

LOUISIANA DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONS



MASTER PLAN

Where We Are-Where We're Going:
A Report to the State

August 2003

**Louisiana Department of Public Safety and Corrections
Corrections Services**

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MISSION STATEMENT

The mission of Corrections Services is to provide for custody, control, care, and treatment of adjudicated offenders through enforcement of laws and management of programs designed to insure the safety of the public, staff, and inmates and reintegrate offenders into society.

GOALS AND PRIORITIES:

Public Safety

Maximize public safety through appropriate and effective correctional custodial programs, supervisory services, and community corrections partnerships.

Staff and Inmate Safety

Provide for the safety of correctional staff and inmates by maintaining an organized and disciplined system of operations that promotes stability in our institutional and field operations.

Provision of Basic Services

Provide appropriate services for victims of crimes committed by those offenders in our custody or under our supervision; and

Insure that basic services relating to adequate food, clothing, health care, and shelter are provided to the inmate population.

Opportunity for Change

Provide an environment which enables positive behavior change by making or identifying educational and rehabilitative opportunities available within the unit or the community for inmates and persons under supervision who demonstrate motivation for change and the desire to participate in such programs; and

Enhance public safety and crime prevention by increasing the ability of offenders to live lawfully in the community.

Opportunity for Making Amends

Provide opportunities for making restitution and participating in community restorative initiatives as a mechanism to compensate individuals and communities harmed by crime.

AGENCY OVERVIEW

The **Department of Public Safety and Corrections** is comprised of two major areas: Public Safety Services and Corrections Services. The Secretary, who is appointed by the Governor, serves as the Department's chief executive officer. The Corrections Services Deputy Secretary, Undersecretary, and Assistant Secretaries for the Office of Adult Services and the Office of Youth Development report directly to the Secretary.

Headquarters Administration is comprised of centralized Divisions that support the management and operations of the adult and juvenile institutions, adult and juvenile probation and parole district offices, and all other services provided by the Department.

Office of the Secretary

The **Secretary** is responsible for the functioning and control of all programs within the Department. He formulates rules and regulations and determines policy regarding management, personnel, and total operations. He leads and supports staff, who are charged with carrying out the work of the agency.

As part of the Secretary's Office, the **Deputy Secretary** is responsible for special duties and functions as assigned by the Secretary. Primary among them are oversight of the Children's Initiative, coordination and management of the Department's Critical Incident Stress Management response, and support and facilitation of the Risk Review Panel process.

Other executive staff carry out long and short-term projects. The Legal Services Division represents and defends the Department in litigation, including Civil Service matters. The Crime Victims Services Bureau coordinates the Department's response to crime victims, including the process of registration and notification and support of a Restorative Justice initiative.

Office of Management and Finance

Under the authority of the **Undersecretary**, the **Office of Management and Finance** provides management support to all units in activities involving fiscal matters and grant management, information services, food services, maintenance and construction, performance audit, training, procurement and contractual review, human resources, and the Prison Enterprises Division. The Undersecretary serves as Chief of Staff for Headquarters operations.

Office of Adult Services

Under the direction of an **Assistant Secretary**, the **Office of Adult Services** (OAS) provides administrative oversight of and support for the operational programs of the adult institutions and provides technical assistance to local jail facilities. The Assistant Secretary leads and directs the Department's operational audit teams, which conduct audits of all adult and juvenile institutions, non-secure contract facilities, and community work release centers and assist all units with matters relative to the maintenance of American Correctional Association (ACA) accreditation. OAS staff support the Administrative Remedy Procedure and disciplinary appeal processes, screen and recommend inmates for participation in work release, and maintain central office ACA accreditation. There are eleven adult institutions under the broad authority of the Assistant Secretary, including two operated under contractual agreements with private management corporations.

<u>CLASS</u>	<u>ADULT INSTITUTIONS</u>	<u>OPERATIONAL CAPACITY</u>	<u>LOCATION</u>
1A	Louisiana State Penitentiary	5108	Angola
1B	Louisiana Correctional Institute for Women	900	St. Gabriel
1C	Elayn Hunt Correctional Center	2145	St. Gabriel
1C	David Wade Correctional Center	1740	Homer
2A	Dixon Correctional Institute	1410	Jackson
2B	Avoyelles Correctional Center	1538	Cottonport
2B	Allen Correctional Center*	1538	Kinder
2B	Winn Correctional Center*	1538	Winnfield
2B	Washington Correctional Institute	1132	Angie
3A	C. Paul Phelps Correctional Center	860	DeQuincy
4A	Levy Dabadie Correctional Center	500	Pineville

*Privately operated facility

Office of Youth Development

Under the direction of an **Assistant Secretary**, the **Office of Youth Development** (OYD) has policy oversight and support responsibilities for state programs for youth who are adjudicated delinquent and many youth and their families ruled in need of services by courts of juvenile jurisdiction. OYD staff also support the Administrative Remedy Procedure and disciplinary appeal processes for juveniles and perform quality assurance activities for the juvenile institutions.

<u>JUVENILE INSTITUTIONS</u>	<u>OPERATIONAL CAPACITY</u>	<u>LOCATION</u>
Bridge City Correctional Center for Youth	180	Bridge City
Jetson Correctional Center for Youth	560	Baker
Swanson Correctional Center for Youth-Monroe	354	Monroe
Swanson Correctional Center for Youth-Madison	225	Tallulah

Additionally, the Division of Youth Services (DYS) provides probation and parole supervision and coordinates both residential and non-residential treatment services for delinquent youth and for status offenders and their families. DYS has offices located in Alexandria, Baton Rouge, Harvey, Hammond, Lafayette, Lake Charles, Monroe, Natchitoches, New Orleans, Opelousas, Shreveport, Tallulah, and Thibodaux. As of May 30, 2003, there were 6476 youth under supervision – 5630 as adjudicated delinquents and 846 as FINS (Families in Need of Services).

Division of Probation and Parole-Adult

The Division of Probation and Parole-Adult, comprised of twenty-one district offices throughout the state and a Headquarters Office in Baton Rouge, functions as a community services division. Officers of the division supervise adult offenders who are released to the community on probation, parole, diminution of sentence, or medical furlough. They supervise inmates in ten community rehabilitation centers (CRCs) and the intensive parole cases from institutional IMPACT (Intensive Motivational Program of Alternative Correctional Treatment). Officers in the division provide investigative services to decision-makers in the criminal justice system, including judges, the Parole and Pardon Boards, and the Governor's Office. They oversee collection of various criminal justice fees, supervision fees, and victim restitution.

District offices are located in Alexandria, Amite, Baton Rouge, Chalmette, Clinton, Covington, Harvey, Lafayette, Lake Charles, Leesville, Minden, Monroe, Natchitoches, New Iberia, New Orleans-West, New Orleans-East, Port Allen, Shreveport, Tallulah, Thibodaux, and Ville Platte. During FY 2002-03, officers supervised collection of more than \$20,752,527. As of July 1, 2003, officers of the division were supervising 59,167 offenders.

Prison Enterprises Division

The Prison Enterprises Division (PE) helps to reduce the overall cost of prison operations and the operating costs of other state agencies, local government entities, and other tax-supported institutions—primarily by operating self-supported industrial and agricultural businesses that employ inmates in meaningful jobs, teach them marketable skills and good work habits, and provide quality, cost-effective products and services. PE pays incentive wages for all inmates who are eligible.

Farming operations include row crops and garden vegetables, range herds, a swinery, food processing, a feed mill, land leveling, hay production, and forestry.

Industrial operations include the manufacture of license plates, mattresses, mops, brooms, chemicals, garments, and office chairs; a print shop; silkscreen operations; a plastic sign shop; metal fabrication; embroidery and furniture refurbishing; and janitorial services for other agencies.

Board of Pardons

The five members of the **Board of Pardons** are appointed by the Governor. The board meets on regularly scheduled, publicly announced dates to consider applications for pardon, sentence commutation, and restoration of rights and privileges of citizenship. All of the board's recommendations for clemency are forwarded to the Governor for final action.

Board of Parole

The seven members of the **Board of Parole** are appointed by the Governor. Board members function in three-person panels to grant or deny parole to inmates who are eligible for parole, set behavioral conditions for inmates released to parole by action of the board or by diminution of sentence, and hold hearings for inmates facing revocation for violating conditions of their release from incarceration.

I. DEPARTMENT-WIDE INITIATIVES

A. American Correctional Association Accreditation

The American Correctional Association (ACA) is a national, non-profit organization of correctional professionals and practitioners, which has developed rigorous operational standards for prisons and other correctional operations. Accreditation is a recognized credential identifying an entity as stable, safe, and constitutional.

The Louisiana Department of Public Safety and Corrections, Corrections Services, is one of only three fully ACA accredited systems in the United States. ACA accreditation forms the foundation of the Department's operations and is a continuing catalyst for productive change. It played a major role in the gradual dismissal of state and local correctional facilities and the secure juvenile institutions from federal consent decree between April 1, 1997, and September 7, 2000. The related emphasis on safety issues has resulted in reduced accident rates and significant savings in insurance premiums.

Accreditation involves an initial audit during which a unit is measured according to sets of mandatory and non-mandatory standards. To be recommended for accreditation, a unit must be found in compliance with 100% of the mandatory standards and a minimum of 90% of the non-mandatory standards. The number of applicable standards varies according to the type of unit, its specialized services and programs, and other factors. A team of ACA auditors inspects the site and, depending on findings, makes its recommendation for accreditation at a hearing before a panel of accreditation commissioners, who hold final approval. Reaccreditation audits and the panel hearing process are repeated at three-year intervals.

Accredited units and their initial accreditation dates:

- Winn Correctional Center, June 1991
- David Wade Correctional Center, August 1992 *
- Avoyelles Correctional Center, December 1992
- Work Training Facility/North, December 1992
- Allen Correctional Center, January 1993
- Louisiana Correctional Institute for Women, August 1993
- Elayn Hunt Correctional Center, August 1993
- Dixon Correctional Institute, August 1993
- Work Training Facility/South, August 1993 (facility closed in June 1995)
- Washington Correctional Institute, August 1993
- C. Paul Phelps Correctional Center, January 1994
- Division of Probation and Parole-Adult, January 1994
- Louisiana State Penitentiary, January 1994
- Jetson Correctional Center for Youth, June 1994 **
- Bridge City Correctional Center for Youth, June 1994 **
- Swanson Correctional Center for Youth-Monroe, June 1994 **

- Elayn Hunt Correctional Center's Intensive Motivational Program of Alternative Correctional Treatment (IMPACT) program, August 1994 (subsequently re-accredited as part of Elayn Hunt Correctional Center)
- Division of Youth Services, August 1995
- Tallulah Correctional Center for Youth, January 1996 [reorganized under management of the state in December 1999 and renamed the Swanson Correctional Center for Youth-Madison and accredited in January 2002]
- Prison Enterprises Division, October 1998 ***
- Headquarters/Administration, January 1999
- The David C. Knapps Correctional Officer Training Academy at the Louisiana State Penitentiary, passed a stand-alone audit and received accreditation in January 2002
- Forcht-Wade Correctional Center's IMPACT program, May 2003

* In January 2001, David Wade Correctional Center's Medical Program was the first unit in the nation to be accredited under ACA's newly instituted Performance-Based Medical Standards.

** In May 2003, these units became the first juvenile institutions in the nation to successfully complete an accreditation audit based on ACA's Performance Based Medical Standards.

*** In August 2001, Prison Enterprises became the first correctional industry program in the nation to be certified under the ACA's Performance Based Standards for Correctional Industries.

All units of the Department have earned and maintained ACA accreditation. Since 2001, as re-accreditation audit dates occur, contracts require institutions to meet new, performance-based medical standards. Since David Wade Correctional Center's medical program was awarded accreditation according to performance-based standards in January 2001, the medical programs of Elayn Hunt Correctional Center (EHCC), Louisiana State Penitentiary, C. Paul Phelps Correctional Center, Bridge City Correctional Center for Youth, Jetson Correctional Center for Youth, and Swanson Correctional Center for Youth-Monroe have also been favorably recommended under performance-based standards.

All privately owned contract work release facilities for adults have been accredited. All 39 juvenile community residential centers and day-treatment programs that are eligible and required by Department of Public Safety and Corrections contract to participate in the accreditation process have been successfully accredited.

To support the accreditation process, multi-disciplinary teams from adult and juvenile operations participate in scheduled audits of adult and juvenile institutions, non-secure contract facilities, and work release centers. Teams within the Division of Probation and Parole-Adult and the Division of Youth Services conduct program audits in the districts. This practice serves as both a quality assurance mechanism and a means of creating a broad perspective and shared awareness of the scope and complexity of the larger system.

The Department will continue to utilize accreditation as a gauge of competency, professionalism, and integrity. Since the process was initiated in the early 1990s, standards have been internalized. Staff are better, more uniformly trained, and there is greater operational consistency.

When ACA introduced a professional credentialing process for correctional practitioners, the Secretary encouraged agency staff to take advantage of the possibility and make the commitment required to complete the rigorous preparation process to earn the designation "Certified Corrections Professional." Two Louisiana Wardens became the first in the nation to earn the designation of Certified Corrections Executives, and EHCC has the largest number of Certified Corrections Professionals of any one institution in the United States. Based on figures released by ACA, the Department had 170 certified employees at the end of April 2003.

ACA offers the process to provide a national, voluntary method by which individuals can gain recognition as qualified corrections practitioners in one of four categories: Executive, Manager, Supervisor, or Corrections Officer. Like the accreditation process, professional certification carries a three-year recertification requirement.

B. Probation and Parole Revocation Center

During 2002, more than 4,000 offenders under probation or parole supervision were revoked and sent to prison for technical violations—i.e., violations other than new felony arrests or convictions. Following revocation, they went to prison, on average, for 18-22 months. Substantial savings are possible without compromising public safety if some of these violators could be diverted to a short-term program (60-90 days), then returned to community supervision following its satisfactory completion.

In an effort to reduce the increasing costs of incarcerating adult offenders while continuing to provide safety for the community, the Division is taking steps to develop a residential Probation and Parole Revocation Center, which will be implemented at a single pilot site in the fall of 2003. The center will have 200 beds available and will divert approximately 800 offenders annually by the end of its third year of operation. That number will include 200-300 technical parole violators and the remainder, probation violators.

