

Office of Legislative Auditor

Department of Public Safety and Corrections,
Corrections Services



Information Report

March 2006

Housing of State Adult Inmates

The information contained in this report was developed as a result of a performance audit we initiated but did not complete of the Department of Public Safety and Corrections, Corrections Services (the department).

Because of the impact hurricanes Katrina and Rita had on the department's daily operations, we were not able to conduct all tests and analyses necessary to complete the audit. Therefore, we present in this report the following information we compiled before August 29, 2005.

- As of August 19, 2005, 18,001 state inmates were housed in 11 state adult institutions and 18,320 were housed in local correctional facilities.
- Of the 18,320 inmates housed in local facilities, 824 were assigned to contract work release programs. An additional 455 inmates were housed in community rehabilitation centers that administer work release programs.
- The department is piloting a computerized billing process in 12 local facilities. The new process allows inmate location information to be updated in the department's computer system in a more timely manner.
- The department conducts annual operational audits of all work release programs to ensure compliance with departmental requirements. Also, four programs are accredited by the American Correctional Association (ACA), and the department ensures its compliance with critical ACA standards each year. In addition, the department conducts routine inspections of contract work release facilities and their inmates' job sites, but conducts no such monitoring of non-contract work release facilities.

I hope this information will benefit you in your legislative decision-making process.

Sincerely,

A handwritten signature in black ink, appearing to read "Steve J. Theriot". The signature is stylized and cursive.

Steve J. Theriot, CPA
Legislative Auditor

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Background

Legal Authority. Louisiana Revised Statute (R.S.) 15:824(A) provides that any individual subject to confinement in a state adult correctional institution must be committed to the Department of Public Safety and Corrections (the department). The law also requires the director of corrections to assign each newly committed inmate to an appropriate correctional facility.

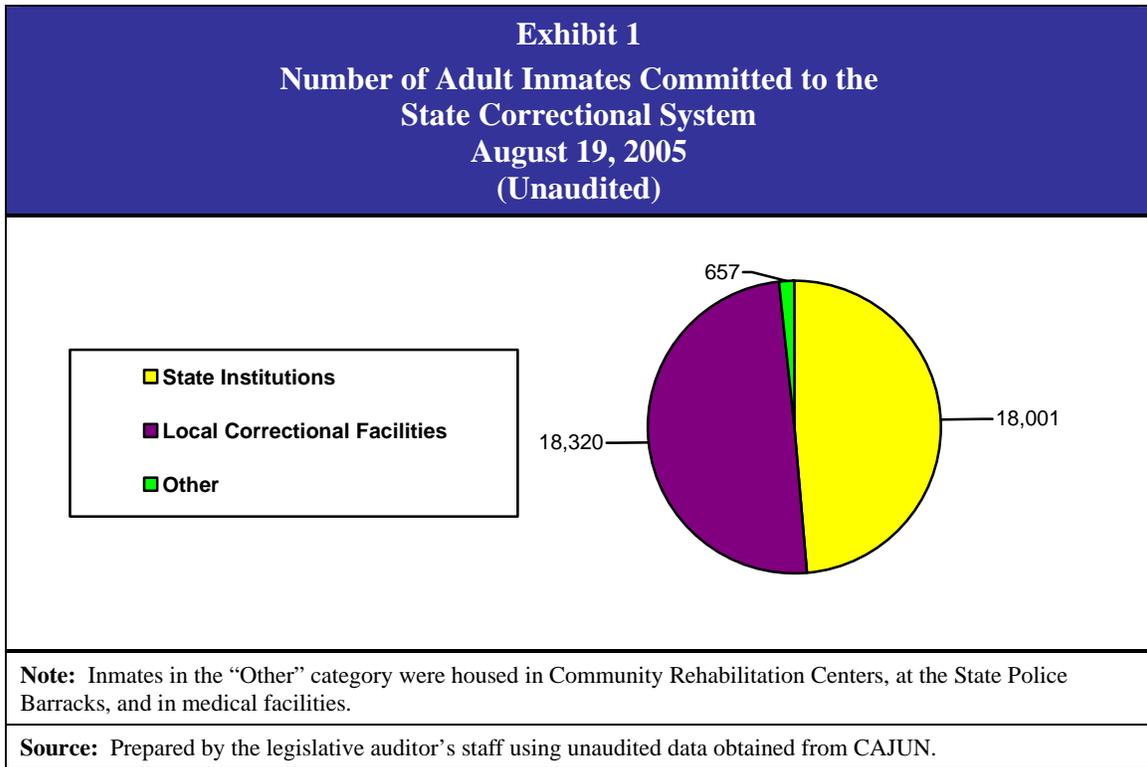
The department is authorized by R.S. 15:824(B)(1)(a) to house state inmates in local correctional facilities. According to the department secretary, sheriffs generally decide whether inmates are housed in state or local facilities, and they usually transfer to the state correctional system those inmates who are dangerous, escape risks, or afflicted with physical or mental disorders, as determined by the sheriff.

