louisiana corrections system which will meet the requirements of the federal and state constitutions.

BE IT FURTHER RESOLVED that this commission shall review all plans for construction, acquisition, or remodeling of correctional institutions authorized by the Legislature.

BE IT FURTHER RESOLVED that the committee shall review the problems of custodial, medical, psychiatric, and rehabilitative treatment of the inmates of Louisiana Corrections Department and the patients of the Louisiana Health and Human Resources Administration, to the end that a unified approach, without duplication, shall be developed.

BE IT FURTHER RESOLVED that this committee may draw upon the resources and staff of the Legislative Fiscal Office, the Legislative Council, and all state agencies whose functions relate to the post-conviction system of criminal justice to assist it in the development of information and preparation of analyses of such information in preparing the Master Plan for Corrections.

BE IT FURTHER RESOLVED that this commission shall cause to be prepared a written report of its findings which shall be submitted to the Governor and Legislature prior to the 1977 Regular Session of the Legislature, and that said report shall include the recommendations of the committee for legislation required to implement its findings and incorporating the Master Plan for Corrections.

and ask that the Speaker of the House of Representatives affix his signature to the same.

Respectfully submitted,

C. W. ROBERTS,  
Secretary of the Senate

The Senate Bills and Senate Concurrent Resolutions contained in the above message were signed by the Speaker of the House.

## Message from the Senate

## SENATE CONCURRENT RESOLUTIONS

Senate Chamber  
State Capitol  
State of Louisiana

August 19, 1976, Baton Rouge, La.

To the Honorable Speaker and Members of the House of Representatives of the State of Louisiana:

# 6A

## CONCURRENT RESOLUTION

## 6B INMATE PROFILE: COMPUTER REPORTS

### Offender Profile Network Methodology

As part of the scope of work for the Louisiana Prison System Study, the Consultant proposed preparing an inmate population profile to correlate inmate characteristics such as age, offense, prior conviction records, length of stay, etc. The Concurrent Resolution mandated that "all state agencies whose functions relate to the post-conviction system of criminal justice"... (which includes the Department of Corrections) be available to assist "in the development of information and preparation of analysis of such information in preparing the Master Plan for Corrections". The consultant, recognizing the limited staff resources of the Department of Corrections, agreed to limit the Department's assistance to providing inmate record data only.

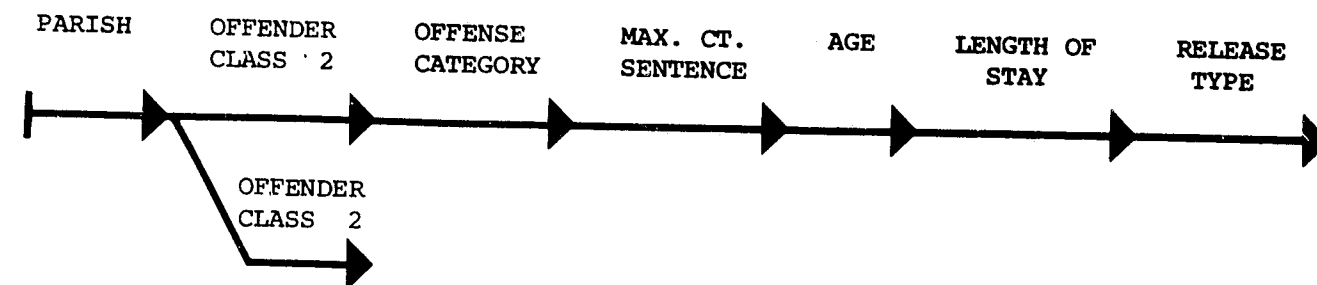
Several attempts were made at duplicating and translating all of the Department of Corrections computerized 31,000 plus inmate records. This objective could not be fully achieved due to the incompatibility of the DOC's and consultant's data processing equipment. Nevertheless, a significant statistical sample was retrieved and translated.

Keeping in mind the objectives of the prison system study, key data elements were selected, analyzed, and correlated to present a profile of the corrections system. The data elements selected were as follows:

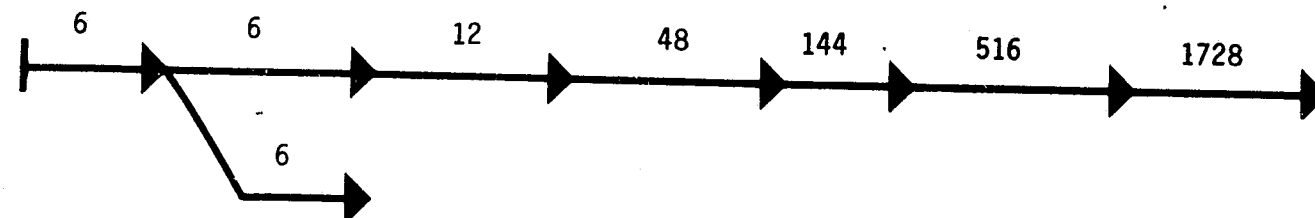
1. Institution of incarceration broken down by facility type: maximum, medium and minimum.
2. Offense category broken down by crimes against the person, and non-violent crimes. The latter includes crimes against property, public order and other crime. The Louisiana Criminal Code was the source used in categorizing specific crimes by offense category.
3. Maximum court sentence, presented in years.
4. Length of time served until release from incarceration.
5. Offender class, which represents the number of felony convictions to date.

6. Type of release, e.g. good time, parole or other.
7. Parish of commitment, concentrating on the major urban parishes that contribute over 60% of all offenders to the state system.
8. Age at Admission.
9. Occupation prior to incarceration.
10. Education attainment level.

The data elements were then arranged in several different networks to reflect the various alternative strategies being proposed. For example, the network developed for the Parish Participation Strategy was as follows:



The same network would have the following number of lines of information per data element.



The data base for each report was drawn from three inmate population groups:

- . All adult offenders committed to the state in 1976 and 1977.
- . All adult offenders released during the period 1975-1977.
- . All adult offenders under state jurisdiction on April 1, 1978.

The reports that initially were run proved to be unsatisfactory. Many of the key inmate profile characteristics stored in the DOC data banks were inaccurate and incomplete. Data and date verification was not conducted invalidating numerous records. It became apparent that the networks would have to be narrowed in scope, if valid information regarding the corrections system was to be made available. Accordingly, the computer reports on the following pages represent a sample of the revised offender profile networks.