The program is being developed to meet three goals: 1) create savings for the state by reducing the cost of incarcerating technical probation and parole violators; 2) provide a safe alternative to further incarceration for those eligible to participate in the program; and 3) address the rehabilitation needs of offenders by providing intensive substance abuse treatment, moral recognition therapy, anger management, and other suitable programs.

The Revocation Center is being developed with the keen awareness that it would not be suitable for all technical violators. At one end, program developers wish to avoid "widening the net;" the center must serve as an alternative to revocation, not an alternative to other supervisory enhancements. On the other hand, the center would not

be suitable for violators with an offender class of third or above, sex offenders, persons sentenced for crimes of violence, persons with a history of violence, or someone with additional, unresolved felony charges.

C. Corrections Organized for Re-entry: CORE

- The Challenge

For more than twenty years, Louisiana's incarceration rate has been among the highest in the nation. For the last three years, it has been the highest: in 1999, when the national average was 468/100,000 population, Louisiana reached 763; in 2000, the state rate rose to 793 (over the national average of 481); and figures for 2001 indicate a state rate of 795 and a national average of 472. In January 1996, there were 25,000 state prison inmates; in January 2003, the number was 35,600.

Decision-makers usually examine numbers like this in terms of fiscal impact. The increasing number of persons incarcerated in Louisiana and nationwide is beginning to have another impact, however, and it too demands attention. Because most incarcerated persons are eventually released from prison (in Louisiana, the estimate is 90 percent; nationally, 95 percent), it should not be surprising that larger numbers are beginning to leave prison to return to the communities they lived in before going to prison.

Based on justice system policies of the last twenty years, the returnees represent a challenging mix: there are more violent offenders and more drug offenders, more offenders coming back from their first experience with incarceration and more offenders returning after an earlier release on the same offense. More have been incarcerated for longer periods (which loosens ties to communities and families); fewer have participated in education and training programs. According to national statistics, up to 70 percent of this increasingly larger number will return to prison for committing new felonies or refusing to abide by other conditions of their probation or parole. This cycle of removal and return is increasingly concentrated in a relatively small number of communities that already face enormous social and economic disadvantages.

- The Response

In early 2002, in response to these challenges and in support of its commitment to maximize public safety, the Department launched a new initiative, Corrections Organized for Re-entry (CORE). Under the direct leadership of a senior warden, CORE is designed to increase the ability and willingness of offenders to live lawfully in the community by preparing them for release from their point of entry, developing individualized and evolving re-entry plans to guide their activities in prison and on into the community, and supporting and holding them accountable after they enter the community.

Currently, a variety of agency staff, representatives of service agencies and community organizations, members of the faith community, and individual volunteers are at work identifying programming gaps and developing a comprehensive plan to guide CORE's agency wide implementation. Institutional and field staff are also coordinating efforts and combining resources to help offenders develop and follow individualized accountability plans to guide their activities from early in confinement through release to community supervision. Partnerships with other agencies, groups, and individuals will be used to support re-entry activities and hold offenders accountable to their plans.

CORE is guided by three goals:

1. To encourage and assist offenders to make positive use of their time while in custody and under supervision by learning marketable skills, developing new behaviors, addressing deficiencies, and beginning to think in concrete terms of creating a positive future for themselves and their families.
2. To provide offenders with an intensive period of planning and preparation two to three years prior to release or sooner as indicated. Emphasis will be given to education, job skills, and practical survival matters such as housing, job finding, parole requirements, and developing an individualized accountability plan that the offender will be expected to follow in the community.
3. To support offenders in their transition into the community and help them remain there as productive citizens by monitoring their behavior, identifying and referring them to community programs, and developing partnerships with volunteer groups, local police, faith-based institutions, and organizations that can help them maintain their good intentions and positive efforts.

The U. S. Justice Department's Office of Justice Programs awarded the Department \$2 million from the Serious and Violent Offender Reentry Initiative. Most of those monies are being applied to two pilot re-entry programs. One involves inmates released from Dixon Correctional Institute to the two Division of Probation and Parole-Adult District offices in New Orleans. The other pilot involves adjudicated juveniles being released from secure care to the Lafayette District office, Division of Youth Services.

D. Youthful Offender Program

The increasing numbers of young offenders being sentenced to prison led the Department to create the Youthful Offender Program at Dixon Correctional Institute (DCI) in January 2002. It is a twelve-month program, which targets male inmates aged nineteen and under with less than five years until their earliest possible release date, and male inmates aged sixteen or younger, regardless of sentence length. Classification staff at all institutions are encouraged to refer eligible offenders for possible transfer to DCI.

The Youthful Offender Program operates much like a therapeutic environment and strictly limits interaction between its participants and the general population. Participation in the program is voluntary, but inmates who choose to enter the program must agree by contract to participate in all of its aspects: education, mental health therapy, religious programming, recreation, and discipline. Failure to honor the contract may result in disciplinary penalties.

Successful completion carries the possibility of a geographical transfer closer to home, transfer to a facility offering training in a trade of choice, transfer to a work release facility (if eligible), and a favorable recommendation from the warden to the Parole Board (if eligible). Successful completion is marked by a formal graduation ceremony to which graduates are encouraged to invite approved visitors to share their pride and accomplishments.

The Youthful Offender Program is designed to help participants in two major areas: prison adjustment and preparation for successful reintegration into the community upon release. While it is still early to assess the program's impact on long-term recidivism, it is encouraging to note its immediate positive impact on offenders. Dramatic changes occur in individual and group behavior. Many young inmates enter the program defiant, constantly complaining, and disruptive. Those attitudes and behaviors change through the months. Rule infractions decrease markedly in direct proportion to the amount of time spent in the program.

Extensive research of adult offender records helped define the parameters for Youthful Offender Program inclusion. The overall program was developed in accordance with newly promulgated ACA guidelines for youthful offender programming. It is one of the first in the nation to do so.

E. The Children's Initiative

In December 1997, as a natural extension of its public safety mandate, the Department launched the "Children's Initiative," a primary crime prevention program designed to make a positive impact on children from birth to age ten and thus foster a generation of healthy, nourished, and nurtured children who will be far less likely, as they mature, to be involved in violence, drop out of school, or use drugs - all significant factors linked to subsequent criminality. The Children's Initiative includes three primary components: parenting skills training, *Steps to Success*, and Character Counts! Staff have been encouraged to get involved at whatever level is possible to demonstrate the simple things that can be done to support our children and improve quality of life.

- **Parenting Skills Programming**

Parenting skills programming offers an immediate way to make a long-range impact on crime: it enhances the ability of current and future parents, grandparents, and other care givers, who are presently under correctional supervision, to raise healthier, more nurtured children. A 30-hour parenting skills curriculum is now taught in the institutions

for juvenile offenders 14 years old and older and all adult inmates. This practice encourages inmates to learn or enhance their parenting skills prior to release.

Adult offenders on probation or parole supervision also have access to parenting skills education. After officers in the Shreveport District office noticed that offenders with young children often lacked parenting skills, they turned to Louisiana State University's Cooperative Extension Service to start Parents on Probation or Parole Supervision (POPPS). A local United Methodist Women's group joined the effort, which started in Bossier Parish, then expanded to include Caddo Parish.

POPPS is now available in a number of offices in the state. Parents with children from ages one to three are encouraged to attend the classes two days a week. Community participants provide the training and assist with service delivery afterwards. Officers monitor participation. Feedback suggests that most participants find the class helpful.

Realizing that some juveniles are already parents, staff at Jetson Correctional Center for Youth (JCCY) pooled resources and solicited community support to provide events at Easter and Christmas during which the children of juveniles at the facility come to the facility, where their parent can spend supervised time with the child, apply parenting skills, and give them gifts as they would hope to be able to do in the free world.

- *Steps to Success*

Steps to Success is a non-profit organization created to enhance access by children and their families to services needed for children to develop healthy bodies, educated minds, and self-sufficiency. *Steps to Success* coordinates the efforts and resources of other non-profit, private, and governmental agencies and emphasizes the importance of timely pre-natal care, parenting education, medical care, and age appropriate developmental experiences for pre-school children.

U.S. Senator Mary Landrieu first encouraged the Department to become involved in *Steps to Success*. In June 2002, *Steps-to-Success* supported creation of "Hands on Parenting" at JCCY; a program for young incarcerated mothers. Support groups utilize volunteer peer facilitators who can relate to the issues of young motherhood and single parenting.

- **Character Counts!**

Character Counts! is a values program formulated by a non-partisan, non-sectarian alliance of more than 200 non-profit organizations. Its goal is to strengthen the character of America's young people by encouraging them to adopt a consistent set of ethical values, referred to as the "Six Pillars of Character": trustworthiness; respect; responsibility; fairness; caring; and citizenship.

The Department is a member of the National Character Counts! Coalition. Character Counts! is part of programming in adult and juvenile facilities and in non-secure juvenile programs. Employees are encouraged to share the program in their communities through school, club, and church involvement.

- Reading and Related Outreach

Common to all three programs of the Children's Initiative is an emphasis on reading to young children as a fundamental means of enhancing early childhood development. The emphasis motivated Headquarters staff to volunteer at the Evangeline Head Start Center in Baton Rouge in April 2000, and several months later, to "adopt" the center. In addition to reading regularly to the children, employees established a "clothes closet" for children who come to school inappropriately dressed for the weather. They established a computer lab by involving Avoyelles Correctional Center (AVC), which donated twenty computers, refurbished by inmates at the prison, hosted holiday celebrations, and periodic skills training for parents.

Correctional facilities around the state followed that lead. Staff of AVC read each month to children at Cottonport Elementary and expect to expand their efforts to include the Head Start program in Cottonport. Staff of Elayn Hunt Correctional Center (EHCC) are involved with the East Iberville Head Start, where they read each month as part of a program they named "Reading for Excellence." They support Halloween, Christmas, and Easter events and an end-of-year picnic. EHCC's Inmate Welfare Fund buys Christmas gifts for the children.

Staff of Winn Correctional Center (WNC) work with the Winnfield Kindergarten School year round and, during the summer, read to the children weekly. A uniformed officer from C. Paul Phelps Correctional Center (PCC) goes to the Head Start center in DeQuincy, reading to the children and helping them associate good things with seeing a person in uniform. Louisiana State Penitentiary consulted West Feliciana Parish Head Start, then donated twenty-five bicycles refurbished by inmates in the prison's Toy Shop program. Bridge City Correctional Center for Youth has also established a reading project in their community Head Start center.

Most adult institutions have created Children's Reading Centers in their inmate visiting areas as a way of providing constructive entertainment for bored children and encouraging quality visiting time between children and the incarcerated adults they come to visit. At Allen Correctional Center, Dixon Correctional Institute (DCI), and EHCC, the reading centers are "staffed" by carefully screened inmate volunteers and monitored by security. At other locations there are reading centers but no inmate volunteers. At AVC the bookshelf resembles a train and carries the caption "Get on the Right Track and Read." David Wade Correctional Center provides books and puzzles for children. At PCC it's the "Parenting Corner" and the mental health director selects the books and toys. At WNC the education department and the inmate Jaycees team to provide replacement books. Levy Dabadie Correctional Center also offers an area for children and the adults they visit. Louisiana Correctional Institute for Women (LCIW)

operates both ways, using inmate volunteers some days and requiring inmates to read to their own children and grandchildren on other days.

In 2001, the Department joined *Steps to Success*, Scholastic, Inc., and Volunteers of America (VOA) to establish Children's Book Clubs through the reading corners at DCI and LCIW. Working through VOA, Scholastic donates books, which the inmates are encouraged to read to their children on visiting day and the children are allowed to take home when they leave. Scholastic donated approximately 5000 books in 2001 and in 2002. EHCC also has access to children's books, which the institution gives to children through the reading corner program.

F. Partnerships

- State and Local Collaboration: A Correctional Coalition

In the early 1990s, the Department and local law enforcement officials began focusing systematically on managing jail and prison bed space. Their belief, then and now, is that optimum use of prisoner beds at the state and the local levels can be achieved, public safety can be increased, and funds can be better invested by assigning violent, special needs, high-risk, and incorrigible inmates to a more restrictive environment (state facilities) and assigning less violent, lower risk inmates to a less restrictive environment (local facilities).

Effective utilization of space, a joint monitoring and quality assurance mechanism, and assistance in the construction of new prison beds in local jurisdictions are key components of the partnership that evolved. The Department and the Louisiana Sheriffs' Association jointly developed the Basic Jail Guidelines, a comprehensive and meaningful set of provisions that must be adhered to by any parish prison or local jail facility as a condition of housing state inmates. This voluntary quality assurance effort was a major contributor to the Federal Court's release of the local facilities from court oversight on April 1, 1997.

The Department and local public entities are authorized by law to execute Cooperative Endeavor Agreements, whereby local entities agree to provide jail space in excess of local needs in exchange for the State's commitment to utilize a fixed percentage of the space. This facilitates financing of new jail space when other options are not available and allows expansion of the number of beds for local as well as state use. As of August 2003, 23 cooperative endeavor agreements involving 3416 beds for state inmates were operational.

Overall, state inmates occupy about 45% of the prison beds available in the local prisons (16,216 of 36,050 beds). As of July 2003, the Department was monitoring 110 facilities that house state inmates. All of the facilities have achieved full certification under the Basic Jail Guidelines. Work release beds have been expanded as some parishes have responded to statutes allowing implementation of work release programs for state inmates housed in those jurisdictions.

As part of the general move toward basic standards and quality assurance, the Department has developed Standard Operating Procedures to be followed by community contractors who house adult inmates in work release programs. The Standard Operating Procedures include provisions for ACA accreditation.

- Work Release

Work release facilities are non-secure, community-based residential facilities which give inmates a graduated return to the community. Work release inmates are not confined, but their movements are closely monitored. They are transported to work and returned to the structured environment of the facility at night. They are subject to frequent drug screens. At the same time, they are afforded an opportunity to hold a job, get real world work experience, and earn money to assist with expenses they will have in the community. They participate in treatment activities at the work release facility and in the community.

Participation in work release is governed by law and policy. Depending on the crimes for which inmates are serving time, they can earn work release placement within 6-24 months of their expected release dates. Work release can also be used as an alternative to incarceration for technical parole violators.