Intake Process. Upon entering the state adult correctional system, most male offenders are screened at one of two Adult Reception and Diagnostic Centers (ARDCs). The exception is death row inmates, who are sent directly to the Louisiana State Penitentiary. Intake screening includes a complete medical examination, a thorough psychological evaluation, and an in-depth social work-up. All inmates are required to participate in mandatory training on sexually transmitted diseases conducted by inmate peer counselors who are certified in the subject by the American Red Cross. The intake process lasts approximately two weeks. ARDC staff then classifies the inmates according to one of three custody levels (minimum, medium, and maximum) and assigns and transfers the inmates to appropriate institutions.

Female offenders undergo the same intake process at the Louisiana Correctional Institute for Women. This facility is the only state institution for females and houses inmates of all custody levels, including death row inmates.

As previously stated, sheriffs generally decide whether to transfer state inmates from local correctional facilities to the state correctional system. A performance audit report published by the Louisiana Legislative Auditor in March 2000 found that state inmates who remained in local correctional facilities did not undergo the same intake process as those who were transferred to the state correctional system.

Number of State Adult Inmates. The department maintains inmate information, including physical location and transfer history, in its Corrections and Justice Unified Network (CAJUN) computerized information system. As of August 19, 2005, CAJUN reflected 36,978 adult inmates committed to the state correctional system, as shown in Exhibit 1 on the following page.



State Institutions

The state correctional system consists of 11 adult institutions with a total operational capacity of 18,349 inmates, as of August 17, 2005. The department defines operational capacity as the maximum number of beds allowed by the State Fire Marshal and the State Health Officer. As of August 19, 2005, the department housed 18,001 inmates in these 11 institutions, as shown in Exhibit 2 on the following page. We obtained the information in the exhibit from CAJUN, but we did not verify its accuracy.

Exhibit 2		
Number of Adult Inmates Housed in State Institutions		
August 19, 2005		
(Unaudited)		
Institution	Operational Capacity	No. of Inmates
Allen Correctional Center*	1,461	1,454
Avoyelles Correctional Center	1,474	1,472
C. Paul Phelps Correctional Center	860	856
David Wade Correctional Center**	1,970	1,879
Dixon Correctional Institute	1,340	1,320
Elayn Hunt Correctional Center	2,089	1,958
J. Levy Dabadie Correctional Center	500	474
Louisiana Correctional Institute for Women	1,020	978
Louisiana State Penitentiary	5,108	5,092
Washington Correctional Institute	1,066	1,068
Winn Correctional Institute*	1,461	1,450
TOTAL	18,349	18,001
* These facilities are privately operated.		
** This facility includes the Forcht Wade Correctional Center and the Steve Hoyle Rehabilitation Center.		
Source: Prepared by the legislative auditor's staff using unaudited data obtained from CAJUN.		

Local Correctional Facilities

General Housing. According to R.S. 15:824(B)(1)(a), state inmates may be housed in local correctional facilities for the following reasons:

- An inmate's commitment has been delayed or prevented by court order.
- The department lacks the necessary facilities.
- The department refuses to house an inmate.
- An inmate is held in a parish jail without bail pending an appeal.
- An inmate is participating in a Blue Walters Substance Abuse Program by order of a court in lieu of revocation of probation or parole.

The maximum number of state inmates that a local facility can house cannot exceed the facility's operational capacity. As of August 19, 2005, local governmental entities housed 18,320 state inmates, according to CAJUN. This information is presented in Exhibit 3 on the following page.