**CONTINUED**

**3 OF 4**

## COMPUTER REPORT SAMPLES

REPORT4/TXT LOUISIANA PRISON SYSTEM STUDY - BED DAYS CONSUMED BY OFFENDER CATEGORY 1977

OPCAT	SUM DAYS	PCT DAYS
CRIME - PERSON	100013	47.24
CRIME - PROPER	111690	52.76
	211703	100.00

REPORT3/TXT LOUISIANA PRISON SYSTEM STUDY - TIME SLICE APRIL 1, 1977

AGE	OPCAT	RACE	COUNT RACE
A. 24 & UNDER	CRIME - PERSON	N	108
		W	24
	CRIME - PROPER	N	107
		W	44
B. 24 TO 35	CRIME - PERSON	N	81
		W	28
	CRIME - PROPER	N	88
		W	32
C. 35 & OVER	CRIME - PERSON	N	20
		W	13
	CRIME - PROPER	N	23
		W	14



REPORT1/TXT LOUISIANA STATE PRISON SYSTEM STUDY - ALL ADMISSIONS FOR 1976

OPCAT	AGE	COUNT OFCLS	COUNT OFCLS	SENT	COUNT OFCLS	OPCLS	COUNT OFCLS
CRIME - PERSON	A. 24 & UNDER	24	24	A. 5 YRS OR LESS	2	ONE	2
				B. 6 TO 18 YRS	18	ONE	9
				C. 18 TO 28 YRS	4	TWO OR MORE	1
				D. 28 YRS OR MOR	8	ONE	3
	B. 24 TO 35	18	18	A. 5 YRS OR LESS	3	TWO OR MORE	1
				B. 6 TO 18 YRS	6	ONE	2
				C. 18 TO 28 YRS	4	TWO OR MORE	5
				D. 28 YRS OR MOR	5	ONE	1
	C. 35 & OVER	8	9	A. 5 YRS OR LESS	3	TWO OR MORE	4
				B. 6 TO 18 YRS	1	ONE	2
				D. 28 YRS OR MOR	4	ONE	1
							3
CRIME - PROPER	A. 24 & UNDER	68	68	A. 5 YRS OR LESS	52	ONE	39
				B. 6 TO 18 YRS	6	TWO OR MORE	13
				D. 28 YRS OR MOR	2	ONE	5
				A. 5 YRS OR LESS	24	ONE	1
	B. 24 TO 35	49	49	B. 6 TO 18 YRS	12	TWO OR MORE	18
				C. 18 TO 28 YRS	2	ONE	14
				D. 28 YRS OR MOR	11	ONE	1
				A. 5 YRS OR LESS	11	TWO OR MORE	11
	C. 35 & OVER	21	21	B. 6 TO 18 YRS	7	ONE	1
				D. 28 YRS OR MOR	3	TWO OR MORE	1
							18
							5

REPORT2/TXT LOUISIANA STATE PRISON SYSTEM STUDY - ALL ADMISSIONS FOR 1977

OFCAT	AGE	COUNT OFCLS	COUNT OFCLS	SENT	COUNT OFCLS	OFCLS	COUNT OFCLS
CRIME - PERSON	A. 24 & UNDER	23	23	A. 5 YRS OR LESS	7	ONE	7
				B. 6 TO 10 YRS	9	ONE	9
				C. 10 TO 20 YRS	1	ONE	1
				D. 20 YRS OR MOR	6	ONE	3
	B. 24 TO 35	26	26	A. 5 YRS OR LESS	8	TWO OR MORE	3
				B. 6 TO 10 YRS	4	ONE	7
				C. 10 TO 20 YRS	7	TWO OR MORE	1
				D. 20 YRS OR MOR	7	ONE	3
	C. 35 & OVER	7	7	A. 5 YRS OR LESS	2	TWO OR MORE	4
				B. 6 TO 10 YRS	1	ONE	3
				C. 10 TO 20 YRS	1	TWO OR MORE	2
				D. 20 YRS OR MOR	4	ONE	1
CRIME - PROPER	A. 24 & UNDER	33	33	A. 5 YRS OR LESS	25	TWO OR MORE	3
				B. 6 TO 10 YRS	4	ONE	22
				C. 10 TO 20 YRS	2	TWO OR MORE	3
				D. 20 YRS OR MOR	2	ONE	2
	B. 24 TO 35	33	33	A. 5 YRS OR LESS	22	TWO OR MORE	1
				B. 6 TO 10 YRS	7	ONE	1
				C. 10 TO 20 YRS	4	TWO OR MORE	2
				D. 20 YRS OR MOR	12	ONE	10
	C. 35 & OVER	14	14	A. 5 YRS OR LESS	2	TWO OR MORE	3
				B. 6 TO 10 YRS	2	ONE	4
				C. 10 TO 20 YRS	2	TWO OR MORE	4
				D. 20 YRS OR MOR	2	ONE	2

6C  
ISSUE PAPER:  
DORMITORY vs. SINGLE CELLS

Introduction

Issue Paper: Dormitory vs. Single Cells

The following discussion will present a survey of current thinking and practices on the issue of dormitories versus single-cells as the basic housing unit in correctional facilities. The survey includes policies established by:

- The Southern states
- Louisiana Department of Corrections
- American Correctional Association and Commission on Accreditation
- U.S. Bureau of Prisons
- Federal Courts
- Future Facilities Issues

In addition, a cost comparison will illustrate differences in initial capital and long-range operational costs for dormitory and single-cell facilities.

Southeastern States

Policy

The table appearing on the following page presents the policies of ten southeastern states regarding construction of dormitories and single cells. Information presented was obtained from corrections administrators in the states surveyed.

STATES	POLICY		
	MAXIMUM SECURITY	MEDIUM SECURITY	MINIMUM SECURITY
Alabama	Single cell	Dorm/single cell	Dorm
Florida	Single cell	Dorm	Dorm
Georgia	Single cell	Dorm/single cell	Dorm/single cell
Kentucky	Single cell	Dorm	Dorm
Louisiana	Single cell	Dorm	Dorm
Mississippi	Single cell	Dorm/single cell	Dorm
North Carolina	Single cell	Single cell	Dorm
South Carolina	Single cell	Single Cell	Dorm
Tennessee	Single cell	Single cell	Dorm
Virginia	Single cell	Single cell	Dorm

Table Summary

The issue of single cells for medium security inmates has been resolved as follows:

- 4 states have adopted single cells in medium security
- 3 states have adopted a combination of single cells and dormitories in medium security
- 3 states are continuing the present practice of using dormitories in medium security

Rationale: Dormitories

- Clear open areas permit maximum visibility
- The cultural profile of inmates negates any benefits that may be gained in a single cell arrangement.

Rationale: Single Cells

- Protection of inmates and staff
- Prison staffs cannot properly control prisoners in dormitories

Louisiana Department  
of Corrections

Policy

Policy for new construction is as follows:

Single Cells - Maximum Security  
Maximum Security Close Custody  
Administrative Segregation  
Isolation

Dormitories - Medium Security  
Minimum Security  
Trustees

In some minimum security facilities low partitions define inmate living areas in dormitories, or trustees may be given their own cells or rooms.

Rationale:

The rationale regarding use of dormitories versus single cells in medium custody is predicated on several factors:

- Inmate criminal history
- Inmate character profile
- Past experience of corrections administrators
- Value judgement of corrections administrators

American Correctional  
AssociationPolicy

New prison construction precludes the use of dormitories, as part of the mainline population housing except in minimum security areas. Single cells or rooms should be planned for all maximum and medium security housing.

Rationale

- A correctional institution should provide humane care
- Single cells provide privacy and enable inmates to personalize living space

U.S. Bureau of Prisons  
(Source: Norm Carlson,  
Director, U.S. Bureau  
of Prisons)Policy

The U.S. Bureau of Prisons has adopted a policy of constructing single cells for all medium and maximum correctional facilities. Dormitories will be used only in minimum security facilities.

Rationale

The rationale for single cells for all but minimum security institutions is as follows:

- Self protection of the inmate
- Fewer corrections officers are needed to supervise single-cell configurations
- Behavioral studies have proven that in long periods of confinement, physiological and psychological stress is reduced by giving an individual an area that he can define and protect as his own.