In Louisiana, both private providers and local law enforcement authorities operate work release facilities. The Department developed standard operating procedures to be followed by community contractors who house adult inmates in community rehabilitation centers. These standard operating procedures include provisions for ACA accreditation. Officers of the Division of Probation and Parole-Adult supervise offenders living in work release facilities and monitor and evaluate services rendered by the facilities. Currently, there are 1274 work release beds available via contract and cooperative endeavor agreement and 1213 beds in work release programs operated by local law enforcement authorities.

- Angola Levee Project

The 18,000-acre Louisiana State Penitentiary, surrounded on three sides by the Mississippi River, has repeatedly faced serious threat of flooding, a situation made worse by its substandard levees, the only ones along the river that were not engineered and monitored by the U. S. Army Corp of Engineers. Through much of the mid 1990s Angola's Warden used site tours, television appearances, and public speaking engagements to advocate for funds to upgrade the levees. Then in 1997, record-high flood waters threatened again: waters rolled over the outer ring levee, flooding 2000 acres and bringing the full force of the river to the main levee structure; sand boils (water forcing through a layer of sandy soil underneath the levee to "boil up" on the dry side) grew in size and number.

As the Department and the institution rallied to manage the pending crisis, Governor M. J. "Mike" Foster, Jr., announced that he would seek federal assistance to solve the recurring threat posed by Angola's substandard levees. On July 30, 1999, as a direct

result of Governor Foster's intervention, the U.S. Army Corp of Engineers launched a four-phase project: to raise and strengthen 12.1 miles of existing levees along the Mississippi River at Angola bringing them up to the standards of the Mississippi River and Tributaries Project, to improve an existing internal drainage system, to provide seepage berms and relief wells, and to carry out appropriate mitigation and all-weather surfacing of the levee crown.

Cooperation between state and federal authorities also resulted in Angola's being named a site for the National Guard's annual summer training exercises 1997-1999, during which Guard units implemented details of engineering plans developed by the Corp of Engineers.

Total cost of the project was \$26 million, with the state responsible for 25 percent (\$6.5 million) of the total. A breached inner levee at Angola would do an estimated \$3 billion in damage and require the evacuation of 5100 maximum custody inmates. The Corp-directed project significantly decreased the likelihood of these events occurring and enabled the state to redirect resources previously used for emergency repairs and preventive measures.

- Community Policing and Other Interagency Law Enforcement Involvements

In several areas of the state, officers from the Division of Probation and Parole-Adult and the Division of Youth Services partner with local law enforcement agencies to monitor violent and repeat offenders, detect minor violations before they develop into more serious offenses, and remove problem offenders from the streets. These activities require little in the way of additional dollars (police officers may get overtime; probation and parole officers, compensatory time), and public safety benefits to the community are significant.

In the Baton Rouge area, the federally funded "Project Eiger" brings together adult and juvenile probation and parole officers from the Baton Rouge districts, the Operation Take Down Task Force of the Baton Rouge City Police Department, and officers of the East Baton Rouge Parish Family Court in an effort to reduce juvenile gun violence. Probation and parole officers ride with city police, checking on certain high risk youthful offenders who have come to the court's attention. Most start out under the authority of the parish's juvenile probation services; some begin under the Department's authority or are placed there after violating the authority of family court.

In fiscal year 2002-03, EIGER officers made 5683 contacts with a total of 210 juveniles and monitored an average of 112 offenders each month.

In New Orleans, VOICE (Violent Offender Integrated Community Enforcement) brings together adult probation and parole officers from the New Orleans East and New Orleans West districts and the New Orleans Police Department to conduct random, unannounced, after-hours visits to the residences of violent offenders and sex offenders under the district's supervision. Participating probation and parole officers also serve as

liaisons with the eight New Orleans police districts, enhancing communication between agencies and providing access to vital data from different databases.

Officers of the Division of Probation and Parole-Adult participate periodically in warrant roundups (mass apprehension of wanted fugitives). The Division also provides information to the U.S. Marshal's Office, the Federal Bureau of Investigation, and the Louisiana Attorney General's office to facilitate rapid apprehension of fugitives. One officer in each of the four regions of the Division is assigned to the U.S. Marshals Service Task Force, which also enhances interagency collaboration. An officer from the Baton Rouge District office served as a member of the Baton Rouge Serial Killer Task Force.

The Department cooperates with local law enforcement agencies in other ways as well. Institutional tactical teams work crowd control for special events like Mardi Gras parades and other large public gatherings. Officers from Elayn Hunt Correctional Center volunteer in their off hours to work with the Criminal Sheriff of Orleans Parish in special patrols of the city's Eighth District. Agency staff help detain and transport persons arrested during warrant sweeps and provide emergency aid and other assistance as requested.

Chase team officers and their dogs, and tact team officers respond regularly to calls from local law enforcement officials for help in tracking and apprehending fugitives and searching for lost persons. When a Union Parish police officer was killed, the suspect was apprehended by the chase team from Louisiana State Penitentiary. When two sheriff's deputies were killed in Grant Parish, the suspect was apprehended by the chase team from Levy Dabadie Correctional Center.

- Incident Management Center

Between the passages of Hurricanes Isadore and Lili in the fall of 2002, the Department put in place a formal command center operation at the Headquarters complex in Baton Rouge. Equipped with essential communications equipment, the center enables assigned staff to make well informed decisions and coordinate agency operations from a central location when rapid decisions and interagency collaboration are essential.

- Project Clean-Up and Other Community Service Activities

Governor and Mrs. M. J. "Mike" Foster, Jr. were determined to improve the appearance of roads and highways across the state. The Department of Public Safety and Corrections and the Department of Transportation and Development (DOTD) responded by creating and implementing "Project Clean-Up." Inmate crews from all state adult and juvenile institutions, supervised by correctional officers equipped with radios and telephones, pick up and bag refuse along roadways; DOTD work crews pick up the bags and mow. Additional crews of adult inmates and juvenile offenders suitable for outside work details also clean out ditches, mow grass, and perform general maintenance tasks in public areas and for non-profit agencies across the state.

During the week of June 20-26, 2003, Project Clean-Up crews involving 589 offenders from state adult and juvenile institutions worked a total of 6948 man hours to collect 7279 bags of trash over 427.7 miles of Louisiana roadways. Another 854 adult and juvenile offenders worked 12,619 man-hours on additional public service projects, including additional litter details, general labor and clean-up in public areas, boxing and loading commodities, moving furniture, and setting up for and cleaning up after special events.

Year-to-date totals indicate that Project Clean-Up and other community service crews have contributed more than 362,548 inmate man-hours, collected 172,657 bags of trash, and covered 11,348.5 miles of roads and highways.

- The Capitol Crew

The Prison Enterprises Division works with Dixon Correctional Institute to provide inmate workers to maintain almost 900,000 square feet of office space in ten buildings in the Capitol complex and the approximate 120 acres of surrounding grounds and gardens. An analyst with the legislature's fiscal office has estimated that similar services from private sector companies would cost over two million dollars more than the Division of Administration pays Prison Enterprises for the service.

- Collaboration with Office of Risk Management

The Loss Prevention Unit in the Office of Risk Management was created legislatively to assist state agencies in the prevention and reduction of employee job-related accidents, injuries, and property losses. The goal of the unit is to help state agencies, boards, and commissions to create a safe work environment and an awareness of safety practices among their employees in order to prevent accidents that could cause injury or death to employees or the public and to prevent damage to public property.

As an incentive, agencies that develop, implement, and adhere to an approved comprehensive safety and loss prevention plan can earn a credit equal to five percent of the agency's total annual self-insurance premium. Based on the 2002 Office of Risk Management Loss Prevention Audit, Corrections Services received a Safety Discount of \$476,375 for FY 2001-02.

G. Victim Registration, Notification, and Related Issues

Service to the state's crime victims has a long history. A Crime Victims Reparations program was established in 1982 to assist victims of violent crimes with unrecovered costs associated with personal injury, death, or catastrophic property loss. The geographically diverse Crime Victims Reparations Board, which makes compensation awards, is supported by staff of the Louisiana Commission on Law Enforcement and represented locally by designated persons in each Sheriff's Office. (For a period of time officers of the Division of Probation and Parole-Adult provided local support.)

For many years, law and policy have required the Parole Board and the Pardon Board to notify victims/survivors before holding a hearing, but the Division of Probation and Parole-Adult probably has the Department's longest history of direct service to crime victims. A basic duty of probation and parole officers has always been to interview victims for pre-sentence, post sentence, and other reports that are prepared for decision makers. Officers help the courts and the Parole Board establish restitution and manage its payment by offenders. Officers notify victims when offenders are being scheduled for parole hearings. During pre-sentence, pre-parole, and pre-clemency investigations, officers tell victims about the possibility of registering for notification of specific events involving the offender.

In the early 1990s, the Office of Adult Services put in place mechanisms to identify and notify victims regarding the release of sex offenders, if the crime was against a person under age 18. If the Office of Adult Services did not have the necessary contact information, staff contacted the Division of Probation and Parole-Adult for assistance.

- Crime Victims Services Bureau

In November 1993, Secretary Richard L. Stalder reconfigured existing resources to establish a Crime Victims Services Bureau (CVSB). It is the center of the Department's victim registration efforts and offers victims easy access to information about matters of direct concern to them. More specifically, crime victims and others directly affected by persons under the Department's institutional or supervisory custody are encouraged to register with the CVSB in order to be notified about specific changes in an adult inmate's circumstances - i.e. a court ruling affecting sentence length, a scheduled hearing before the Parole or the Pardon Boards, escape from institutional custody and recapture, assignment to work release, furlough, and release from prison by any means. Victims of juvenile offenders sent to secure care are also included in victim rights law and policy. After a victim has registered, staff in the adult and juvenile institutions make the required notifications.

In 1995, CVSB functions were added to law, witnesses were granted some of the same rights as crime victims, and the Children's Code was amended to include rights for victims of certain felony-grade delinquent acts. Also in the mid-1990s, the legislature funded positions for victim assistance coordinators in the state's district attorneys' offices. In 1997, the legislature proposed a victims rights amendment to the state constitution. In 1998, voters approved it. In 1999, laws were passed to enact the rights guaranteed by the constitution, and on January 1, 2000, those laws took effect.

The Crime Victims Services Bureau is a function, not a place, and consequently has served to help staff identify and fill gaps in the Department's response to crime victims. Resulting improvements include the following:

- addition of a victim component in the inmate database and a system of automated notification letters;
- inclusion of crime victims in the Department's mission/goals statement;
- provision of a toll-free telephone number for crime victims (888.342.6110);

- an informational brochure;
- National Crime Victims Rights Week observances throughout the agency;
- reciprocal relationships with victim advocacy groups and agencies;
- actions to make victims and their supporters more comfortable when on prison grounds for parole or pardon hearings; and
- assistance in stopping unsolicited mail or telephone contacts from inmate.

- Special Controls Related to Sex Offenders

In 1992, legislation was enacted requiring sex offenders to register with local law enforcement agencies, which forward the information to the Louisiana Bureau of Criminal Identification for inclusion in its sex offender registry. In 1997, the legislature upgraded the registry and created the State Sex Offender and Child Predator Registry through which certain sex offenders, sexually violent predators, and child predators are required to maintain a current registration for the rest of their lives. The Office of State Police maintains a web site providing the names, addresses, crimes, and pictures of sex offenders who have been released from incarceration to the community.

Law enacted in 2001 requires DNA samples to be submitted from adult and juvenile offenders sentenced for commission of or attempt to commit any of eleven enumerated sex offenses and a wide variety of crimes of violence, (32 offenses.) During the 2003 Regular Session, this base was expanded to include all felony convictions, thus affecting the entire adult population. The Office of State Police maintains the DNA database.

- Restorative Justice

In the now-traditional criminal justice system, a crime is not generally viewed as an act against a victim but as an act against the state. Consequently, attention falls to the laws that have been broken and the resulting penalty that must be paid to society which created the law. Victims' individual experiences-their injuries, their losses-are often secondary.

Restorative justice focuses on the fact that a crime has harmed someone. Instead of "state-centered" justice, Restorative Justice is "victim-centered," reminding us that an offender's crime harmed someone and that, consequently, the offender should be led toward accepting responsibility for the crime and taking some action to mitigate its harm as well as being helped to prepare for and supported in his return to the community.

Applying restorative justice principles to agency operations is a natural extension of the Department's commitment to assisting victims, supporting community needs, and offering offenders opportunities to change. Intent on moving in this direction, Secretary Stalder arranged for the director of the Ohio Department of Rehabilitation and Correction to lead a two-day workshop for senior staff, exploring concepts and possibilities associated with Restorative/Community Justice. Louisiana State University's Office of Social Service Research and Development helped fund the event.

Subsequently, Secretary Stalder appointed a Restorative Justice Task Force comprised of staff from adult and juvenile institutions and field services. The work of that group has produced a Restorative Justice information/education package for staff, which is part of new employee orientation and in-service training. A victim impact program for offenders is in the final stages of development and will be incorporated into CORE programming.

The newest piece of the Department's Restorative Justice initiative is Victim-Offender Dialogue, a carefully structured, victim-initiated process through which a crime victim and the offender are prepared and enabled to meet directly in the presence of trained facilitators. In July 2002, a technical assistance grant from the National Institute of Corrections (NIC) supported a visit from a leader in the field of corrections-based victim-offender dialogue. For two days she led a 22-member group of agency staff and representatives of victim advocacy groups and organizations, exploring the process and associated possibilities and complications. Her follow-up report suggested a deliberative, year-long planning process. Most of the group present in July chose to participate in that process, which is on-going. Recruiting, selection, and training of dialogue facilitators will occur during the next six months. Technical assistance from NIC will support a first, week-long facilitator training in the fall of 2003.

H. The Chapel Project and Faith-Based Programming

Inmates who make positive, substantive changes while in prison are less likely to injure others upon their release. Religious faith and the support of believers help people change. Suitable space communicates something about a program's standing and supports learning.