Exhibit 3
Number of State Adult Inmates Housed by Contract and Non-contract Local Governmental Entities
August 19, 2005
(Unaudited)

Entity	No. of Inmates	Entity	No. of Inmates	Entity	No. of Inmates
Abbeville City Jail	2	J.B. Evans Correctional Center	73	Sabine Parish ¹	80
Acadia Parish ¹	117	Jackson Parish ¹	14	Shreveport City Jail	4
Allen Parish	13	Jefferson Davis Parish	7	Slidell City Jail	11
Amite City Jail	2	Jefferson Parish	108	South Louisiana Correctional Center ¹	637
Ascension Parish	26	Jennings City Jail	8	St. Bernard Parish	70
Assumption Parish	41	Kenner City Jail	1	St. Charles Parish ^{1,2}	327
Ayoelles Parish ¹	953	Kinder City Jail	2	St. Helena Parish	4
Basile City Jail	1	Lafayette Parish ¹	166	St. James Parish	20
Beauregard Parish	26	Lafourche Parish ³	196	St. John the Baptist Parish ^{1,2}	138
Bienville Parish ¹	14	LaSalle Parish ²	456	St. Landry Parish	56
Bogalusa City Jail	4	Lincoln Parish	6	St. Martin Parish	236
Bossier Parish ²	385	Livingston Parish	14	St. Mary Parish ^{1,2}	183
Breaux Bridge City Jail	1	Madison Parish ^{1,2}	573	St. Tammany Parish ³	446
Caddo Parish ¹	149	Monroe City Jail	1	Sulphur City Jail	6
Calcasieu Parish ^{1,2}	326	Morehouse Parish ^{1,2}	418	Tangipahoa Parish ¹	245
Caldwell Parish ^{1,2}	518	Morgan City Jail	4	Tensas Parish ^{1,2}	273
Cameron Parish	8	Natchitoches Parish ^{1,2}	328	Terrebonne Parish	149
Catahoula Parish ²	390	Opelousas City Jail	2	Union Parish ²	238
Clatborne Parish ^{1,2}	541	Orleans Parish ¹	2,100	Vermilion Parish	72
Concordia Parish ^{1,2}	176	Ouachita Parish ¹	357	Vernon Parish ^{1,2}	210
Dequincy City Jail	1	Patterson City Jail	4	Washington Parish ¹	41
DeSoto Parish	27	Pine Prairie Detention Center	489	Webster Parish ^{1,2}	252
East Baton Rouge Parish ¹	163	Plaquemines Parish	178	West Baton Rouge Parish ³	359
East Carroll Parish ^{1,2}	442	Pointe Coupee Parish ¹	51	West Carroll Parish ^{1,2}	542
East Feliciana Parish ^{1,3}	135	Rapides Parish ^{1,3}	663	West Feliciana Parish ^{1,3}	20
Eunice City Jail	6	Rayne City Jail	3	West Monroe City Jail	1
Evangeline Parish	52	Red River Parish	46	Winn Parish	15
Franklin Parish ¹	407	Richland Parish ^{1,2}	567	Winnfield	5
Grant Parish	19	Richwood Correctional Center ²	522	TOTAL	18,320
Iberia Parish ³	268	River Correctional Center	535		
Iberville Parish	12	Riverbend Detention Center	563		

¹The department has approved work release beds for these inmates. See section titled "Work Release Programs" on page 7.

²These entities have contracted with the department to house a minimum of state inmates.

³These entities have contracted with the department to house a maximum number of state work release inmates. See section titled "Work Release Programs" on page 7.

Source: Prepared by the legislative auditor's staff using unaudited data obtained from CAJUN.

R.S. 15:824(B)(1)(a) requires the department to pay sheriffs or parish governing authorities \$22.39 per day for each state inmate housed in local facilities. The department makes these payments from the Sheriffs’ Housing of State Inmates Program. The legislature appropriated \$156,158,207 to this program for fiscal year 2006.

State law does not require the department to enter into contractual agreements with local governmental entities to house state inmates. However, R.S. 15:824(D) authorizes the department to do so if the department lacks the necessary facilities. As of July 2005, the department had entered into 28 such contracts to provide a minimum of 4,085 beds for state inmates. We could not determine how many of the 18,320 inmates in Exhibit 3 on page 6 were assigned to contract beds because CAJUN does not distinguish between contract beds and non-contract beds.

Work Release Programs. R.S. 15:711 authorizes sheriffs and parish correctional facility superintendents to administer work release programs for inmates of any jail, prison, or correctional facility under their jurisdiction. Sheriffs determine the eligibility of inmates for work release, but the inmates must meet the department’s work release standards, and the department secretary must provide written approval for participation in work release programs.

Contract Beds. R.S. 15:1111(C) authorizes the department to contract with facilities, including parish jails, to provide housing for state work release inmates. Department records indicate that as of July 2005 the department had entered into eight contracts with local governmental entities to provide a minimum of 866 work release beds for state inmates. Exhibit 4 shows that 824 of the 18,320 state inmates housed in local correctional facilities on August 19, 2005, were assigned to contract work release beds. We obtained the information in Exhibit 4 from CAJUN.