## Federal Courts

Policy

Though no general policy has been established, recent landmark decisions in Alabama and Oklahoma have called for the use of single cells for maximum and medium security housing.

Rationale

- Precedent of law based on the constitutional rights of inmates.
- Adoption of national standards. Oklahoma has adopted the American Public Health Association environmental standards for correctional institutions which call for the construction of single cells as the preferred housing unit.
- Minimum space to call one's own is a primary psychological necessity.

Future Facilities  
Issues

Correctional administrators, planners, and adjudicators are accepting single cells as the normative standard for housing maximum and medium security inmates.

Advantages of single cells in terms of future facilities issues are:

- It is cost-effective over time to build single-cells. In nine years, or less, the savings in supervisory personnel pays for the initial higher cost of constructing single cells.
- Fiscal austerity, resulting in manpower cutbacks, will still enable a single cell housing unit to function and provide proper safety for both inmates and staff.

## Cost Comparison

The following example compares initial captial and long-range operational costs.

Costs are given for two facilities:

1. 500-bed facility, single cells
2. 500-bed facility, dormitories

Findings

- Initial construction cost for a 500-bed single cell facility is \$5,000,000 higher than the cost of a 500-bed dormitory facility.
- In nine years, the \$5,000,000 initial construction loss is paid out from the savings in operating costs.
- In twenty years there is an operational savings of \$15,800,000 equal to a net gain of \$10,800,000. (\$15,800,000 - \$5,000,000 = \$10,800,000)

# COST COMPARISON: SINGLE CELL & DORMITORIES

Facility Type	Initial Construction Cost 1977	Initial Cost Gain 1977	Custody Staff to Inmate Ratio	No. of Custody Staff Required x \$10,000 per year	Net Gain 1st year	Operational Savings in 9 Years: 1986 (4)	Operational Savings in 20 Years: 1997
Single Cell	(1) 500 x \$35,000 = \$17,500,000	—	(2) 1 to 5	100 x \$10,000 = \$1,000,000	\$430,000	\$5,000,000	\$15,800,000
Dormitories	500 x \$25,000 = \$12,500,000	\$5,000,000	(3) 1 to 3.5	143 x \$10,000 = \$1,430,000	—	—	—

Source: (1) A survey of southern states where single cell facilities are being built indicate an average cost per bed of \$35,000.

(2) National Prison Project (Alabama) and U.S. Bureau of Prisons

(3) Ratio at present similar facilities in Louisiana

(4) This assumes an escalation factor of 6% per year.

# 6D POPULATION PROJECTION METHODOLOGIES

## INTRODUCTION

The purpose of this Appendix is to explain in detail the procedures used to project the prison population of the state of Louisiana from its current (1977) figure to 1982.

## Selection of Methodology

### 1. Reference Projection

Several methodologies are currently in use for projecting criminal justice statistics, including straight linear, "lead indicator," and several types of ratio methodologies. The straight linear methodology was rejected because it does not relate the changes in prison population to any explanatory factor except recent changes in that population: A definitive factor that explains prison admissions has not yet been found, but the search for such a factor has led researchers and evaluators to propose that certain "lead indicators" can account adequately for prison admissions. One population lead indicator is the unemployment rate, used in a recent national study of federal and state prison populations by the Congressional Research Service. This group found that the national unemployment rate correlated highly with federal prison system admissions, but cautioned that this correlation may not hold up in particular states or localities. Indeed, a cursory analysis of the Louisiana prison system showed a disappointingly weak relationship.

Another popular lead indicator of the trend in prison population is the trend in state population. This lead indicator is often used as the denominator of a ratio, thus the name ratio methodology. That is, projections based on the historic ratio of the prison population to the state population. An examination of this ratio for Louisiana revealed an arithmetically increasing ratio trend from 1973 to 1977.

A variation on the state population ratio methodology is to use a more relevant lead indicator in the denominator, such as the state's population-at-risk. This variation takes into account demographic changes in the age structure of the state population over time. With the population-at-risk defined as those aged 18-24, the ratio for



Louisiana again revealed an arithmetically increasing ratio trend from 1973 to 1977. This methodology was selected for use in this report because a demographic analysis showed that the age structure of Louisiana's population would be shifting substantially in the next decade.

Assumptions of  
Population-at-  
Risk Methodology

The projection model selected is based on the following four assumptions:

- 1) The age structure of Louisian's population will change in the manner projected by the state's planning agency, since planning agency figures are used.
- 2) Changes in the state prison population can be explained adequately as a percentage of the state's population-at-risk (age 18-24).
- 3) This percentage will change in the next 5 years as it did in the last 5 years. The change is an increasing percentage.
- 4) Current practices in prison admission and release will continue to prevail.

(This assumption is modified in Part B)

Calculations

- 1) Prison population figures and population-at-risk figures since 1970 were examined. A ratio of these figures was calculated for each year, as in Table 1. Column 4 shows that since 1973, the ratio of prison population

(1) YEAR	(2) PRISON POPULATION*	(3) POPULATION- AT-RISK**	(4) RATIO
		÷	=
1970	4218	449,692	.0094
1971	4127	464,391	.0089
1972	3867	479,090	.0081
1973	3660	493,790	.0074
1974	4402	508,489	.0087
1975	5020	523,188	.0096
1976	5948	528,650	.0113
1977	6740	534,112	.0126

TABLE 1. Annual Prison Population and Population-At-Risk, 1970-1977

\* From Louisiana Department of Corrections; 1977 figure extrapolated from January-November figures.  
\*\* 1970 and 1975 figures from state planning agency, others calculated by linear interpolation.

to the population-at-risk has increased at an average annual rate of .104% (.0126-.0074 = .0052 ÷ 5 years = .00104 x 100 = .104%).

- 2) Assuming that this ratio trend will continue from 1978 to 1982, the prison population can be projected as a percentage of the estimated population-at-risk in 1982.

FORMULA  
Projected 1982 Prison Population =  
(Estimated 1982 population-at-risk) x  
(Estimated ratio of prison population  
to population-at-risk).

The estimated ratio for 1982 equals the 1977 ratio plus the 5-year increase, or,

.0126 x (.00104 x 5) =  
.0126 x .00520 =  
.0178

The projected 1982 prison population is calculated in Table 2 to be 9619. This represents an increase of 2879 over the 1977 figure. The significant demographic shift should be noted.

(1) YEAR	(2) POPULATION- AT-RISK*	(3) RATIO	(4) PRISON POPULATION
		x	=
1977	534,112	.0126	6740 (actual)
1980	550,498 (est.)	.0157	8643 (projected)
1982	540,394	.0178	9619 (projected)

TABLE 2. Projected Prison Population from Estimated Population-At-Risk, 1980-1982

\* 1980 figure from state planning agency, 1977 and 1982 figures calculated by linear interpolation.

The state's planning agency estimates that the age 18-24 population in Louisiana will decline from 1980 to 1990, then increase slowly through 2000. This can be expected to have a significant impact on prison admissions and population.

2. Diversion Program

The projected figure for the 1982 prison population, 9619, represents an annual average increase of 576 prisoners. This could strain the capacity of the prison system severely.