- Louisiana Prison Chapel Foundation

Dozens of chaplains and hundreds of volunteers comprise the heart of religious programming, available daily to adult and juvenile offenders in all institutions. Space limitations, however, force services into less than suitable spots like cafeterias and classrooms. The nonprofit, ecumenical Louisiana Prison Chapel Foundation was formed in 2000 to raise funds to build or upgrade twenty-one interfaith chapels at Louisiana prisons. Governor and Mrs. M. J. "Mike" Foster, Jr., supportive of faith-based programs as an important rehabilitative link, serve as honorary co-chairs.

By mid April 2002, the Louisiana Prison Chapel Foundation reached 25 percent of its goal by completing and dedicating chapels at Avoyelles Correctional Center, David Wade Correctional Center, Elayn Hunt Correctional Center (EHCC), C. Paul Phelps Correctional Center, and Louisiana State Penitentiary (LSP). Fund raising is presently underway to build the next group of chapels. Meanwhile, administrators and inmates at Levy Dabadie Correctional Center constructed a chapel with monies from the Inmate Welfare Fund, and LSP applied rodeo proceeds to build a chapel at one of its outcamps.

In all locations inmates have helped build the chapels by handling tasks like site preparation, concrete slab work, installation of electrical and plumbing and ceiling materials, laying carpet, painting, interior finishing work, final grading, and clean-up. Their involvement significantly lowered construction costs and enabled them to make a substantial contribution to quality of life for the entire population.

- **Other Faith-Based Activities**

Unique in the Department and the nation is the New Orleans Baptist Theological Seminary's "Angola Campus" at LSP. The seminary offers two college-level degree programs for the inmate population—one for a two-year associate degree and one for a four-year bachelor's degree. The first commencement was held in January 1998, when fifteen inmates received Associate Degrees in Pastoral Ministries. In January 2000, nineteen inmates received Bachelor Degrees in Theology.

Initially, the "Bible College" was established as a way for inmates to educate themselves and grow spiritually. Their new skills and insights would be applied in the context of the prison's programs. A new plan emerged however. Some inmates who have earned their bachelors degrees are being transferred to other institutions, where they work under the supervision of the chaplain to strengthen religious programming. Presently, Bible College graduates are serving at EHCC, Dixon Correctional Institute and Washington Correctional Institution.

Because of the numerous opportunities for inmates to interact with the chaplains and hundreds of religious volunteers, the Department began tracking recidivism rates for inmates who are active participants in faith-based programming. Early reports of recidivism rates are promising: 29.8% for participants in faith-based programming in contrast to the overall rate of 49.0% for inmates released in 1999; 30.3% versus 42.4% for inmates released in 2000; and 25.4% versus 34.0% for inmates released in 2001.

I. Technology

Enhanced automation does more than accommodate the growing complexities of correctional operations. It ensures that the Department's operations are compatible with the broader goal of establishing a statewide Integrated Criminal Justice Information System and it conforms to the state's Information Technology (IT) Master Plan, which seeks to provide services to citizens 24 hours a day, 7 days a week and to centralize and consolidate statewide IT assets.

- **Automation Plan**

As part of a long-range automation plan, the Department completed "migration" from the Public Safety mainframe to servers at the Headquarters complex in December 2000. The resulting wide-area network supports e-mail, an expanding range of computer-based courses to facilitate employee access to mandated training, and rapid access to the Division of Administration's payroll and personnel systems and the adult and juvenile offender databases (CAJUN and JIRMS respectively).

The new system supports a Corrections Services web site, which includes office locations and telephone numbers, employment information, program descriptions, statistical information, Parole Board and Pardon Board dockets and hearing outcomes, and links to numerous related web sites. In December 2000, authorized criminal justice agencies were given access to a copy of the CAJUN database through the web site.

In October 2000, the Department added a Fugitive Page to the web site. Because a reported 391 million people use the Internet, that medium offered a way to maximize chances of capturing fugitives. The site includes a most-wanted fugitives list of escapees and absconders with pictures, biographies, and a send-a-tip e-mail address. In June 2003, the site reported 29 on escape status and 14 on abscond status.

- Electronic Management Reporting

The monthly C-05-001 activity/operational report was initiated in 1992 as a systematic way of collecting and reporting information about usual and unusual occurrences throughout the agency. The report includes standardized forms supported by basic definitions of key terms. Initially, the C-05-001 reports were submitted in hard copy. Reports from the adult and juvenile institutions were automated in late 2000 and are now submitted electronically, resulting in a significant savings in staff time.

In September 2002, the agency generated its first Quarterly Statistical Performance Report (QSPR), an upgrade of the C-05-001 process and the “next generation” of management reporting within the agency. Operational and research staff, including those familiar with adult and juvenile operations in the institutions and the probation and parole districts, collaborated to establish appropriate performance measures, which are built into the data collection forms. The fully automated QSPR enables decision-makers to measure the relative success of agency programs, policies, and practices and appraises management of developing problems in time to identify and implement changes.

- Automated Fingerprint Identification System

Access to the Automated Fingerprint Identification System (AFIS) has eliminated use of fingerprint ink and cards in the intake processes at Elayn Hunt Correctional Center (EHCC) and Jetson Correctional Center for Youth and in twelve Division of Probation and Parole-Adult offices—those in the Alexandria, Amite, Baton Rouge, Jefferson, Lafayette, Lake Charles, Monroe, New Iberia, New Orleans East and West, Shreveport, and Thibodaux districts. In addition, Dixon Correctional Institute, David Wade Correctional Center (DWCC), Louisiana Correctional Institute for Women (LCIW), and Washington Correctional Institute (WCI) use AFIS to register discharging sex offenders and to fingerprint inmates arrested for new crimes while incarcerated. LCIW and WCI also use AFIS to screen new hires.

- Videoconferencing

Videoconferencing is a communication technology in which televised transmissions are exchanged between two points. Corrections Services has video conferencing capability at several locations, where it is used for staff training, judicial review hearings, and special meetings. Its primary application, however, is Parole Board hearings. Board members can conduct hearings from their offices in Baton Rouge and interview parole candidates and parole violators at institutional sites. This significantly reduces travel time and expenses for the board.

A recent system upgrade significantly enhanced transmission quality and simplified connection to Corrections Services' wide area and local area computer networks. It also made the system Ethernet compatible.

The following nine locations have video conferencing capacity: Headquarters, EHCC, DWCC, Louisiana State Penitentiary, C. Paul Phelps Correctional Center, WCI, Caddo Parish Sheriff's Office, the U.S. Middle District Court in Baton Rouge, and the U.S. Eastern District Court in New Orleans. Each site has a coordinator to schedule hearings, monitor usage, and oversee and maintain the equipment.

- Automated Case Management

The Case Management System (CMS) is a computerized system that allows probation and parole officers, equipped with notebook computers, to complete forms and investigations and make narrative entries into electronic case folders while in the field. CMS gives field officers access to information about all cases managed by their district. Both adult and juvenile Probation and Parole Divisions have systems in place to help officers manage their large caseloads, and all officers have access to notebook computers.

A CMS to serve the needs of the adult institutions is under development.

J. Medical Policy and Initiatives

The Department makes every effort to provide quality medical care in a cost effective manner. A comprehensive health care manual sets forth the policies, criteria, and standards of health care for all institutionalized inmates, both adult and juvenile. Adult and juvenile institutions submit a monthly "Contagious Disease Report," which satisfies the Department's informational needs and the reporting requirements of the State Office of Public Health and the Centers for Disease Control.

- Telemedicine

Telemedicine applies interactive video and specialized diagnostic equipment to enable physicians at one location to examine patients at a different site. The Department's telemedicine capability allows immediate diagnostic assessment of inmates in a secure setting by physicians hundreds of miles away. It has reduced the number of inmates

being transported to and present in public medical facilities and has provided savings by reducing transportation costs—fuel and overtime payments for security personnel. (Off-site medical consultations for inmates at David Wade Correctional Center (DWCC) and Louisiana State Penitentiary (LSP), for example, require a 100+ mile round trip and two or more security officers.) Use of telemedicine also supports recruiting efforts by enabling a physician at a relatively isolated site to interact with medical colleagues.

In 1996, DWCC began a telemedicine relationship with E.A. Conway Hospital in Monroe and, several years later, with the Louisiana State University Medical School in Shreveport. In 1997, LSP and the Louisiana State University Medical School in New Orleans developed a telemedicine project; a second project, involving LSP and the Earl K. Long Hospital in Baton Rouge, was established later.

Jetson Correctional Center for Youth (JCCY), with the guidance of the Louisiana State University Health Sciences Center, began using telemedicine in 2001. Some level of telemedicine capability now exists at all four juvenile facilities. This technology has increased efficiency in health care (including mental health consults) and has been tested for use in family therapy. It is also used for administrative meetings and training in the area of health care. At least one facility has used its telemedicine equipment to conduct a long-distance, face-to-face meeting with a juvenile court judge.

- Tuberculosis

Multiple Drug Resistant Tuberculosis, a highly contagious disease that cannot be controlled by medication, has gained national attention as a significant health threat in correctional facilities. By policy, all staff and inmates in the Department are tested annually, and administrative transfers for inmates are restricted pending annual test certification.

Negative air pressure rooms were built at Elayn Hunt Correctional Center, LSP, and Louisiana Correctional Institute for Women so that inmates with active tuberculosis can be treated and the non-infected population protected. Though no youth in the juvenile system has to date tested positive for active tuberculosis, a negative air pressure room is available at JCCY. It is likely, however, that a youth who tested positive would be transferred to the Earl K. Long Hospital in Baton Rouge for the period of his active contagion.

K. Basic Education

The Department provides basic educational programs to adult and juvenile inmates. Adults and juveniles alike are assessed for educational functioning upon intake and periodically throughout the incarceration period.

Adult inmates who demonstrate behavior that would enable them to function successfully in an educational setting may participate in basic literacy, Adult Basic Education, General Education Development (GED) preparation, and vocational training. During orientation, inmates are informed about these opportunities and the possibility of

earning additional good time credit for satisfactory participation in educational programs as student or tutor. Inmates sentenced for a crime of violence committed on or after January 1, 1997, are ineligible to earn good time at a rate greater than three days off for seventeen days served; thus they generally cannot benefit from educational good time.

Youth in juvenile institutions receive a comprehensive education program, which includes a Carnegie Unit program, GED preparation, and vocational education. Special education services are delivered by Special School District #1. Title I supplements the state-funded education program by providing additional resources to enhance educational opportunities.

L. Substance Abuse

An April 1, 2003, demographic profile of the adult institutional population indicates that 31.7 percent are in prison with a drug crime as their most serious commitment crime. (Seriousness, in this context, is measured by length of sentence.) Numerous others were doubtlessly drinking or under the influence of other drugs at the time of their crime. Approximately 50% of all juvenile offenders enter the state's custody with a substance abuse problem.

Clearly, substance abuse awareness and education are needed in both systems as a way of supporting individual well-being and public safety: any success in lessening an offender's involvement with alcohol and drugs has the potential to translate into that individual's better judgment and a safer society in the future.

The Department has introduced therapeutic communities into the adult and juvenile systems by using federal dollars authorized through the federal Residential Substance Abuse Treatment program (\$8,332,646 authorized between 1996-2002). Grant provisions require participants in these six- to twelve-month programs to be housed separately from the general population and take part in individual and group treatment activities, designed to help them function responsibly when they return to the community.

Therapeutic communities now exist in three juvenile institutions Jetson Correctional Center for Youth (one for males and one for females), Swanson Correctional Center for Youth-Monroe, and Swanson Correctional Center for Youth-Madison, Elayn Hunt Correctional Center, and Concordia Correctional Center, where counselors have been trained in the therapeutic model and community follow-up is available upon release.

AA and NA chapters in the institutions expand and support substance abuse treatment and prevention; suitable adult inmates can also be assigned to the in-patient Blue Walters Substance Abuse Program operated by the Criminal Sheriff of Orleans Parish.

M. Sex Offender Treatment

Traditionally, treatment was not uniformly available for sex offenders placed on probation or released from prison to parole supervision with a mandate to seek

treatment. To provide that option in areas where there were few or no providers, the Division of Probation and Parole-Adult turned to a private concern, Professional Academy. Its director developed a sex offender treatment program, which begins in prison by teaching sex offenders ways to control unlawful behavior and ends with intensive supervision following release. Each month probation and parole officers receive an updated list of sex offenders on their case loads with “flags” indicating current levels of at-risk behavior and consequent supervision priorities. The system also documents agents’ supervisory activities.

Professional Academy’s director is presently developing and seeking to validate a Louisiana-based sex offender risk assessment system and a Louisiana-based sex offender relapse prevention treatment program. Meanwhile, of the 1269 sex offenders who participated in the community-based surveillance/treatment program during a two-year study period, only 1.8 percent returned to institutional custody for sexual behavior.

II. JUVENILE PROGRAM ISSUES AND INITIATIVES

A. The Big Picture

The Department, the legislature, and local communities are working together to identify and implement long-term strategies to address the problem of juvenile delinquency in a manner that holds public safety as a clear and legitimate goal of the juvenile system.

In 1993, the legislature enacted Children's Code Article 897.1, requiring that juveniles who are adjudicated delinquent for first degree murder, second degree murder, aggravated rape, aggravated kidnapping, or treason must be placed in secure custody until age 21 without benefit of parole, probation, suspension of sentence, modification, or furlough. Juveniles adjudicated for armed robbery must serve in secure custody the full term imposed by the court.

Stiffer custody requirements are only one part of a multifaceted approach however. In July 2000, the Department published *YouthCARE: Strengthening the Correctional and Rehabilitative Environment of Louisiana's Juvenile Correctional System*. The document includes "a blueprint for enhancing Louisiana's juvenile correctional system" as developed by "the ones who best know the system—the institutional and field staff of the Office of Youth Development." As the document explains, "The mission of YouthCARE is to establish and provide for a cohesive, integrated system of services so that youth adjudicated to and under the supervision of the Department of Public Safety and Corrections can become responsible and law-abiding citizens."

In the fall of 2002, the Department and the United States Justice Department and attorneys for the plaintiffs signed a settlement agreement, which resolved lawsuits involving medical, dental, mental health, and rehabilitative services in the state's secure juvenile facilities. It became effective September 1, 2000, with a termination date of January 21, 2003, regardless of compliance status. In December 2002, the state petitioned for partial dismissal; in January 2003, the request was granted. A final one-year extension agreement is presently in place. A separate settlement agreement involving educational issues was signed on November 1, 1999, and dismissed in January 2003. The main elements of these agreements supported efforts already underway to make systemic enhancements that will strengthen the quality of life for staff and offenders and increase offenders' opportunities for returning to the community as productive citizens.