Exhibit 4		
Number of State Adult Inmates Assigned to Contract Work Release Beds in Local Correctional Facilities		
August 19, 2005		
(Unaudited)		
Contractor	No. of Beds	No. of Inmates
East Feliciana Parish Law Enforcement District	75	75
Iberia Parish Law Enforcement District	81	77
Lafourche Parish Law Enforcement District	150	146
Rapides Parish Law Enforcement District*	245	252
St. Tammany Parish Law Enforcement District	70	75
West Baton Rouge Parish Law Enforcement District	185	199
West Feliciana Parish Law Enforcement District**	60	0
TOTAL	866	824
* This district has two contracts for two separate work release facilities.		
** This district has not yet built its work release facility.		
Source: Prepared by the legislative auditor’s staff using unaudited data obtained from CAJUN.		

According to the contracts, the department pays the sheriffs and parish governing authorities \$18.25 per day for each state work release inmate they house. The department makes these payments from the Sheriffs’ Housing of State Inmates Program. Also, the department’s standard operating procedures authorize the entities to charge state work release inmates up to \$26.50 per day for room and board and transportation to and from work.

Non-contract Beds. Department records indicate that as of July 2005 the department had approved 34 local governmental entities to provide 1,883 work release beds for state inmates, although the department did not enter into contractual agreements with these entities for this purpose. Exhibit 3 on page 6 denotes the entities that have non-contract work release beds (see footnote 1 in the exhibit). We could not determine the number of state inmates assigned to these beds because CAJUN does not always distinguish between work release beds and non-work release beds in non-contract facilities.

Because the department has no contracts with these entities, the state pays the normal rate of \$22.39 per day to house these inmates.

Community Rehabilitation Centers

R.S. 15:1134(B) authorizes the department to contract with state and local agencies, community service organizations, and religious groups to operate community rehabilitation centers and/or to lease space for such facilities. The statute requires each center to administer a work release program. According to the contracts, the department pays the centers \$18.25 per day for each state inmate they house. The department makes these payments from the Adult Community-based Rehabilitation Program. The legislature appropriated \$3,205,220 to this program for fiscal year 2006. As of July 2005, the department had contracted with three community rehabilitation centers to provide a minimum of 503 beds for state work release inmates. Exhibit 5 shows that these three centers housed 455 state inmates as of August 19, 2005.

Exhibit 5 Number of State Adult Inmates Assigned to Work Release Beds in Community Rehabilitation Centers August 19, 2005 (Unaudited)		
Center	No. of Beds	No. of Inmates
City of Faith	221	176
Lafayette Community Correctional Center	101	102
St. Martin de Porres dba CINC, Inc.	181	177
TOTAL	503	455
Source: Prepared by the legislative auditor’s staff using unaudited data obtained from CAJUN.		

Billing Process for Local Facilities

As previously mentioned, the department maintains inmate information, including physical location and transfer history, in its CAJUN computer system. The system is administered by the Adult Reception and Diagnostic Center (ARDC) staff of the Elayn Hunt Correctional Center. The process calls for local governmental entities to notify the ARDC of each newly committed state inmate they house, and ARDC staff to enter general inmate information into the system. When local entities transfer state inmates from one facility to another, the department requires both the sending and receiving facilities to notify the ARDC so that ARDC staff can update CAJUN. Inmate location information in CAJUN is not always accurate because the processing of new state inmates is often delayed and because local facilities do not always notify the ARDC of transfers, according to department officials.

The current billing process requires each local correctional facility to submit a standard monthly invoice to the department requesting payment for each state inmate it housed during the previous month. The process calls for department staff to compare 10% of the inmates listed on each invoice to the information in CAJUN to verify the accuracy of the invoices and to update CAJUN, if necessary. The process also calls for department staff to compare the total number of inmates listed on each invoice to the weekly state inmate census report that is generated by ARDC staff. The census report includes the number of state inmates housed in each local facility and is compiled from information submitted by the local facilities to the ARDC. As cited in our March 2000 performance audit report, the department does not use an independent source to verify the accuracy of the invoices.

In 2003, the department developed an electronic billing process whereby CAJUN generates a monthly invoice for each local facility that houses state inmates. Under the new process, the local facilities can access their invoices at any time through the department's Intranet to make necessary changes. At the end of each month, the local facilities are to print their invoices, assure their accuracy by notarized signature, and submit the invoices to the department for payment. This new process, which is currently being piloted in 12 local facilities, allows inmate location information to be updated in CAJUN in a more timely manner. Other local facilities are able to view their invoices through the Intranet, but they cannot make any changes to the invoices electronically. Instead, they must make their changes on the printed invoices that they submit to the department. Department officials told us that they expect to fully implement the new billing process by July 1, 2006.