Same  
Methodology

The threat of this strain may lead administrators to search for ways to reduce it. One way would be to divert certain types of offenders from prison and process them through the criminal justice system in alternate ways. A diversion program should seek to divert the least serious offenders from prison, such as those who have committed non-violent crimes or those with short sentences. The impact of a diversion program can be estimated by subtracting from a projected prison population figure the number of offenders to be diverted, this is done in the calculations below. These calculations are based on essentially the same methodology used in Part A, though figures for prison admissions are used rather than prison population.

Additional  
Assumptions

The projection model with a diversion program that is used relies on the following assumptions:

- 1) The age structure of Louisiana's population will change in the manner projected by the state's planning agency.
- 2) Changes in admissions to the state prison can be explained adequately as a percentage of the state's population-at-risk.
- 3) This percentage will change in the next 5 years as it did in the last 5 years.
- 4) The relationship between prison admissions and releases remains constant at the rate of the last 5 years.
- 5) The number of offenders to be diverted in a given year can be expressed as a percentage of total prison admissions in that year.
- 6) This percentage will remain constant over the next 5 years, as it did in the last 5 years.

7) Offenders who fulfill all 3 of the following conditions are diverted from prison beginning in January 1978:

- a) conviction of a non-violent crime (defined as burglary, theft, narcotics, or other categories from Department of Corrections Annual Statistical Report);
- b) length of sentence of:
  - (1) 3 years or less, or
  - (2) 5 years or less; and
- c) two or fewer previous felony convictions (Class 1 and 2).

Calculations

In order to calculate the impact of the diversion program instituted in January 1978 on prison population through 1982, the following equation will be used.

1982 projected  
population with  
diversion pro-  
gram

=

1977 actual  
population

[

(admissions  
+ 1978-1982)

x

(1 -

1978-82 releases  
1978-82 admissions)

]

(percentage of  
offenders x.0  
not diverted)

(1.)

(2.)

(3.)

(4.)

The four components in the equation are determined below.

1977 Prison  
Population

The current (1977) prison population was given above as 6740.

Total Admissions  
1978-1982

The total admissions to prison between 1978 and 1982 can be estimated by using a population-at-risk ratio methodology, as in Part A.

- a) Prison admission figures since 1970 were compared with population-at-risk figures. A ratio of these figures was calculated for each year, as in Table 3. Using the same time period as in Part A, 1973-1977, Column 4 shows that the ratio of prison admissions to the population-at-risk has increased at an annual average rate of .018% (.00504-.004102=.00092 ÷ 5 years = .00018 x 100 = .018%).

(1) YEAR	(2) PRISON ADMISSIONS*	(3) POPULATION- AT-RISK**	(4) RATIO
		÷	=
1970	1757	449,692	.00391
1971	1794	464,391	.00386
1972	1810	469,090	.00378
1973	2036	493,790	.00412
1974	2278	508,489	.00448
1975	2239	523,188	.00428
1976	2667	528,650	.00504
1977	2678	534,112	.00501

TABLE 3. Annual Prison Admissions and Population-At-Risk, 1970-1977

- \* From Louisiana Department of Corrections: 1977 Figure extrapolated from January - November figures.
- \*\* 1970 and 1975 figures from state planning agency, others calculated by linear interpolation.

b) Assuming that this ratio trend will continue from 1978 to 1982, the annual number of admissions can be projected as a percentage of the annual estimated population-at-risk. That is,

Formula  
Projected Annual Prison Admissions =  
(Estimated annual population-at-risk) x  
(Estimated ratio of prison admissions  
to population-at-risk).

The total number of admissions from 1978 to 1982 will be the sum of these annual projections, as in Table 4.

(1) YEAR	(2) POPULATION- AT-RISK*	(3) RATIO	(4) PRISON ADMISSIONS
		x	=
1978	539,574	.00519	2800 (projected)
1979	545,036	.00537	2927 "
1980	550,498 (est.)	.00555	3055 "
1981	545,446	.00572	3120 "
1982	540,394	.00590	3190 "

TOTAL ADMISSIONS 1978 - 1982: 15092

TABLE 4. Projected Annual Prison Admissions from Estimated Population-At-Risk, 1978-1982.

- \* 1980 Figure from state planning agency; other figures calculated by linear interpolation.

Releases/  
Admissions  
1978-1982

The total number of releases from prison between 1978 and 1982 can be estimated as the difference between the total admissions in those years and the increase in the prison population in those years. That is,

Total Admissions - Change in Population = Total Releases

(15092) - (2879) = 12213.

When the total releases is divided by the total admissions, the quotient is an indicator of the number of offenders leaving prison for every offender entering prison over the 5 years. That is,

Total Releases ÷ Total Admissions = "Exit Rate"

(12213) ÷ (15092) = .809.

When this exit rate is subtracted from 1, the difference is an indicator of the number of offenders remaining in prison for every offender leaving prison. That is,

1 - exit rate = "retention rate"  
1 - .809 = .191.

We will assume that the prison system will "retain" offenders, or grow at a rate of .191 over the next 5 years, as it did in the last 5 years.

Diversion  
Percentage

Three conditions were assumed for those offenders to be diverted from prison under the diversion program:

- a) conviction of a non-violent crime (as defined):
- b) length of sentence (L.O.S.) of:  
(1) 3 years or less, or  
(2) 5 years or less; that is, two diversion programs will be calculated; and
- c) two or fewer previous felony convictions.

To determine the percentage of annual admissions who satisfy both conditions (a) and (b) figures from the Department of Corrections Annual Statistical Reports from fiscal year 1973-74 to fiscal

L.O.S.	NON-VIOLENT			VIOLENT			TOTAL
	≤ 3 years	> 3 years	category total	≤ 3 years	> 3 years	category total	
Average n	778	742	1520	232	930	1162	2682
Avg. % of category	51.2	44.8	100	19.9	80.1	100	
Avg. % of total							
Annual Admissions	29.0	27.7	56.7	8.6	34.7	43.3	100

L.O.S.	≤ 5 years			> 5 years			TOTAL
	≤ 5 years	> 5 years	category total	≤ 5 years	> 5 years	category total	
Average n	1129	391	1520	451	711	1162	2682
Avg. % of category	74.3	25.7	100	38.8	61.2	100	
Avg. % of total							
Annual Admissions	42.1	14.6	56.7	16.8	26.5	43.3	100

TABLE 5. Crime Categories and Lengths of Sentence of Annual Admissions: Unweighted Averages, Fiscal Years 1973-74 to 1975-76.

Source: Department of Corrections: 1973-74 and 1974-75 from Annual Statistical Reports; 1975-1976 and 1976-77 from forthcoming Bi-Annual Statistical Report via Research and Statistics staff.

year 1976-77 were examined. The four year averages are summarized in Table 5. The first column shows that 29.0% (for 3 years or less L.O.S.) and 42.1% (for 5 years or less L.O.S.) of annual admissions satisfy the first two conditions for diversion. In the absence of figures relating offender class to crime category, it will be assumed that 80% of those satisfying the first two conditions have two or fewer previous felony convictions. Thus the final percentage of annual admissions diverted under the programs is given as:

proportion non-violent x .80 = proportion diverted  
(L.O.S. 3 yrs.) .290 x .80 = .232  
(L.O.S. 5 yrs.) .421 x .80 = .337

To determine the percentage not diverted, but processed normally into the prison system, these figures are subtracted from 1.