To monitor implementation of initiatives and compliance with the agreements, the Department created a Youth Programs and Performance Evaluation Division (YPPE), which operates under the direct authority of a deputy assistant secretary. In addition to its on-going quality assurance functions, YPPE has developed systems to sustain progress. One of the first was multi-disciplinary quality compliance teams at all four institutions to facilitate program enhancements.

Another initiative to strengthen and improve juvenile operations was launched via House Concurrent Resolution No. 94 of the 2001 Regular Session, which created the Joint Legislative Juvenile Justice Commission. The commission had six members each from the House and the Senate and an advisory board of various juvenile justice stakeholders, charged “to study and make recommendations on the feasibility of reforming and restructuring the juvenile justice system as it faces the challenges of the new millennium.”

The legislative commission’s work produced Act No. 1225 of the 2003 Regular Session. Among other things, it calls for a study of the feasibility and desirability of moving services to children and families from their present locations in several separate agencies to a single stand-alone agency created to assist that population. It also provides for transforming Swanson Correctional Center for Youth-Madison from a facility serving adjudicated juveniles to one serving some component of the sentenced adult population. The legislation allows for an eighteen month transition period with an additional five-month cushion should an emergency exist.

Meanwhile, falling juvenile populations in the secure institutions and under community supervision suggest that the various initiatives are combining to good effect. The need for secure juvenile beds has been declining because fewer offenders are entering the system and the length of their stay is growing shorter. The average number of cases under supervision of the Division of Youth Services is also decreasing.

B. YouthCARE

YouthCARE uses a behavior management approach to provide a clear, consistent, and purposeful rehabilitative program for youth in the Department’s secure care facilities. It is based on psycho-social principles of adolescent growth and development and directed toward creating positive changes in a youth’s attitude, values, thinking process, and behavior.

Youth advance at their own pace and earn privileges by demonstrating that they have learned and are using social skills and problem solving techniques and are making decisions consistent with the stage of psycho-social development they have attained. The program goal is for each youth to reach the highest stage that he or she is capable of achieving during the period of confinement. Appropriate accommodations are made to facilitate the advancement of youth with special needs. Institutional staff are trained in the process before implementation begins.

A YouthCARE pilot was implemented at Swanson Correctional Center for Youth-Madison in February 2002, and is now used campus-wide, except with youth in the Louisiana Intensive Training and Education program. A YouthCARE pilot began in September 2002 at Swanson Correctional Center for Youth-Monroe and at Jetson Correctional Center for Youth. Implementation committees consisting of security, education, and treatment were established at those sites to oversee the process. The program has expanded since to guide operations in two dormitories at each site.

Implementation began at Bridge City Correctional Center for Youth for Youth in May 2003.

C. Project Zero Tolerance

The maintenance of secure, safe, and stable facilities requires the highest level of attention to effective but non-abusive behavior management and use-of-force strategies. Youth incarcerated in juvenile correctional facilities are often the product of violent environments and perceive violence as a natural and appropriate response. Further, unnecessary or excessive uses of force are dangerous and de-stabilizing to a facility. Failure to use appropriate physical force when other options are not effective can also be dangerous and de-stabilizing.

"Project Zero Tolerance - A Balanced Approach to Reducing Violence" (PZT) was launched in 1996 as a systematic initiative to reduce the incidence of inmate-on-inmate, inmate-on-staff, and staff-on-inmate violence in the juvenile institutions and to help staff and offenders understand and apply alternatives to violent confrontation.

Toward that end, PZT has emphasized education of staff and offenders, the investigation of allegations of abuse, and application of appropriate sanctions when instances of abuse are documented. Staff in the juvenile facilities are trained in ways to resolve conflict with a minimum of force. They learn to help youth develop problem-solving skills as meaningful alternatives to violence. PZT investigators are in place at the four juvenile institutions. Their numbers have grown from one to thirteen (with two supervisory investigators at Headquarters and eleven facility investigators). There is now a PZT Investigator's Handbook, and a PZT Centralized Registry Database is in place to track allegations of violence/abuse. The database also serves to produce a variety of statistical reports to inform management decisions.

Each juvenile facility has on line a Closed Circuit Television System, which provides video monitoring and documentation of activities within the dorms and other common areas of the facilities. This is a significant tool for making further reductions in violence by both staff and offenders. Observers have said that it is as comprehensive a system as found anywhere in juvenile corrections. It is controlled and maintained on site by PZT staff.

The tangible, positive effects of PZT are also reflected in quarterly data. PZT substantiated offender-on-staff allegations at Bridge City Correctional Center for Youth (BCCY), Swanson Correctional Center for Youth-Monroe and Swanson Correctional Center for Youth-Madison (SCCY-MAD) showed a significant decrease from the last quarter of 2002 to the first quarter of 2003 (from 8 to 1, 6 to 3, and 13 to 5 respectively). PZT substantiated staff-on-offender allegations decreased substantially for the same period at BCCY and SCCY-MAD (from 8 to 4 and 11 to 7 respectively).

By internal definition, Category A assaults are those resulting in a serious injury that is life or limb threatening; Category B assaults are those resulting in serious but not life or limb threatening injury; and Category C assaults are those resulting in non-serious

injury or no injury at all. No Category A assaults have occurred during the four most recent quarters in any of the four juvenile institutions. Further, Category B offender-on-offender assaults decreased system-wide from an average of 5.52 per offender in the fourth quarter of 2002 to 2.19 per offender in the first quarter of 2003, and there were no Category B offender-on-staff assaults for either quarter. Category C offender-on-offender assaults decreased from an average of 90.4 per offender in the fourth quarter of 2002 to 75.1 per offender in the first quarter of 2003. For Category C offender-on-staff assaults the decrease over the same period was from 4.8 to 3.7 per offender.

D. Health Care

The Department entered into a three-year contract with the Louisiana State University Health Sciences Center (LSUHSC) for the provision of selected medical, mental health, and dental services at the state's four juvenile institutions, development of a comprehensive automated health record, use of telemedicine, supplemental staff training, and a quality assurance program. LSUHSC currently provides direct services at Jetson Correctional Center for Youth (JCCY), Swanson Correctional Center for Youth-Monroe (SCCY-MON), and Bridge City Correctional Center for Youth (BCCY) and is responsible for the assessment and evaluation of all youth entering secure care. Some services will be added at Swanson Correctional Center for Youth-Madison by the end of fiscal year 2003-04. Services there will probably be limited to telemedicine and some evaluation for mental health/developmental disability issues.

The mandated relationship between two independent staffs offered the possibility of professional challenges and rewards. Pulled together by professional commitments and a shared goal of providing the best possible service for youth in their care and supported by the leadership on both sides, the alliance has produced positive results. Strongest testimony to this fact came in May 2003, when JCCY, SCCY-MON, and BCCY successfully completed their performance-based medical audits to become the first juvenile institutions in America to do so using ACA Performance Based Medical Standards.

E. Education

A national educational profile of incarcerated youth indicates the following:

- Delinquent youth are more than three times as likely as non-delinquent youth to have repeated a grade in school;
- Eighty percent of delinquents have been suspended from school because of their behavior, compared to 30 percent of non-delinquent youth;
- Delinquents are almost three times as likely to have missed at least 15 days of school per year;
- Delinquents are five times as likely to work full-time while attending school; and
- Delinquents are less likely to read well enough or to use math well enough to earn passing grades.

A profile of youth entering the schools in Louisiana's secure juvenile facilities illustrates concretely the challenges implicit in the national profile:

- 42 percent are 17 years old or older;
- 28 percent enter reading below a third grade level;
- 39 percent enter below a basic literacy level;
- 68 percent enter reading and calculating math at or below the 9th grade;
- 87 percent enter having been suspended or expelled during their last year in public school;
- 43 percent are disabled and qualify for special educational services;
- 20 percent are learning disabled; and
- 16 percent are classified emotional/behavior disordered.

All four schools operated by the Louisiana Department of Public Safety and Corrections/Office of Youth Development and Special School District are approved alternative schools.

Educational services are provided to youth year round for 330 minutes per school day. The diverse needs of the population are met through opportunities in one or more of three educational tracks: the Carnegie Unit Program of Instruction, GED Preparatory, and Vocational Programming. As mandated by law, special education services for those identified as disabled under terms of the Individuals with Disabilities Education Act are provided through Special School District #1.

Mandated courses in the schools are reading, language arts, math, science, and social studies. Curriculum guides following state standards for curriculum development were written for these subjects. In addition, pre-vocational classes and vocational classes are offered. All students have Individual Learning Plans developed by the student and teachers. Parent-teacher conferences are emphasized; during the first quarter of 2003, 92 percent of the parents or surrogate parents participated in person or by conference call in Individual Education Plan meetings.

In 2002, the Department hired a Director of Education to lead and oversee system improvements. The wisdom of that decision is reflected in the numerous and significant strides made since that action was taken.

The libraries at all four schools in the system meet or exceed state secondary school standards for school libraries. Dorm libraries were established in all living areas to promote leisure reading and facilitate homework activities.

New construction since 2000 has produced 34 additional academic classrooms, 8 vocational classrooms, and 14 offices for educational staff. Ninety-eight percent of the school district's teachers are certified. (The state average of certified educational personnel in public schools is 86 percent.) A pool of qualified substitute teachers has been developed and a comprehensive staff development program is in place.

Leadership teams were established at each institutional school to serve as a catalyst for change, provide support to school administrators, and fulfill monitoring functions. A schedule for self-monitoring, peer monitoring, and state-level monitoring visits (the latter to include at least two education experts from outside the system) was implemented.

A number of the actions noted above have been identified as “Promising Practices” by the National Center for Education, Disabilities, and Juvenile Justice. Student achievement measures from 2002 add credence to those designations:

- 130 students earned their GED diplomas;
- 408 students progressed from below literacy level to a basic literacy level of functioning; and
- 198 students advanced from basic literacy level to the level of a second grader.

Clearly, the education programs in Louisiana’s four secure care facilities have significantly and positively impacted over seven hundred children, and evidence of the system’s progress is real and encouraging. Staff, however, have no intention of halting the march. Determined to support and continue improvements, staff have turned attention to the next three-year juvenile education plan, which will focus on instruction. One third of the classroom teachers will be observed by outside monitors during the Quality Assurance State Monitoring each spring. The specific strategies recommended to improve teaching will be part of the School Improvement Plan. This will be coupled with intensive staff development in the major subject areas.

F. Staff Training

A training academy has been established and designed specifically for correctional staff who work in juvenile secure care facilities. It facilitates development of and strengthens skills needed for effective supervision, communication, and rehabilitative efforts with youth.

The pre-service curriculum for security officers was developed as a collaborative effort between the Department and Louisiana State University Health Sciences Center. The training curricula are now competency-based and, where applicable, focus toward working with adolescents. Also included is a youth-based communication curriculum, Interpersonal Communication Skills in a Correctional Setting, modeled after a National Institute of Corrections program. Gender specific training is offered for staff assigned to work with female youth. Future plans include expansion of the curriculum to include pre-service requirements for social services staff.

The academy, dedicated on March 7, 2003, as the Don E. Wydra Training Academy, has a north campus, housed at Swanson Correctional Center for Youth-Monroe, and a south campus, housed at Jetson Correctional Center for Youth. Both campuses were opened without additional staff or space.

G. Intake and Classification

Juveniles placed into the custody of the Department are assigned to either secure or non-secure care in accordance with the recommendations of the court of juvenile jurisdiction. The Secretary may make exceptions to the court's recommendations as long as exceptions are consistent with applicable law and serve the interest of public safety, the security of the institution, the physical well being of the juvenile offender, and/or the best interest of the Department.

Intake of juvenile offenders adjudicated delinquent and assigned to secure care is based on a variety of factors, including the severity level of the offense and applicable criteria in the Children's Code. One major consideration is the "14-day acceptance requirement" in Article 903(C), which enables the court to require the Department to take physical custody of an adjudicated delinquent within fourteen days of the court's signing of the judgment of disposition, if the child is in or is going to be placed in the physical custody of a parish juvenile facility. Also a factor in the intake process is the availability and type of bed space at the Juvenile Reception and Diagnostic Center (JRDC), the single point of entry for juveniles coming into the state's juvenile institutional system.

Once assigned to secure care, juveniles are assessed to determine the appropriate custody/classification level. The initial assessment is based on objective information such as the commitment offense, prior offenses, age at first adjudication, prior assaultive behavior, prior escapes/runaways, and emotional stability. There are three levels of custody, distinguished by the amount of supervision provided and the specific privileges allowed. The classification system also provides for an over-ride, allowing consideration of matters like detainers, special program needs, notoriety, and public sentiment.

Based on a contractual relationship with the Louisiana State University Health Sciences Center - Juvenile Corrections Program (LSUHSC-JCP), that staff and JRDC staff handle different intake functions. JRDC staff are responsible for the intake and management of youth in the unit. This includes initial selection for entry into a secure state facility from detention centers and other community settings, verification of adjudication status, orientation of youth to rules and regulations, determination of security classification and housing assignment, case management services during intake, and final determination of assignment to a specific secure facility. LSUHSC-JCP staff are responsible for the screening and assessment of all youth relative to intellectual and mental health status and needs and for coordinating the physical health assessment process. Based on findings, they identify the rehabilitation treatment needs specific to the youth and recommend the facility they believe will best meet those needs.

H. Therapeutic Community

In conjunction with the Department of Health and Hospitals, Office of Alcohol and Drug Abuse, the Department has increased the effectiveness of substance abuse treatment by establishing therapeutic communities, an approach to substance abuse that focuses on the person, not the drug, as the problem. Components of a therapeutic community allow substance abusers to learn interpersonal, educational, and vocational skills and to develop psychological, moral, and social strengths that are fundamental to living a drug-free life.