Monitoring of Work Release Programs

Department procedures call for department staff to conduct an annual operational audit of each work release program, as shown in Exhibit 6 on page 11. These audits consist of a physical inspection, as well as a fiscal review, of each facility. The audit team submits a written report of its findings to the department's Chief of Operations within 10 days of completion of each audit. In cases where the audit team identifies significant adverse findings, the team is required to report the findings to the department secretary, the chief of operations, and the facility's warden

as soon as possible. The department requires the warden to respond to the audit report within five days of receipt of the report.

Community Rehabilitation Centers. The department requires the three community rehabilitation centers to maintain accreditation with the American Correctional Association (ACA). The ACA audits the centers once every three years to assess their compliance with the ACA standards, and the department requires the centers to submit copies of their ACA audit reports to the department. During the three-year period, the department's procedures are to assess the centers' compliance with mandatory ACA standards as part of the annual operational audit.

The department also requires the community rehabilitation centers to adhere to the department's Standard Operating Procedures for Adult Community Rehabilitation Centers (SOPs). The department's procedures are to assess each center's compliance with the SOPs as part of the annual operational audit. In addition, department staff is required to routinely visit each center and its state inmates' job sites, and the department requires each center to submit monthly data reports to the department.

Local Correctional Facilities (Contract). As shown in Exhibit 4 on page 7, the department has contracted with eight local correctional facilities to house state adult inmates in work release programs. The department requires these facilities to adhere to the SOPs, and the department's procedures are to assess each facility's compliance with the SOPs as part of the annual operational audit. In addition, department staff is required to routinely visit each facility and its state inmates' job sites, and the department requires each facility to submit monthly data reports to the department.

One of the eight contract facilities has voluntarily obtained ACA accreditation. The ACA audits the facility once every three years to assess its compliance with the ACA standards, and the department requires the facility to submit copies of its ACA audit reports to the department. During the three-year period, the department's procedures are to assess the facility's compliance with mandatory ACA standards as part of the annual operational audit.

The remaining seven contract facilities are not ACA accredited. The department requires these facilities to comply with the Basic Jail Guidelines (BJGs) developed jointly by the department and the Louisiana Sheriffs Association. The guidelines reflect the mandatory standards published by the ACA. The department's procedures are to assess each facility's compliance with the BJs once every three years.

Local Correctional Facilities (Non-contract). As stated on page 8, the department had approved 1,883 non-contract work release beds as of July 2005 in 34 local correctional facilities. One of these facilities has voluntarily obtained ACA accreditation. The ACA audits the facility once every three years to assess its compliance with the ACA standards, and the department requires the facility to submit copies of its ACA audit reports to the department. During the three-year period, the department's procedures are to assess the facility's compliance with mandatory ACA standards as part of the annual operational audit.

The remaining 33 non-contract facilities are not ACA accredited. The department requires these facilities to adhere to the BJs, and the department’s procedures are to assess each facility’s compliance with the BJs once every three years.

The department does not conduct any routine on-site monitoring of the non-contract facilities or their state work release inmates’ job sites. The department also does not require the non-contract facilities to submit monthly data reports to the department.

Exhibit 6 summarizes the department’s monitoring activities for community rehabilitation centers, local contract correctional facilities, and local non-contract correctional facilities.

Exhibit 6					
Department’s Monitoring Schedule for Work Release Programs					
	Community Rehabilitation Centers	Local Correctional Facilities (Contract)		Local Correctional Facilities (Non-contract)	
		ACA Accredited	Non-ACA Accredited	ACA Accredited	Non-ACA Accredited
Number of Facilities	3	1	7	1	33
Operational Audit	Annual	Annual	Annual	Annual	Annual
ACA Compliance Audit	Annual	Annual	N/A	Annual	N/A
SOPs Compliance Audit	Annual	Annual	Annual	N/A	N/A
BJs Compliance Audit	N/A	N/A	Every 3 years	N/A	Every 3 years
Facility/Employer Inspection	Routine	Routine	Routine	None	None
Data Reports	Monthly	Monthly	Monthly	None	None
Source: Prepared by the legislative auditor’s staff using information provided by the department.					

Need more information?

Contact Steve J. Theriot, Louisiana Legislative Auditor
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A copy of this report is available on our Web site at www.la.state.la.us.

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