1 - .232 = .768 x 100 = 76.8%  
1 - .337 = .663 x 100 = 66.3%

1982 Projected  
Population with  
Diversion Program

All components needed to project the 1982 prison population with two different diversion programs are available. The projected population is computed as:

(1.) 1977 actual population + [(2.) (admissions 1978-1982) x (3.) (1 - 1978-82 releases / 1978-82 admissions) x (4.) (% of offenders not div. x .01)] = (5.) 1982 projected population with diversion program

6740 + [(15092 x (1-.809) x (76.8 x .01)) / 2214] = 8954

for the L.O.S. ≤ 3 years diversion program, and

6740 + [(15092 x (1-.809) x (66.3 x .01)) / 1911] = 8651

for the L.O.S. ≤ 5 years

Basic  
Projections

Extrapolations to 1990  
The basic projection (without diversion programs) can be extended from 1982 to 1990 using the population-at-risk ratio methodology of Part A. This is given in Table 6.

(1) YEAR	(2) POPULATION- AT-RISK	(3) RATIO x	(4) PRISON POPULATION =
1977	534,112	.0126	6740 (actual)
1982	540,392	.0178	9619 (projected)
1990	467,739 (est.)	.0261	12208 (projected)

TABLE 6. Projected Prison Population from Estimated Population-At-Risk, 1977-1990

Diversion  
Program

Likewise the prison population with diversion programs can be extended from 1982 to 1990 using the population-at-risk ratio methodology with prison admissions. The equation is:

1982 prison population + [(admissions 1983-1990) x (1 - 1983-90 releases / 1983-90 admissions) x (% of offenders not div. x .01)] = 1990 projected population with diversion program

The components have been calculated as:

- 1) 1982 projected population (basic projection = 9619.
- 2) Sum of admission in 1983, 1984, ... 1990 = 27063.
- 3) Total Admissions - Change in population = Total Releases  
 $27063 - (12208 - 9619) = 24474$   
 $\text{Total Releases} \div \text{Total Admissions} = \text{Exit Rate}$   
 $24474 \div 27063 = .904$   
 $1 - \text{exit rate} = \text{retention rate}$   
 $1 - .904 = .096.$

- 4) assume that the percentage of offenders not diverted remains stable at 76.8% (for L.O.S.  $\leq 3$  years) and 66.3% (for L.O.S.  $\leq 5$  years).

5. 1990 projected population is calculated as

$$(1.) + [(2.) \times (1 - (3.) \times (4.) \times .01)] = (5.)$$

$$9619 + [27063 \times (1 - .904) \times (76.8 \times .01)] = 11607$$

for a diversion program with L.O.S.  $\leq 3$  years, and

$$9619 + [27063 \times (1 - .904) \times (66.3 \times .01)] = 11342$$

for a diversion program with L.O.S.  $\leq 5$  years.

### 3. Determinate Sentencing - Projection Methodology

In the past year Determinate Sentencing legislation has been introduced in eleven states and in the Congress. Four states, California, Maine, Indiana and Illinois, have actually instituted determinate sentencing, with the California and Maine laws going into effect last July and the Illinois law going into effect February 1, 1978.

Because the current determinate sentencing trend is so new, there is virtually no historical data on how the new laws will affect the actual time served and hence, prison populations over the short and long run.

Studies commissioned by states interested in determinate sentencing show that while the magnitudes vary, almost all indications lead to an increase in the state prison populations. A summary of findings from these studies appears below.

STATE	STATUS OF LEGISLATION <sup>(1)</sup>	PROJECTED PRISON POPULATION GROWTH <sup>(1)</sup> (1977-1982)
California	Law; July 1, 1977	+ 31%
Maine	Law; July 1, 1977	+ 25%
Indiana	Law; July 1 1977	- 45% to + 30%
Illinois	Law; February 1, 1978	no increase ranging to substantial increase
Arizona	Law; October 1978 (modified determinate sentencing law)	+ 15%
Colorado	Legislation vetoed, July, 1978	-
Ohio	Legislation pending	-
Minnesota	Legislation pending	-
Washington	Legislation passed in House not Senate	-
Wisconsin	No legislation pending	+ 34%
Massachusetts	No legislation pending	major increase

(1) Source: Corrections Magazine, September 1977

Given the increased activity in the area of sentencing reforms, LEAA commissioned a study in 1977 to determine what impact reform would have on state and federal correctional facilities. As part of this study (2) scenarios were developed and tested using computer simulation models.

Four states, California, Iowa, Massachusetts and South Carolina were analyzed in detail for the initial study.

The LEAA consultants were contacted and asked if the corrections system in any of the four states studied could be compared to Louisiana. South Carolina, given its historical approach to corrections and the current growth rate of its prison system, drew the closest parallel. The models developed for South Carolina indicate that determinate sentencing would increase the prison population 10% to 15% by 1982. If the 15% growth rate were applied to Louisiana the calculations for 1982 would be as follows:  $9619$  (1982 reference projection)  $\times 1.15 = 11,062$ .

While the determinate sentencing trend continues, the variety of legislation still remains quite broad. For example, the Illinois law provides good time credit of one day received for each good day served in prison. It also provides wide judicial discretion for "class X" felonies: prison terms range from 6 to 30 years<sup>(3)</sup>. Provisions vary from state to state, accordingly the impact on length of sentence will presumably also vary. The lack of historical data further hampers the exercise of projecting populations. Therefore the 15% projected figure reflects the current developing state of the art.

(2) Prison Population and Policy Choices, National Institute of Law Enforcement and Criminal Justice (1977)

(3) Criminal Justice Newsletter, January 16, 1978

6E  
TRACKS OF ACTIVITY  
TO DATE

ACTIVITIES OF THE PRISON SYSTEM STUDY COMMISSION

July, October, September 1977	Commission members tour Department of Corrections facilities
October 12, 1977	Full Commission meeting to review Phase 1 Report: Louisiana Prison System Overview
November 30, 1977	Full Commission meeting to review Phase 2 Report: Facilities Evaluation
December 20, 21, 1977	Executive Committee meets to discuss alternative future strategies for corrections in Louisiana
January 17, 1978	Executive Committee meets to review pre-draft of Phase 3 Report: Future Strategies
January 25, 1978	Full Commission meeting to review Phase 3 Report: Future Strategies
February 23, 1978	Executive Committee meets to review pre-draft of Phase 4 Report: Summary Recommendations
March 21, 1978	Full Commission meeting to review Phase 4 Report: Summary Recommendations
March 21, 1978	Executive Committee meets to discuss preparation of the Final Report
April 5, 1978	Executive Committee meets to review pre-draft of Final Report: Executive Summary and Final Report.
April 13, 1978	Full Commission meeting to review Final Report: Executive Summary.