The National Institute of Corrections of the U.S. Department of Justice provided technical assistance to train staff on clinical issues involved in the initial design and implementation of a prison-based therapeutic community for juveniles. The first therapeutic communities were established at Jetson Correctional Center for Youth in 1997 (one for males and one for females). In 1998, therapeutic communities were added at Swanson Correctional Center for Youth-Monroe, and Swanson Correctional Center for Youth-Madison. Funding was possible through the Residential Substance Abuse Treatment (RSAT) program. RSAT funding continues to be awarded on a year-to-year basis at all three sites.

I. IMANI - Short Term Program for Juvenile Girls

“Imani,” derived from a Swahili word meaning faith/belief, is the short-term rehabilitation program for female youth at Jetson Correctional Center for Youth and an acronym for the program’s message and theme: “I’m Modeling a New Image.” The program emphasizes positive change and teaches the girls that there is no better time than the present to begin making such changes.

IMANI began as a 12-bed pilot, offering meaningful rehabilitation in less than 120 days. Girls can be recommended directly by the committing court, or they can be recommended by program staff with the approval of the Warden when the girls have a minimum of six months remaining on their sentences and the sentencing court agrees to allow early release on parole status when they satisfactorily complete the program. Girls adjudicated under terms of Children’s Code Article 897.1 are excluded from participation because that law does not allow early release.

IMANI programming addresses substance abuse issues, anger management, wellness, self analysis, ways to avoid a criminal lifestyle, and relapse prevention. Movement through the program is guided by a series of goals established and worked toward by the participants. Guided by their goals, they are helped and challenged to assume increasing levels of responsibility. Each girl leaves with a personal change plan and access to mentors in the community who can help her stay on track. Eleven girls have graduated since the program’s inception.

J. Louisiana Intensive Training and Education Program

Swanson Correctional Center for Youth-Madison is home to the Louisiana Intensive Training and Education Program (LITE), a short-term, boot-camp-like incarceration program. Its goal is to facilitate positive changes in serious juvenile offenders by providing discipline and structured activities to control behavior and teach self-control. After LITE offenders successfully complete the program, they return to their communities under intensive supervision.

K. Field Services: Division of Youth Services

- New Focus

The Division of Youth Services has undertaken a new initiative to reform the manner in which supervision is provided to juveniles in the community by applying the Three Color System of Supervision Standards. The standards are applied to new offenders placed on probation to assess their risk to the community and to themselves by using static factors such as age at first adjudication, previous offenses, and serious offenses. After the initial risk assessment, quarterly reassessments are done based on the offender's compliance with the conditions of supervision and dynamic factors of the juvenile's current behavior.

According to the three-color system, Red Level requires the highest level of supervision; the Yellow Level, intermediate; and the Green Level, lowest. Depending on their risk assessment scores, juveniles are initially supervised either bi-weekly (at the highest level) or monthly (at the intermediate level of supervision). After the initial 90 days, based on competency and commitment to supervision, the youth's supervision level may be increased or decreased. Additionally, in order to provide services or possible consequences, a system of graduated sanctions is built in.

Sanctions are based on the juvenile's behavior or needs; the level of sanctions imposed is intended to support the need for increased or decreased supervision and the possibility of early closure when a youth is performing well. Services or sanctions at the intermediate level might include referrals to family, substance abuse, or mental health counseling. Detention stays for contempt of court could be utilized. At the highest level, day treatment programs, Trackers, electronic monitoring programs, and Drug Court provide alternatives. The final sanction for non-compliance would be revocation of probation. The outcome of probation supervision would be that a majority of the youth's goals will be resolved or a more restrictive setting would be requested from the court.

This program was piloted in the Lafayette District office in July 2002. After making additional adjustments, it was expanded to the remaining district offices in October through December 2002. Since April 2003, all probation cases are being handled in accordance with the Three Color System of Supervision Standards. One result, already observable, has been a decrease of 188 in the average number of youth under supervision between the last quarter of 2002 and the first quarter of 2003.

- **Aftercare**

The Three-Color System of Supervision Standards was also designed to improve aftercare for offenders released into the community. The supervising probation officer and the institution work jointly to develop a service plan to address the individual needs of the offender. Offenders are placed on the highest level of supervision upon release so that their needs are more effectively addressed. Officers are encouraged to enroll the offenders in community programs appropriate to the individual's needs.

The partnerships developed with local and state agencies are critical to ensuring success in any aftercare program. Also, combining supervision with community programs such as Trackers, day programs, and Drug Courts has shown great success in reducing recidivism rates for juvenile offenders.

A task force comprised of District Managers, Supervisors and Probation Officers has been appointed to review policies related to aftercare. Recommendations regarding enhancements to aftercare will be submitted to the Director for his review and subsequent inclusion in CORE.

- **The "Going Home" Pilot**

The U.S. Justice Department's Office of Justice Programs awarded the Department a three-year, \$2 million grant from the Serious and Violent Offender Reentry Initiative. One component of the grant is a pilot re-entry program that began on September 30, 2002, in the Lafayette District office. The grant supported hiring a Transition Specialist, a licensed social worker who collaborates with the secure institutions to identify appropriate youths for the reentry program. The social worker also contacts the youth's systems of support, such as parents, teachers, employers, and community programs, in order to increase the likelihood of the youth making a successful transition home.

Once released from secure care to the community, the Transition Specialist monitors the youth, maintains contacts with the family, provides counseling, and networks with a variety of sources to provide services to the youth or family, as needed. Long term planning includes monitoring after discharge, holding individual or groups sessions, and making referrals to community programs when needed.

Additional positions have been funded with an anticipated start date of July 2003. In July 2003, plans are to hire a second person in the Lafayette District office, expand the program to the New Orleans District office and fill one position. A second position in the New Orleans office will become available in October of 2003.

L. Recidivism

The Department has been tracking juvenile recidivism since 1989. By agency definition, a juvenile recidivist is any juvenile who has been adjudicated delinquent and placed either in the custody or under the supervision of the Department and who, following discharge, 1) is subsequently re-adjudicated for any delinquent offense as a juvenile

and is again placed in the custody or under the supervision of the Department; or 2) is convicted of a felony and sentenced to the Department's custody as an adult. (Under this definition, subsequent adjudication of a juvenile as a status offender does not count as recidivism. Release cohorts are tracked for five years.)

As of April 1, 2003, 2576 of the 5079 juveniles discharged in 1996 had recidivated. This represents an overall recidivism rate of 50.2%. Recidivism by custody assignment is 69.4% for secure care; 54.3% for non-secure programs; 39.7 % for home confinement; and 62.5% for other custody options such as detention, jail and runaways.

III. ADULT PROGRAM ISSUES AND INITIATIVES

A. The Basic Numbers

Incarceration rate is based on the number of state or federal prisoners with sentences of more than one year per 100,000 resident population. For more than twenty years, Louisiana's incarceration rate has been among the highest in the nation. For the last three years, according to figures from the U.S. Bureau of Justice Statistics, it has been the highest: in 1999, when the national average was 468/100,000 population, Louisiana reached 763; in 2000, the rate rose to 793/100,000 (over the national average of 481); and figures for 2001 indicate a rate of 795/100,000 and a national average of 472. Under the Federal Violent Crime Control and Law Enforcement Act, more than \$70 million has been awarded to the Department since 1996 to build beds to house violent offenders.

The current operational capacity of the state's adult institutions is 18,606; that number is projected to reach 20,049 by FY 05-06. During the same time, projected work release beds are expected to increase slightly from the current 1224 to 1274, and state beds in local facilities are projected to increase from 16,248 to 17,497. This will bring total system capacity from its present 36,078 to 38,821.

At the same time it is important to note that among the sixteen states of the Southern Legislative Conference, Louisiana has the second lowest cost of incarceration for adult offenders: \$32.67, which is \$13.04 less than the region's average.

Numerous factors affect the number of persons incarcerated and the demand for prison beds. Changes in society's expectations, reflected in new and amended laws, directly affect the number and type of admissions to incarceration, the length of sentence to be served, and the number of beds needed to accommodate the numbers. Policy decisions too affect bed space requirements.

Law allows certain inmates both to earn diminution of sentence credits (popularly called "good time") for positive behavior in prison and to lose diminution of sentence credit for violation of prison rules and state laws. In the first quarter of 2003, adult inmates in the state system lost a cumulative total of 12,598 days of good time as sanctions for disciplinary infractions. This number translates into an additional 34.5 years of prison time. The Department's ability to take good time credit from inmates who refuse to conform to institutional rules keeps those inmates off the streets for a longer period of time.

Decisions by the Parole Board also influence prison populations. In recent years, the rate at which board members denied parole has increased, then decreased. In 1995, 34% of the persons heard for parole were denied; by 1998, the denial rate reached 59.96%. Since then, it has begun to move downward and stood at 38.33% in 2002. Since 1998, the percentage of new prison admissions resulting from the revocation of persons released by parole or diminution of sentence to parole supervision has risen gradually from 32% to 33% to 34%.

Strategies to Reduce the Growth of Incarceration in the State of Louisiana was published in September 2000. “When considering the staggering costs associated with incarceration, a review of safe and effective community and institutional programs that decrease recidivism and prevent crime is in order,” Secretary Richard L. Stalder stated in a cover letter. The document explores ways to reduce recidivism and decrease victimization while continuing to improve public safety and reduce the financial burden represented by the correctional system. One emphasis is developing and operating cost-effective alternatives to traditional incarceration where authority to do so exists and administrators are reasonably sure that they can act without serious threat to public safety. Belief in that possibility is reflected in the sections below.

B. Population Reduction Strategy: Risk Review

The Department became part of a mixed-interest coalition that shaped and, with the Governor’s help, passed a sentencing reform law, Act No. 403 of the 2001 Regular Session. The law left untouched the truth-in-sentencing laws passed in 1997 to require inmates sentenced for crimes of violence to serve at least 85 percent of their sentences. The law did, however, amend sentence lengths and sentencing options for about thirty non-violent crimes, variously eliminating the prohibition on probation, parole, and suspension and/or removing or shortening minimum mandatory sentences.

To enhance the budgetary impact of Act No. 403, three Louisiana Risk Review Panels were created in the Department of Public Safety and Corrections. Their first task was to screen the roughly 10,000 inmates already in the system on Act No. 403 crimes and to recommend suitable ones for hearings before the Parole Board or the Pardon Board. Law instructs the panels to consider statutorily eligible persons and “evaluate the risk of danger to society which each [eligible] person...may present if released from confinement.”

By law, each panel consists of the Secretary or his designee, a board-certified psychologist, the warden or deputy warden of the institution where the offender is housed, and two members appointed by the Governor: a retired judge with criminal law experience and a probation and parole officer with at least ten years experience.

Policy guidelines require panelists to consider an applicant’s disciplinary record, custody status, level of program activity, criminal history, revocation history, mental illness that might represent a threat to society, noncompliance with treatment for communicable or contagious diseases, having been found in possession or under the influence of drugs while incarcerated, and a poor restitution payment history. All of these behaviors influence the likelihood of an offender’s being heard and/or recommended favorably by a panel.

As of August 22, 2003, the Risk Review Panels have received 15,879 applications from inmates in state and local facilities, returned 9305 as not eligible, and placed 1692 applicants on hearing dockets as eligible. Of the inmates who have been considered by a Risk Review Panel, 924 were denied and 476 were recommended to the Pardon Board or Parole Board for hearings or were recommended for IMPACT, work release, or internal status reduction. Approximately 78 percent of those recommended for IMPACT and 97 percent of those recommended for work release subsequently entered those programs. The Pardon Board to date has recommended 96 of the risk review cases for immediate parole eligibility and the Governor has commuted the sentence of 43. The Parole Board has granted parole to 44 offenders considered through the risk review process.

C. Classification: Assignment and Transfer of Inmates

Adult male inmates are screened at intake through the Hunt Reception and Diagnostic Center at Elayn Hunt Correctional Center or the Wade Reception and Diagnostic Center at David Wade Correctional Center. All adult female inmates are screened at the Female Reception and Diagnostic Center at Louisiana Correctional Institute for Women. Intake screening includes medical, mental health, educational, social, and physical assessments.

A comprehensive classification process guides assignment and transfer of adult inmates within the Department. Its foundation is custody level, which in turn dictates an inmate's housing assignment and level of supervision both inside and outside the institution. The controlling priorities for determining custody assignments are, first, public safety; second, the safety of staff and inmates; and, third, special needs of the inmate. Included in the third category are medical and mental health needs. Facilities offer levels of care ranging from the equivalent of a small hospital and in-patient mental health unit to the availability of 24-hour trained health care staff on-site or on call from the local community.

The classification system also recognizes two levels of protective custody: Level 1 is based upon the nature of the crime, prior employment history, age, and other significant protection concerns; Level 2 is usually the result of an inmate's asking to be placed in protective custody. Staff may initiate a move to protective custody so long as it is confirmed by a disciplinary officer or disciplinary board.

D. Work Ethic and the Role of Prison Enterprises

- Governing Principle

The Department's institutional work programs are designed to teach, enforce, and hopefully instill a work ethic. All adult inmates who are physically and mentally able to work are required to do so. Many are assigned first to work in the fields with the possibility of earning a more desirable job placement. The frail and seriously disabled perform jobs like shucking corn, hulling pecans, and shelling peas.

A survey included in the August 1998 *Corrections Compendium* newsletter identified Louisiana as second among the 50 states and the District of Columbia with regard to the percentage of its inmates who work: 96 percent of inmates in the state system were working. Almost all of the four percent not working were physically and/or mentally unable to perform regular work duties or were housed in disciplinary segregation, where they spend 23 hours a day in their cells. A June 2003, report from the Office of Adult Services indicates that 99.03 percent of all eligible inmates were working.

- Division of Prison Enterprises

The Division of Prison Enterprises (PE) is at the heart of the Department's work program, and it is the first state correctional industry program in the nation to be certified under the new ACA Performance Based Standards for Correctional Industries.

A sign outside the division's administrative offices reflects the mission of the Division of Prison Enterprises: "Tax Payer Savings Through Hard Work and Training." The statement includes the hard work and training of inmates, quality products and services at competitive prices for governmental and not-for-profit agencies, and the fact that PE itself purchases materials and services from businesses throughout the state. During FY 2001-02 PE purchased \$15,271,380 from local vendors.