LOUISIANA PRISON SYSTEM STUDY:  
PROGRESS TO DATE

TRACKS OF CONSULTANT ACTIVITY TO DATE	PRODUCT	DATE
KNOWLEDGE BASE <ul style="list-style-type: none"><li>. Review of all historical data</li><li>. Field visit interivews with key DOC and institutional pesonnel</li><li>. Site visits to DOC facilities</li><li>. Analysis of 31,000 DOC com-puter field records</li></ul>	Phases 1, 2, 3 Reports	September - to January 1978
CORRECTIONS SYSTEM <ul style="list-style-type: none"><li>. Chronology of major events</li><li>. Existing system performance and resources</li><li>. Compliance with Judge West Court Order</li></ul>	Phase 1 Report and presentation to full Commission	October 12, 1977
HEALTH <ul style="list-style-type: none"><li>. Compilation of medical standards and criteria for correctional facilities</li></ul>	Phase 2 Report and presentation to full Commission	November 30, 1977
CONSTITUTIONAL <ul style="list-style-type: none"><li>. Review of judicial decisions on corrections in other jurisdictions</li></ul>		
FACILITIES <ul style="list-style-type: none"><li>. Inventory of existing and planned institutions</li><li>. Design Criteria and compliance</li></ul>		
CLASSIFICATION <ul style="list-style-type: none"><li>. New Perceptions</li><li>. Uniform procedures</li><li>. Relationship to system</li><li>. Workshop with institutional and ARDC personnel</li></ul>	In-house report on classification	December 6, 7, 1977

LOUISIANA PRISON SYSTEM STUDY:  
PROGRESS TO DATE  
(continued)

<u>TRACKS OF CONSULTANT ACTIVITY TO DATE</u>	<u>PRODUCT</u>	<u>DATE</u>
OTHER CORRECTIONAL SYSTEMS		
. Interviews with correctional administrators	Series of internal reports	November - to Present
. Field visits to other states to learn about their master plan process		
. Organizational structure and operations		
FUTURE STRATEGIES		
. Alternatives for corrections	1. Roundtable discussion with Executive Committee	December 20, 21, 1977 and January 17, 1978
. Costs of Implementation	2. Phase 3 Report and presentation to full Commission	January 25, 1978
. Implementation Issues		
SUMMARY RECOMMENDATIONS		
. Institute three pilot programs	1. Presentation of pre-draft report to Executive Committee	February 23, 1978
. Expand DOC resources		
. Broaden the mandate of the Commission	2. Phase 4 Report and presentation to full Commission	March 21, 1978

6F  
MINUTES  
OF MEETINGS



LOUISIANA PRISON SYSTEM STUDY:  
PROGRESS TO DATE  
(continued)

<u>TRACKS OF CONSULTANT ACTIVITY TO DATE</u>	<u>PRODUCT</u>	<u>DATE</u>
FINAL REPORT . Issue two reports:		
1. A Final Report: Executive summary for distribution to all Legislators	1. Presentation of pre-draft of Final Report: Executive Summary and Final Report, to Executive Committee	April 5, 1978
2. A Final Report to be distributed upon request	2. Final Report: Executive Summary and presentation to full Commission	April 13, 1978
	3. Final Report and presentation to full Commission	May 1978

## The Ehrenkrantz Group

### LOUISIANA PRISON SYSTEM STUDY: FIELD VISIT MINUTES Project No : 17716

DATE: October 12, 1977

TIME: 1:00 pm - 4:00 pm

LOCATION: Louisiana State Capitol Building

PEOPLE PRESENT: Sidney Barthelemy,  
Senator and Chairman  
Ron Faucheux,  
Representative  
Manual Fernandez,  
Representative  
Dennis Herbert,  
Representative  
Loy Weaver,  
Representative  
Emmitt J. Douglas,  
President, Louisiana NAACP  
Reverend James Stovall,  
Director, Louisiana Inter-Church Conference  
Robert Miller,  
Commission on Probation, Parole & Rehabilitation  
C. Paul Phelps,  
Secretary, Department of Corrections  
Nina Sulzer  
Mike Zisser, MBC  
Peter Tattersall, Project Coordinator  
Donald Goff,  
Correction Specialist  
Ken Ricci,  
The Ehrenkrantz Group  
Curtiss J. Pulitzer  
The Ehrenkrantz Group  
Members of the Press and Spectators

TOPIC OF DISCUSSION: Presentation of the Phase 1 Report to the Prison System Study Commission members. This phase was to document, to date, the findings of the consulting team, and to express a perception of the problem areas to be studied in the next phase.

Prior to the presentation, each commission member received a copy of the Phase 1 Executive Summary. A copy of the Phase 1 Background Material was available upon request.

**LOUISIANA PRISON SYSTEM STUDY:  
FIELD VISIT MINUTES  
Project No: 17716  
Page two**

**TOPIC OF  
DISCUSSION (Con't.)**

Mr. Ricci orally presented the report following the format of the Executive Summary and aided by illustration boards emphasizing the key points.

The presentation was divided into four parts:

- . a 45-minute presentation of findings
- . 60 minutes of questions by commission members
- . a 20-minute presentation of problem perception
- . 20 minutes of follow-up questions by commission members.

Reaction to the presentation was mixed. Several of the commission members, in particular Representatives Weaver and Hernandez, expressed their concern that certain issues had not yet been addressed. Issues raised by the Commission members included:

- . A facilities evaluation, with particular emphasis placed on newly constructed and proposed facilities. The findings of this evaluation will be presented to the commission in late November.
- . An evaluation of correctional facilities in terms of retrofitting these facilities into a future correctional system.
- . Determining alternatives to corrections and alternatives to future construction of new facilities.
- . Determining what effect mandatory and minimum sentences will have on corrections.
- . Determining the impact on corrections of new legislation, such as the revised good time laws.
- . Analyzing the impact on corrections of multiple vs. first offenders.
- . Analyzing the impact of pay scales in terms of hiring and keeping qualified personnel within the Department of Corrections.
- . Analyzing the criminal justice system in terms of the number of commitments to local and state corrections and to local and state probation agencies.

**LOUISIANA PRISON SYSTEM STUDY:  
FIELD VISIT MINUTES  
Project No: 17716  
Page three**

**TOPIC OF  
DISCUSSION (Con't.)**

- . Analyzing the ratio of blacks to whites in the prison system and comparing the Louisiana phenomenon to other states.
- . Analyzing the relationship between the crime rate and the incarceration rate.
- . Comparing the large expenditures for capital construction in Louisiana to other similar states.
- . Determining the impact recidivism has on corrections.

**FUTURE ACTIVITIES:**

Activities to be developed in the next phase of the study are as follows:

Inventory

Revise current data presented in this project based on feedback.

Continue data collection in critical areas:

1. Population
2. Management/Operations
3. Facilities
4. Training
5. Classification
6. Health Services
7. Constitutional Rights
8. Knowledge Base.

Continue interviews with wide spectrum of participants.

Refine data collected and fill gaps.

Evaluation

Presentation of major evaluation of facilities in planning and under construction, as per Concurrent Resolution, will take place shortly,

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## LOUISIANA PRISON SYSTEM STUDY: FIELD VISIT MINUTES Project No: 17716

Page four

### TOPIC OF DISCUSSION (Con't.)

#### Problem Definition

The dynamic environment in which corrections takes place calls for an examination of problems from different points of view, as follows:

1. Define problems in the issue areas from an internal (that is, Dept. of Corrections) viewpoint.
2. Define problems in the issue areas from viewpoints within the larger social system.

mc

#### DISTRIBUTION:

Sidney Barthelemy  
Peter Tattersall  
Michael Zisser  
Donald Goff  
Frank Merchan

# The Ehrenkrantz Group

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## LOUISIANA PRISON SYSTEM STUDY: FIELD VISIT MINUTES Project No: 17716

DATE: December 8, 1977

TIME: 2:00pm - 5:30pm

LOCATION: Governor's Press Conference Room, Baton Rouge

ATTENDING: Senator Sidney Barthelemy, Chairman  
Senator Edwards Barham  
Representative Ronald Faucheux  
Representative Dennis Herbert  
Mr. C. Paul Phelps  
Reverend James Stovall  
Ms. Nina Sulzer  
Senator Joseph Tiemann  
Representative Loy Weaver  
Peter Tattersall, Project Coordinator  
Ken Ricci, TEG  
Curtiss Pulitzer, TEG  
Donald Goff, Corrections Consultant  
Observers and Members of the Press

DISCUSSION FORMAT: A roundtable discussion in which major issues were presented by Mr. Ricci and discussed in an interchange of ideas and questions between the consultants and the Prison System Study Commission members.

#### KEY POINTS:

#### ACTIONS TO MEET CRITERIA

- . There was a consensus of opinion that a 500-man facility was the optimal unit size for a correctional facility. Mr. Phelps stated that all DOC facilities were in the 500-700 bed range and that the Main Prison at LSP was in effect three separate, though interconnected units, with a total capacity of 1664 beds. Mr. Phelps continued by stating that if he were given sufficient operating funds each 500-man unit at LSP would have its own warden and administrative staff.
- . A difference of opinion developed on the issue of single cells versus dormitories. Though it was demonstrated that operating costs were higher in a dormitory configuration, Mr. Phelps disputed this fact. The commission members requested more concrete data in terms of staff savings.

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LOUISIANA PRISON SYSTEM STUDY:  
Field Visit Minutes  
Project No: 17716  
8 December 1977  
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- . The commission resolved that single cells should not be built at the Claiborne Parish Prison because of exigencies of time. Several side issues dealing with the unique character of Claiborne as a "special" institution and the political realities of building single cells instead of dormitories, might have influenced commission-member thinking on this point.
- . C. Paul Phelps suggested that the main prison at LSP might be a better choice for building single cells as it could act as a control for purposes of comparing operating costs within the same institution.
- . The commission resolved that single cells should be considered for all future construction provided the cost savings in personnel could be verified.
- . The commission resolved that the no-light situation existing within the "air-lock" cells be solved administratively, and that in future construction, isolation cells be provided with natural light.
- . The commission resolved that adequate medical facilities existed in all facilities based on Department of corrections criteria and on the programs and access to medical care at the institutions in question.
- . The remaining issues were not reviewed as they were of second priority.

## FUTURE FACILITIES ISSUES

- . The commission resolved to develop a set of future facilities design criteria that will operate on 3 levels:
  - Base line criteria to meet health, fire, and safety codes while representing a reasonable approach to corrections.
  - Criteria to meet the long range correctional strategies developed by the Commission.
  - Criteria that can function with a mechanism that allows for up-dating over time.

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- . A discussion followed on the high cost of corrections. Mr. Phelps stressed that the answer lies in the goals set for corrections. There have to be cheaper and more efficient ways of providing safety to the public.

The failure of the Probation system was cited by Mr. Phelps. Reasons for failure included poor supervision of probationers and ignorance on the part of judges in understanding what a probation sentence entailed. Alternatives to the present system were suggested by several commission members.

Senator Barham asked for a system of tight control and supervision within the framework of restitution to the victim.

Ms. Sulzer suggested that a small well-staffed non-correctional system be created for eligible offenders on an experimental basis. This program could be expanded if successful.

- . The meeting closed with Mr. Ricci outlining future activities to be presented at the next commission meeting in February.

KR:mc

Distribution: Ken Ricci  
Sidney Barthelemy  
Peter Tattersall  
Mike Zisser  
Donald Goff

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The Ehrenkrantz Group, P.C.  
Architects and Planners  
19 West 44th Street  
New York, New York 10036  
212 730 1950

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Ezra D. Ehrenkrantz, FAIA  
Carl Meinhardt, AIA  
Peter Kastl, AIA  
Frederick Rehkopf, AIA

John Jansson, AIA  
William Meyer, AIA  
Thomas Ragland, AIA  
Kenneth Ricci, AIA  
Stephen Weinstein, AIA

## MINUTES OF MEETING

DATE: January 26, 1978

TIME: 10:00 AM - 2:45 PM

LOCATION: Governor's Press Conference Room  
State Capital Building, Baton Rouge

ATTENDING: Senator Sidney Barthelemy, Chairman  
Emmitt Douglas  
Representative Dennis Herbert  
C. Paul Phelps  
Reverend Stovall  
Nina Sulzer  
Senator Joseph Tiemann  
Representative Loy Weaver  
Mike Baer, Assistant Executive Counsel  
Peter Tattersall, Project Coordinator  
Donald Goff  
Ken Ricci  
Mike Zisser  
Curtiss Pulitzer  
Observers and members of the Press

PROJECT: Louisiana Prison System Study

PROJECT NO. 17716- 1.30

TOPIC OF  
DISCUSSION: Presentation of Phase 4: Future Strategies  
to the Louisiana Prison System Study Commission

Prior to the Phase 4 presentation, Mike Baer a representative from the Governor's Office, presented the most recent developments regarding the proposed state prison in Washington Parish:

- . The facility is to house a total of 1000 men; 500 men in a medium security facility and 500 men in a regional parish jail. Common services will be shared.

# The Ehrenkrantz Group

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- . The prison will create 500 positions helping to fill the gap left by the closing of a major paper mill in the parish.
- . Legislative action will be needed this session and a bond issue passed to keep within the proposed time frame of groundbreaking occurring in early 1979.

Following the presentation, the commission members posed several questions to Mr. Baer regarding the operation of the proposed prison. Mr. Garris, of the State LEAA office stated that five experts under contract to LEAA, would be coming to Louisiana to help prepare the application for \$500,000 in LEAA funds for planning and architectural fees.

The commission members were first presented with a project overview, tracking Prison System Study activities to date and through the next phase. A group discussion of the five strategies for corrections followed the progress report:

## FIVE STRATEGIES

### 1. Continuation of Current Practices

This strategy retains the existing Departmental structure and practices. It seeks no substantial change within the Department of Corrections or in its relationships to other parts of the Criminal Justice System.

### 2. Continuum of Corrections

This strategy provides for a full range of correctional facility types from maximum security to community based pre-release.

### 3. Parish Emphasis System

The strategy proposes that state and local jurisdictions share the responsibility for the operation of corrections through a state-subsidized program.

### 4. Alternatives to Incarceration

This strategy provides for the full utilization of alternatives to confinement for eligible offenders in state and local systems.

# The Ehrenkrantz Group

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## 5. Curtail Construction

This strategy sets a ceiling on future construction of state correctional facilities relying instead on planned alternatives within the criminal justice system to handle the inflow of offenders.