Through PE, work opportunities for inmates are available in more than thirty-five industrial, agricultural, and service programs. Inmates are taught skills in a variety of trades including carpentry, welding, upholstery, printing, furniture manufacturing and refurbishing, swine production, crop production, and warehouse operations. In addition to participation in PE work programs, eligible and qualified inmates can be assigned to work on institutional construction projects, including roofing, road overlay, building renovation, and construction of support buildings. Under the supervision of professional tradesmen, inmates learn and refine skills in carpentry, masonry, electrical work, plumbing, and other practical and marketable trades.

Since January 1994, PE has been certified by the U.S. Department of Justice to participate in the Private Sector/Prison Industries Enhancement (PIE) Program, wherein inmates work directly for a private sector company and are paid the prevailing wage for similar work in the private sector. One such project, housed at Winn Correctional Center (WNC), requires inmates to contribute toward their room and board, put savings aside, and pay state, federal, and FICA taxes. Their wages are also subject to a deduction in support of the Crime Victims Reparations Fund.

From its beginning in October 1994 through December 2002, inmates in the WNC PIE program have contributed \$82,994 to the Crime Victims Reparations Fund, \$249,396 to the state general fund to offset the costs of incarceration, and \$162,422 in state and federal taxes. Another PIE program to be located at Louisiana State Penitentiary (LSP) is in the final stages of approval and has the potential to employ a significant number of inmates.

In addition to its major role in teaching useful skills to inmates, PE also enhances the Department's ability to operate cost effectively. For example, in the summer of 1999, PE constructed a "freezer complex" at LSP, where large quantities of vegetables can be processed and blast frozen for later use in prison kitchens. LSP provides storage space, which enables PE to sell vegetables throughout the year at substantial savings over comparable canned vegetables.

Because wardens reported difficulty in finding acceptable institutional blankets, PE developed a new line. During 2000, PE began producing t-shirts at the garment factory at Louisiana Correctional Institute for Women. The Department purchases about 100,000 white t-shirts annually for issue to inmates; because PE prices are lower than purchase prices elsewhere, the venture has translated into substantial savings. Through construction of a larger Food Distribution Center warehouse at LSP, PE will be able to handle more canteen products in larger quantities, thereby reducing the number of deliveries into prisons from outside vendors.

E. IMPACT: Intensive Motivational Program of Alternative Correctional Treatment

IMPACT, often referred to as "the boot camp program," requires inmates to serve a minimum of 180 days of incarceration followed by a period of intensive supervision, then regular parole until the full term of the sentence is completed. The intensive incarceration phase is a rigorous, multifaceted program emphasizing discipline, physical exertion, community service, and—perhaps most importantly—rehabilitative/therapeutic regimes in substance abuse, values reorientation, self discipline and responsibility, parenting skills, basic life skills, and education.

IMPACT has been developed around three goals:

- To provide a suitable alternative to long-term incarceration for primarily youthful first and second offenders;
- To equip inmate participants with the skills necessary to live successfully both inside and outside of prison; and
- To reduce the Department's financial cost without undue risk to public safety.

Individuals can be identified for participation in the program in several ways: 1) recommendation by the Division of Probation and Parole-Adult, with the concurrence of the sentencing court and the positive recommendation of the Secretary or his designee; 2) recommendation by staff at Hunt Reception and Diagnostic Center, Wade Reception and Diagnostic Center, or Female Reception and Diagnostic Center; 3) recommendation by the court at time of initial sentencing or revocation for a technical probation violation; and 4) recommendation by the Parole Board (for return to IMPACT for a minimum of 150 days) in lieu of revocation for a technical violation.

Eligibility requirements for participants are established in law and policy. Basically, participants must be parole-eligible, convicted of a non-violent first or second felony offense (including some drug offenses), and sentenced to state custody for seven years

or less. Appropriateness screening includes medical and psychological testing and consideration of individual suitability. Inmates enter the program on a voluntary and contractual basis.

The original IMPACT unit opened at Elayn Hunt Correctional Center (EHCC) in 1987 with 136 beds for males. (Participating females are housed at the neighboring Louisiana Correctional Institute for Women (LCIW) and transported daily back and forth.) After several years, the institution renovated space and increased the number of male beds to its present 200. On October 8, 2001, a second IMPACT unit was opened at the Dr. Martin L. Forcht, Jr., M. D., Clinical Treatment Unit of the David Wade Correctional Center (identified as both Forcht-Wade and FWCC). It houses 80 male inmates. Whether assigned to EHCC, LCIW, or FWCC, IMPACT participants are housed apart from and have very limited contact with general population inmates.

Over the years the IMPACT model has evolved from a military type program with some treatment components to a treatment program with elements of military drill and discipline. In May 1995, EHCC IMPACT strengthened its educational component by adding the Jobs Skills Education Program, a computer-assisted education program initially developed by the military to improve the basic skills of large numbers of individuals with unequal skills levels. In June 1998, EHCC IMPACT added a fast-track ship fitting/welding program to provide IMPACT inmates with 200 hours of training and a much enhanced opportunity for employment. In early 2001, vocational offerings were further enhanced by adding cabling technology and computer technology. In November 2001, automotive technology became an option, and IMPACT trainees were allowed to attend classes at a technical college in Baton Rouge.

Educational programs for FWCC IMPACT are coordinated through the Louisiana Technical College-Shreveport campus. Technical programs currently offered include horticulture, residential electrical wiring, and computer specialist training. Work readiness, basic skills, and life skills are also available. At its inception, FWCC IMPACT provided approximately 200 treatment hours during the minimum program length of 180 days; that total has increased to 264 hours.

In 2002, the Department received \$1.6 million in federal funds through the Residential Substance Abuse Treatment program. Those monies help support structured substance abuse programs at six locations, including EHCC IMPACT (since 1997) and now FWCC IMPACT. Program focus is substance abuse problems and individual and group activities that help participants develop cognitive, behavioral, social, vocational, and other skills in order to resolve their substance abuse and related problems. Central to substance abuse programming is Moral Recognition Therapy, an approach developed for treatment resistant clients to alter how they think and make judgments and decisions about right and wrong.

In September 2000, the average length of incarceration for an inmate in institutional IMPACT was 10.3 months. A similarly profiled inmate traditionally incarcerated would have an average sentence of 5.5 years and would actually serve 2.75 years (about 33 months). Assuming that the comparative periods of incarceration are little changed,

current annual savings per inmate (based on a current cost per day of \$22.39) are significant. Reducing costs by 22 months (or 660 days) results in a savings of \$14,777 per inmate.

F. Special Needs Inmates

Inmates who have spent much of their lives going in and out of prison and inmates who have been incarcerated for a long period of time generally age more rapidly than the population at large; consequently, in prison, “geriatric” is defined as age 50 and older. Also, the number of inmates who arrive in prison with immunological deficiencies and other contagious conditions, renal disease, and other serious health conditions is increasing. The combination of these factors, longer sentences, and more limited eligibility for diminution of sentence will demand increased resources for special needs populations.

- The Dr. Martin L. Forcht, Jr., Clinical Treatment Unit

Throughout the adult system, there are special housing areas with provisions to assist physically disabled inmates with the activities of daily living. A facility for frail and infirm inmates has been developed near Shreveport as a satellite of David Wade Correctional Center. Dedicated as the Dr. Martin L. Forcht, Jr., Clinical Treatment Unit, it occupies the site of the old Caddo Detention Center, which was deeded to the state on July 1, 1996, and renovated with assistance from federal Violent Offender Incarceration/Truth in Sentencing grant monies.

Forcht Wade’s operational capacity is 492. Its primary population is adult male inmates whose age and/or physical impairments require special assistance. In addition to 362 special need beds, the facility includes a reception and diagnostic unit, a small contingent of inmates who do grounds maintenance and perform other service functions, and the north Louisiana IMPACT unit.

- Dialysis

Dixon Correctional Institute (DCI), the Department’s dialysis facility for adult inmates, provides care and treatment to all inmates diagnosed with chronic or end-stage renal failure. Hemodialysis is performed at Earl K. Long Hospital in Baton Rouge under the direction of a nephrologist. Medical staff at DCI and Earl K. Long Hospital work together closely to meet the medical, dietary, and psycho-social needs of inmates with kidney failure, and thereby meet the Department’s goal of providing quality clinical care in a cost-effective manner.

- Hospice

In May 2003, the population of Louisiana State Penitentiary (LSP) included 3,401 inmates serving life sentences and 892 inmates over age 50. In response to the large combined population of aging lifers, long-term offenders, and seriously ill inmates, LSP developed hospice care. The Angola Hospice has been nationally certified and

identified as a model by the National Prison Hospice Foundation. LSP's extensive use of inmate volunteers and inmate visitors in place of and in conjunction with actual family involvement makes the program viable and sets it apart from more traditional hospice programs. Hospice programs have also been established at Elayn Hunt Correctional Center (EHCC) and Washington Correctional Institute.

- **Mental Health Treatment**

Mental health operations have been strengthened through centralization of services at EHCC. The Hunt Special Unit has a 60-bed secure unit and an 83-bed dormitory/intermediate unit. The goal of HSU programming is to stabilize inmates and allow them an opportunity to live in the least restrictive environment possible, often general population. The program is clinically directed by Tulane University School of Medicine, Department of Psychiatry and Neurology, Division of Forensic Neuropsychiatry.

Mental health facilities at the LSP include a 60-bed transition unit, which provides housing and programming for severely mentally ill and severely developmentally disabled inmates, and a 68-bed reintegration dormitory, which offers a less restrictive environment, continued programming, and the possibility of gradual transition to a regular population dormitory.

Assignment of inmates to the mental health units at EHCC or LSP is a classification function. Inmates not classified as requiring that level of mental health intervention have access to licensed social workers and other professional mental health staff, and protocols are in place for handling suicidal inmates and others in mental health crisis pending stabilization or transfer.

- **Skilled Nursing**

A Skilled Nursing/Mental Health/AIDS-HIV unit is planned at EHCC. It will provide 600-700 beds and deliver acute and chronic medical and mental health care. The facility will include new clinical areas and inpatient housing units to meet the Department's short and long-term needs for non-hospital services such as emergency care, frequent medical monitoring, long-term skilled nursing home care, and hospice care and will supplement the services provided by the state's charity hospital system.

Design work for the facility has been completed and approved by Facility Planning and Control; \$26 million in construction funds have been appropriated; however construction has been delayed due to the lack of a required 25% in matching funds.

G. Adult Education and Competency Building

As of April 2003, almost thirty percent of the eligible incarcerated adult population was participating in educational programming, most as students, some as tutors. Eligibility in this context refers to the fact that offenders assigned to temporarily assigned beds

(for example, reception/intake or cellblock) are not afforded access to education programs.

- Project Metamorphosis

In 1997, the Department was awarded a \$429,047 Life Skills Grant by the U.S. Department of Education, Office of Vocational and Adult Education. Named "Project Metamorphosis," the three-year initiative was located at three adult institutions: Elayn Hunt Correctional Center (EHCC), Louisiana Correctional Institute for Women (LCIW), and Avoyelles Correctional Center (AVC). Its goal was to reduce recidivism in the adult correctional system by increasing vocational, cognitive, and employability skills and post-release employment and wage rates.

During the project's three years, it served 1243 inmates. Project Metamorphosis inmates released in 1999 had a recidivism rate of 15.8%, compared to 22.1% for the general population released and tracked for the same period. If the decreased recidivism rate holds for those released, annual savings would be about \$900,000.

Because recurring costs for salaries and supplies to continue Project Metamorphosis at all three locations would have averaged \$380,000 annually, the Department was unable to continue the program when federal funding expired in spring 2001.

- High Risk Adults

As Project Metamorphosis was winding down, the Department became a sub-recipient of a Direct Services Grant for High Risk Adults through the U. S. Department of Labor. Those funds were directed to the three institutions where Project Metamorphosis had been: EHCC, LCIW, and AVC. Pursuant to the Workforce Investment Act, the grant must serve males and females, age 18 and older, who do not have skills that would enable them to obtain stable employment. Each participant is assessed to determine individual needs in the areas of education, hard and soft skills, and general employability. A personal training plan is then developed to help participants prepare for employment and on-the-job success.

The grant's major objective is to reduce recidivism through a series of strategies aimed at academic achievement, job training/placement, and retention. Program effectiveness will be evaluated by staff of Louisiana State University. Other agencies participating in this initiative are the Louisiana Community Technical College System and local workforce investment areas.

- Application of TANF Funds

One allowable use of federal TANF (Temporary Assistance for Needy Families) dollars is to encourage the formation and maintenance of two-parent families. When TANF dollars became available to the Department, it implemented a version of Metamorphosis at three facilities: Dixon Correctional Institute (DCI), Washington Correctional Institute, and Forcht Wade Correctional Center. In June 2002, the legislature redirected TANF

dollars to the Louisiana Commercial and Technical College System. Individual technical college campuses have assumed the responsibility of developing suitable programs to serve inmates in penal institutions in their areas.

The Department continues to tap TANF funds to support post-release skills development for inmates who are parents of minor children. The Department contracts with three community-based providers, which have developed programs to help inmates understand and fulfill their role as family member. The contract providers are Project Return of Louisiana, Inc., Volunteers of America of Greater New Orleans, Inc., and BI, Inc. Inmate participants must sign a statement verifying that they are parents of minor children.

As a recent BI publication explains, children and families have not traditionally been part of the focus for prisoner reentry. BI's Baton Rouge program offers one example of an approach to a recently acknowledged problem. Called "Family Connections," it is a program that teaches inmates how to be better parents, connects releasing inmates with their children, offers support to the primary care givers of the releasing inmate's children, and links offenders and their families to local resources.

The Department also uses TANF funds to contract with the Concordia Parish Sheriff's Office for academic, vocational, and life skills training offered as part of that facility's pre-release programming.

- Re-entry Fairs

The idea for a Community Re-entry Resource Day originated at DCI as an effort to enhance programming for inmates about to release to the community. The project sought to accomplish three things: 1) provide inmates with information about resources available to them in the community; 2) build and strengthen relationships between the Department and service providers in the community; and 3) provide an opportunity for service providers to network among themselves. A team including representatives from the Division of Probation and Parole-Adult, the Louisiana Prison Chapel Foundation, Catholic Community Services, and DCI planned the event and identified service providers to invite.