Key comments by those in attendance follow:

- . In a continuum of corrections strategy, re-classification of the inmate population must be based on behavior and not by type of crime committed.
- . In an alternatives to incarceration strategy, a tightly controlled demonstration project could be created with clearly defined goals against which to measure results.
- . A parish emphasis system is in reality a parish participation system. In such a system jobs are needed. In addition, federal funds may be available for the renovation and expansion of existing parish jails if they were to be used to house former state inmates.

At the conclusion of the discussion a consensus of opinion was reached to pursue further strategies two, three and four. The continuation of current practices and curtail construction strategy were dropped from further consideration.

March 8th was tentatively set as the next full commission meeting. At that time, Legislative actions and implementation issues will be discussed.

The meeting closed with a commendation to the consultants regarding the quality of work being produced and for keeping to schedule as planned.

If these minutes do not concur with your understanding of the meeting, please notify our office within 7 days of receipt of these minutes.

mc

# The Ehrenkrantz Group

The Ehrenkrantz Group, P.C.  
Architects and Planners  
19 West 44th Street  
New York, New York 10036  
212 730 1950

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Ezra D. Ehrenkrantz, FAIA  
Carl Meinhardt, AIA  
Peter Kastl, AIA  
Frederick Rehkopf, AIA

John Jansson, AIA  
William Meyer, AIA  
Thomas Ragland, AIA  
Kenneth Ricci, AIA  
Stephen Weinstein, AIA

## MINUTES OF MEETING

DATE: March 21, 1978

TIME: 1:00PM

LOCATION: GOVERNOR'S PRESS CONFERENCE ROOM

ATTENDING: Senator Sidney Barthelemy, Chairman  
Emmit Douglas  
Representative Ronald Faucheux  
Representative Dennis Hebert  
C. Paul Phelps  
Reverend James Stovall  
Nina Sulzer  
Senator Joseph Tiemann  
Peter Tattersall, Project Coordinator  
Ben Garris, Louisiana Commission on Law Enforcement  
Russel J. Henderson, State Director, Intl. Halfway House Assoc.  
Donald Goff  
Curtiss Pulitzer  
Kenneth Ricci  
Michael Zisser

PROJECT: Louisiana Prison System Study

TEG PROJECT NO.: 17716 - 1.30

Topic of Discussion: Phase 4 Summary Recommendations

Discussion of Phase 3 Conclusions: A short summary of the major findings and conclusions reached at the end of Phase 3 preceded the discussion of the Phase 4 report. Key conclusions were as follows:

- . The prison population is projected to reach 9600 by 1982, exceeding the present planned capacity of 8500 beds

# The Ehrenkrantz Group

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- . A continuation of current practices would result in a 75% increase in operating costs (reflected in 1978 dollars) and appropriations of \$51 million in capital construction.
- . Three out of five future strategies for corrections were selected as being the most promising. These were:
  1. Continuum of Corrections
  2. Parish Participation System
  3. Alternatives to Incarceration

## Phase 4 Recommendations: Strategy Related Issues

The consultant recommended that three alternative corrections pilot programs be implemented in Fiscal Year 1978-79. The three pilot programs correspond to the three strategies listed above. The scale of each program would be small, with no more than 100-150 participants in a particular program. In addition, an expansion of Department of Corrections resources in the areas of planning, training, and community relations would be needed to support the successful implementation of the three pilot programs.

The total request for appropriations from the Legislature to implement the above programs is \$709,250.

## Resolution:

After a brief question and answer period, the Prison System Study Commission voted seven to one in favor of implementing the three pilot programs and expanding the DOC resources.

## Phase 4 Recommendations: General Issues

In addition to the Strategy related issues, several recommendations were presented to the Commission regarding the future of the Prison System Commission itself, and preventive actions intended to alleviate worsening system wide condition and dilution of the alternative strategies objectives.

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## Resolution

The Prison System Study Commission unanimously (with one abstention) in favor of accepting the following Legislative resolutions, with number 2 amended as noted below:

1. The life of the Prison System Study System commission should be extended.
2. Requests for construction funds for correctional facilities shall be reviewed and evaluated by the Prison System Study Commission before being submitted to the appropriate committees.

In addition to the Legislative resolutions, the Commission will review existing and proposed legislation that affect corrections in the State of Louisiana.

## Next Commission Meeting

The final Commission meeting will take place in one month's time. The consultant will at that time present to the Commission for its comments the final Report to the Legislature.

If these minutes do not concur with your understanding of the meeting, please notify our office within seven days of receipt of these minutes.

CC: Senator Sidney Barthelemy  
All Commission Members  
Peter Tattersall  
Donald Goff  
Mike Zisser  
Ken Ricci  
Curtiss Pulitzer

# The Ehrenkrantz Group

The Ehrenkrantz Group, P.C.  
Architects and Planners  
19 West 44th Street  
New York, New York 10036  
212 730 1950

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Ezra D. Ehrenkrantz, FAIA  
Carl Meinhardt, AIA  
Peter Kastl, AIA  
Frederick Rehkopf, AIA

John P. Jansson, AIA  
William T. Meyer, AIA  
Tom R. Ragland, AIA  
Kenneth Ricci, AIA  
Stephen Weinstein, AIA

## MINUTES OF MEETING

DATE: April 13, 1978

TIME: 10:00 AM

LOCATION: Governor's Press Conference Room  
Baton Rouge, Louisiana

TOPIC OF  
DISCUSSION: Louisiana Prison System Study  
Final Report: Executive Summary

ATTENDING: Sidney Barthelemy, Chairman  
Representative Manuel Fernandez  
Representative Ron Faucheux  
Representative Dennis Hebert  
Mr. C. Paul Phelps  
Ms. Nina Sulzer  
Senator Joseph Tiemann  
Peter Tattersall, Project Coordinator  
Ken Ricci  
Curtiss Pulitzer

PROJECT: Louisiana Prison System Study

PROJECT NO.: 17716 - 00

### I. Review of Final Report: Executive Summary

The Executive Summary was distributed for review to all attending Commission Members.

The major points raised by the Commission Members were as follows:

1. Assumption made in the offender profile analysis should be explained within the text.

# The Ehrenkrantz Group

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## MINUTES OF MEETING

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2. A note shall be added at the beginning of the report acknowledging that other corrections legislation being submitted during the 1978 Legislative Session have not been reviewed by the Prison System Study Commission.
3. A note shall be added at the front of the report stating that the Final Report will be made available upon request from Peter Tattersall, Project Coordinator.

The commission members agreed that the Executive Summary would assist legislators in understanding the Prison System Study Commission's findings and recommendations. Chairman Barthelemy commented that for the first time legislators will have a reference document that provides both fiscal and analytical answers in support of proposed corrections appropriations.

Representative Ron Faucheux introduced a motion to note in the Executive Summary report text his dissent with the findings and recommendations of the Commission. His motion was voted down.

The meeting concluded with a discussion of the appropriations request being introduced in the current session of the Legislature. It was agreed upon that the best approach would be to request the Governor's office to attach the \$658,950 appropriations request as a line item in the general state budget. Mr. Tattersall mentioned that Camille Gravel, counsel to the Governor, had already agreed with this tactic. The executive committee will be meeting with the Governor on April 19th to discuss this matter and request his endorsement of the Commission's recommendations.

If these minutes do not concur with your understanding of the meeting, please notify our office within 7 days of receipt of these minutes.

mc



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