In October 2001, 34 community resource providers answered questions and offered helpful information to 260 inmates. Inmates were able to obtain study guides for their driver's licenses and apply for replacement Social Security cards. During lunch, community representatives shared information about services they provide and exchanged ideas about ways to work more effectively together.

With a model to follow, other adult institutions are adapting the idea for their populations, and the model itself is expanding as the Department makes changes to support the goals of CORE. Through the Department's collaboration with the Office of Motor Vehicles, discharging inmates at DCI, EHCC, LCIW, LSP, and AVC are able to leave prison with a state identification card. Efforts are underway to extend the same opportunity to inmates at other facilities.

H. Substance Abuse

All adult institutions have substance abuse coordinators and active AA/NA chapters. As a stipulation of parole, work release, or diminution of sentence discharge, some adult inmates are required to enter the Blue Walters Substance Abuse Program prior to release. The program opened at Dixon Correctional Institute in March 1991 in cooperation with the Department of Health and Hospitals (DHH) and closed on October 3, 2000, after sweeping cuts to the DHH budget made continuation infeasible. Shortly afterwards, Charles Foti, Criminal Sheriff of Orleans Parish, volunteered to accept the program into his operations. Thus, a Residential Substance Abuse Treatment (RSAT) program continues to be available to male and female inmates.

The program goal of Blue Walters continues to be to reduce recidivism through a structured program of substance abuse intervention, education, and rehabilitation. Upon discharge from incarceration, all individuals who satisfactorily complete the program are referred for aftercare services to state substance abuse clinics in their communities.

In 1996, the Department received \$540,000 in first-year federal funds through the RSAT program and applied them to implement structured substance abuse programs at Elayn Hunt Correctional Center and Concordia Parish Correctional Center. The result has been a six- to twelve-month program of individual and group treatment activities for inmates, who must be housed separately from the general population. The program focuses on substance abuse problems and activities that help inmates develop cognitive, behavioral, social, vocational, and other skills in order to resolve substance abuse and related problems. At the heart of the program is Moral Recognition Therapy, designed to treat resistant clients and to alter how they think and make judgments and decisions about right and wrong.

I. Medical Co-Payments

Because abuse of the medical care system can directly affect the quality of medical services provided to inmates, the Department implemented a schedule of medical co-payment fees for adult inmates. Requiring a fee to access the medical system discourages frivolous requests to see medical staff and creates more time for patients needing treatment.

Fees are \$3 for a self-initiated request for medical, dental, and mental health services and \$2 for each new prescription written and dispensed—except in certain situations affecting general health within the population (for example, those involving tuberculosis and some psychiatric conditions). No inmate is refused medical, mental health, or dental services or prescription or other drugs necessary for basic health because of financial status.

J. Privilege Restrictions

Televisions, sports equipment, and other amenities of prison life are purchased by individual institutions with funds derived primarily from canteen and hobby craft sales, pay telephone commissions, and abandoned inmate property.

Access to television for recreational purposes serves as a tool that correctional professionals use to manage inmate behavior. In response to the expressed concern of the general public and some correctional professionals about the appropriateness of some television programs, the Department formalized the parameters for television viewing to exclude sexually explicit and violent programming and bar access to premium cable or satellite services, music video channels, and other expanded service programs. Inmates housed in extended lock down for disciplinary adjustment, administrative segregation, or isolation are denied all access to television. Inmates housed in working cellblocks have only limited access. In some institutions televisions are turned to news programming at specified times of day. Otherwise, television viewing is by majority vote.

There has been a nationwide push in recent years to ban weightlifting in correctional facilities. The concerns range from the possible use of free weights as weapons and the cost of injuries associated with weightlifting to the concern that inmates were lifting weights to “bulk up” in preparation for their return to the streets. In response to these issues, the Department formalized a policy that prohibits competitive power-lifting and emphasizes the use of weightlifting equipment for health reasons—as part of wellness/basic fitness activities and/or a tool for physical therapy or rehabilitation. Free-weights have been replaced with fixed weights, whose combined weight cannot exceed one hundred pounds.

Smoking and the use of tobacco products is an increasingly limited privilege for inmates in adult institutions. Department policy now prohibits inmates who are housed in extended lock down (for disciplinary adjustment reasons, administrative segregation, or isolation) from possessing, smoking, or using tobacco products. The regulation encourages institutions to minimize smoking in inmate living areas. Institutions have begun the transition to make specified dormitories into non-smoking living areas. (Juvenile offenders in secure care are not allowed to smoke, regardless of age.)

Contact visiting privileges of inmates found guilty in the institution of possessing drugs and/or inmates who test positive or refuse to submit to a drug screen may be restricted to non-contact visits. These restrictions are formally reviewed every six months.

Telephone contact is an important mechanism by which inmates maintain direct contact with family and others in the community. To accommodate that need while controlling an inmate’s ability to perpetuate telephone scams or annoy persons who don’t wish to be contacted, inmates submit a list of persons and telephone numbers they wish to call. Telephones in the state system are programmed to allow the inmate to call only those numbers on the approved phone list.

K. Recidivism

The Department defines recidivism as the return to custody following conviction for a new felony or technical revocation of supervision after having been released from incarceration through one of the following mechanisms: parole; good time release; diminution of sentence to parole supervision; full-term release; other (includes conviction overturns, court orders, and releases to probation on a split sentence). The Department has been tracking adult offender recidivism rates since 1988 when it began following release cohorts (i.e., all offenders released during a calendar year) and reporting recidivism in terms of return to prison within a six-year period. Based on a report generated July 1, 2003, the recidivism rate for adult inmates released from state and local facilities during 1998 is 52.9 percent. For those released in 1999, the recidivism rate is 49.0 percent and for those released in 2000, the rate is 42.4 percent.

IV. DIVISION OF PROBATION AND PAROLE-ADULT/COMMUNITY CORRECTIONS: ISSUES AND INITIATIVES

The Division of Probation and Parole-Adult is essential to the agency's efforts to maximize public safety in the most cost-effective way possible. Budget figures for Fiscal Year 2002-2003 indicate an average cost of \$33.65 per day to incarcerate an adult compared to \$1.98 per day to supervise an offender on probation or parole. The availability of community supervision facilitates the optimum use of beds available in correctional facilities and, with added special conditions, it can serve as a suitable alternative to revocation. Additionally, persons under supervision can be employed, help support their families, and pay taxes, supervision fees, and victim restitution.

As of March 2003, 39 percent of the Division's caseload (23,083 of 59,186) are parolees, released either by action of the Parole Board or by action of good time laws; the remaining 61 percent (36,103) are, almost exclusively, felony probationers. To increase the likelihood of an inmate's successful transition from prison to community, probation and parole officers not only monitor their behavior; they provide counseling and/or other assistance through referrals to community resources in areas like employment, education, training, health care, and social services. A Community Services Coordinator in each district office maintains a directory of resources available for referrals. Each offender is screened through a risk/needs assessment to determine the level of supervision required. A plan of supervision is developed for each offender consistent with general objectives and individual needs.

In addition to their supervisory duties, officers screen inmates for work release eligibility, monitor inmates in work release programs, and offer assistance to work release staff and administrators. They prepare investigative reports for justice system decision makers—e.g., the courts, the Parole Board, the Pardon Board, Risk Review panels, and the Governor's Office. They monitor payment of fines, fees, and restitution.

A. Risk/Needs Assessment

Classification is an integral part of both institutional corrections and community corrections. In community corrections, classification by supervision level determines the frequency of required contact (maximum, medium and minimum supervision.) Some years ago, all cases began on maximum supervision and remained at that level for at least six months, after which they could be reduced to medium, then minimum, with supervisory approval. This system worked reasonably well when caseloads were 75 or less.

In 1982, a law was enacted to mandate that all offenders released on diminution of sentence (good time) must be supervised "as if on parole." The law caused a rapid increase in caseloads. There was not, however, a corresponding increase in staffing levels; consequently, the previous schedule and standard of supervision could not be maintained.

A risk/needs instrument was developed from several previously validated instruments to allow supervising officers to concentrate on the portion of their caseloads posing the greatest threat to the community and/or requiring the most assistance, counseling, and intervention to remain successfully in the community. It was based on the well-respected Wisconsin model and field-tested prior to implementation. When carefully applied, it helped field staff take better control of their caseloads by reducing maximum cases to those individuals who were most likely to recidivate and/or those most in need of special attention (i.e., the “high need” offender).

Because caseloads continued to increase and more dangerous offenders have become a routine part of the post-incarceration caseload, the Division’s classification system was further refined. The new system is two-tiered. A nine-question Pre-Screen Risk Instrument sets the level of supervision. The second tier, the 54-question Level of Services Inventory-Revised (LSI-R), is applied if the pre-screen instrument classified the offender at the medium supervision level. The LSI-R is now part of the Case Management System and is totally electronic.

Properly applied, risk classification has been shown to be valid for predicting recidivism. By applying the instrument, the Division can determine supervision levels according to each offender’s risk of recidivating, then apply limited resources accordingly. The current instrument was also designed to assist in identifying dynamic areas of risk/need, which can be monitored and addressed by suitable programming that protects society while applying the least restrictive criminal sanction appropriate.

B. The “Going Home” Pilot

The U. S. Justice Department’s Office of Justice Programs awarded the Department a three-year, \$2 million grant from the Serious and Violent Offender Reentry Initiative. A major component of the grant is a pilot re-entry program in the two New Orleans adult probation and parole offices (New Orleans District East and New Orleans District West). The pilot targets young inmates (ages 18-24 years) releasing from Dixon Correctional Institute, Elayn Hunt Correctional Center, and Louisiana Correctional Institute for Women to one of the New Orleans District offices.

Inmates arrive in the pilot districts with an accountability plan, developed while still incarcerated and subject to ongoing revision by the inmate under the guidance and supervision of a team of staff, who assist and monitor his progress in the community. At a central location, inmates have access to a community resource coordinator, a job development specialist, GED/educational tutors, a violent aggressor’s treatment program, substance abuse counseling, and a basic 22-week life skills/character building program offered through Spirit of Freedom Ministries, a non-profit, faith-based organization committed to helping offenders find and sustain a positive direction in life. Inmates pay a participation fee to help cover costs, and they perform community service hours.

Monthly risk assessments and a color-coded flag system are used to identify inmates whose behaviors put them at a greater risk of violation so that appropriate steps can be taken to reduce the danger to public safety. The program also serves as an intermediate sanction and a possible alternative to revocation and return to prison.

C. IMPACT: Intensive Motivational Program of Alternative Correctional Treatment

Officers of the Division of Probation and Parole-Adult manage the supervisory component of the Department's two-part IMPACT program, which begins with a period of intensive incarceration and is followed by a period of intensive parole supervision. Offenders, who successfully complete intensive incarceration, parole to intensive supervision, the most restrictive level of supervision, which involves frequent personal contacts, a curfew, and other structured activities for a period of six to nine months.

In the mid 1990s, with the assistance of a federal grant, the Department forged a partnership with the Department of Health and Hospitals, Office of Alcohol and Drug Abuse, for continuing substance abuse treatment services when an IMPACT participant moves into the community. Thus, inmates who complete the intensive incarceration portion of IMPACT and are determined to have a significant substance abuse problem are referred to Residential Substance Abuse Treatment programs in the community before being released to live at home under intensive parole supervision.

D. Electronic Monitoring

The Division owns more than 200 electronic monitoring units and a central host system, which monitors the devices to determine whether violations occur. The system was updated in 2001. Electronic monitoring is currently being used to monitor IMPACT (intensive parole) cases and curfews imposed in lieu of revocation for persons who have committed technical violations of their parole conditions. A law enacted during the 2001 Regular Session mandated home incarceration with electronic monitoring as a possibility for many non-violent first offenders. In response, the Division initiated a pilot effort and leased up-to-date equipment to supplement the 200 units it owned.

The Division has found the devices to be efficient, cost-effective tools, which enhance supervision efforts for selected cases. The cost to use each electronic monitoring unit is \$1.28 per day. When the cost of supervision is added, the total is still less than \$3.50 per day and is significantly less than the \$33.65 daily cost of incarceration.

E. Collections

The Division is responsible for the collection, accounting, and transmittal of various monies ordered paid by criminal offenders under its supervision. Collections include direct restitution to victims, payments to the Crime Victims Reparations Fund, supervision fees, fines, court costs, and other payments intended to defray the costs of criminal justice agencies in connection with the offender's arrest and prosecution.

Creation of a Central Collection Unit, which receives and processes direct payments from offenders, has made managing the Division's fiduciary responsibilities easier. The unit maintains accurate and complete records of each offender's separate financial obligations to each payee. This includes the amount owed, schedule of payments, mode of payment, date mailed to payee, arrears and balance due. The computerized system that supports unit operations is capable of storing payment history and disbursement information and producing numerous reports pertaining to each offender and each payee. It can also generate transmittal letters/forms for disbursement of funds to payees. Information is readily available at all times for administrative and supervisory review, as well as for audit activities.

In 2002, the Division initiated a plan to intercept the state tax refunds of offenders with delinquent payments. The tax intercept plan resulted in \$39,000 in fees being collected in 2002. The plan has been expanded and the Division is presently collecting on 2002 tax year returns. During the four most recent quarters (April 2002 - March 2003), the Collections unit received and disbursed \$20,491,451.

F. Radio System

Public safety communications have been problematic for years, complicated by interference, overcrowding, and lack of available spectrum, especially in the metropolitan areas. In the late 1990s, the Office of State Police developed an 800 trunked system and offered other state agencies access to dedicated channels. The arrangement helped but did not resolve the Division's need to communicate with local law enforcement agencies that did not use the 800 system.

To upgrade the system, a regional plan was developed. Frequencies were allocated as equitably as possible with the intent of supplying a pool of frequencies for use in each parish and assigning the frequencies in accordance with the highest demonstrated need. As a result of this comprehensive plan, the SMARTZONE radio system was put in place. The first sites came up in June 1997, concentrated in the southern portion of the state. The last areas were linked toward the end of 1998. This system has the potential to link all state agencies and the sheriffs' offices into one common system.

Presently, all officers in the field have access to some sort of radio communication. The Division plans to purchase radios that will allow contact with local agencies. It is also piloting the use of cell phones in some areas.