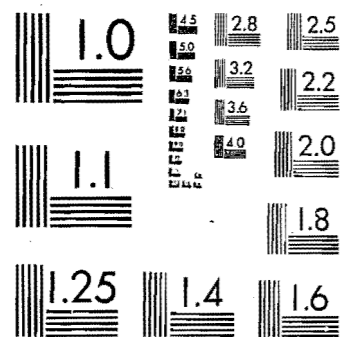


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FINAL REPORT Executive Summary

LOUISIANA PRISON SYSTEM STUDY

LOUISIANA PRISON SYSTEM STUDY COMMISSION
SIDNEY BARTHELEMY, CHAIRMAN

U.S. Department of Justice
National Institute of Justice

78207

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ACQUISITIONS

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

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

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Mr. Peter Tattersall, Project Coordinator, has played a key role in maintaining a liaison with all the myriad participants in this project.

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SUMMARY STATEMENT

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

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

RECOMMENDATIONS

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

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

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

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

INTRODUCTION

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

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

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

PROJECT PLAN

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

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

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

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

PRIOR COMMISSIONS

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

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

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

PRISON STUDY COMMISSIONS

PROJECT DESCRIPTION

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

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

1 LOUISIANA PRISON SYSTEM OVERVIEW

4. Summary Recommendations

This activity summarized the major findings regarding the future of corrections in Louisiana, and presented recommendations to begin implementing planned alternatives to otherwise uncontrolled future growth.

The majority findings, conclusions and recommendations in each of these four areas are presented in the body of this report.

EVOLUTION

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

POPULATION

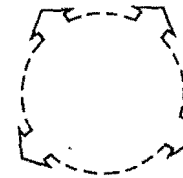
The complexity of the corrections problem can best be highlighted in terms of the rapid increase in the prison population. In mid-1973 the prison population in Louisiana stood at 3550. Today, the population is approaching 7000, nearly a 100% increase in four and one-half years. Though this reflects a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

OFFENDER ANALYSIS

The figures below are derived from a sample of the Department of Corrections computerized inmate-record data bank. Records were found to be incomplete and inconsistent in many places, hence, the recommendation for upgrading the Department of Corrections data gathering capabilities for FY 1978/79. The following analysis is based on this data.

A major finding of this study is that if admissions continue at current rates Louisiana faces a shortage of at least 1100 beds by 1982, despite the recent expenditure of \$165 million to create new facilities. The goal of this study is to develop strategies to reduce the costs associated with this growth without additional risk to the public.

19th century

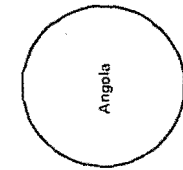


LEASE SYSTEM

Internal

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

1900 (±)



CLOSED SYSTEM

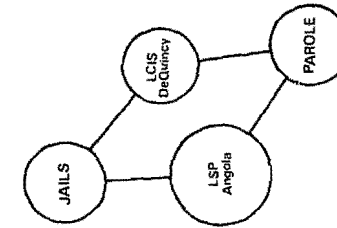
Internal

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

External

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

1960



CLOSED SYSTEM

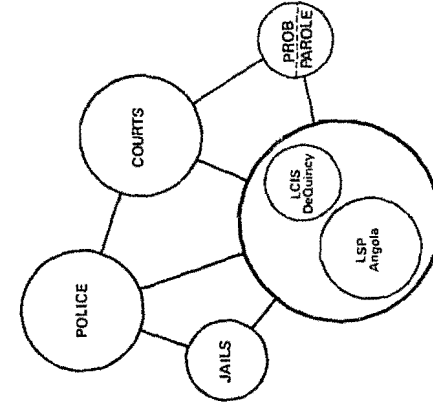
Internal

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

External

- Corrections still equated solely with Angola

1968



CRIMINAL JUSTICE SYSTEM

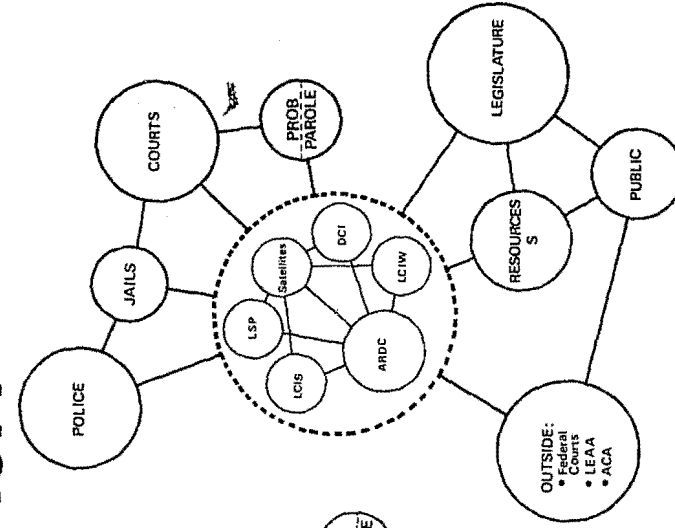
Internal

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

External

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

1977



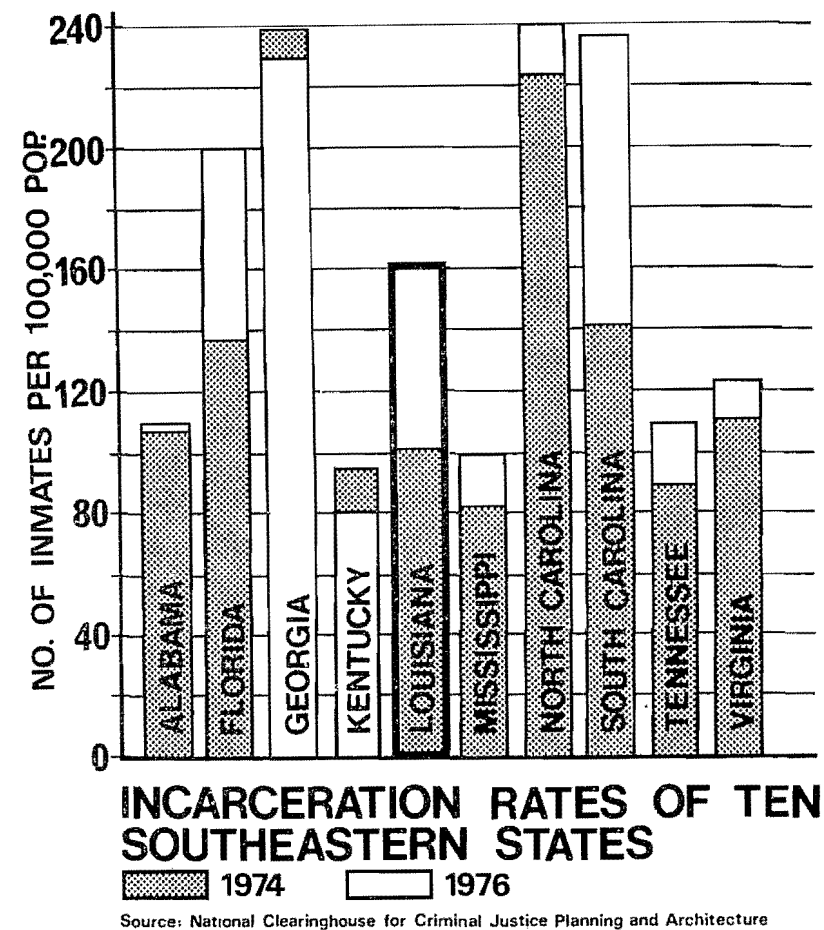
OPENING SYSTEM

Internal

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

External

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



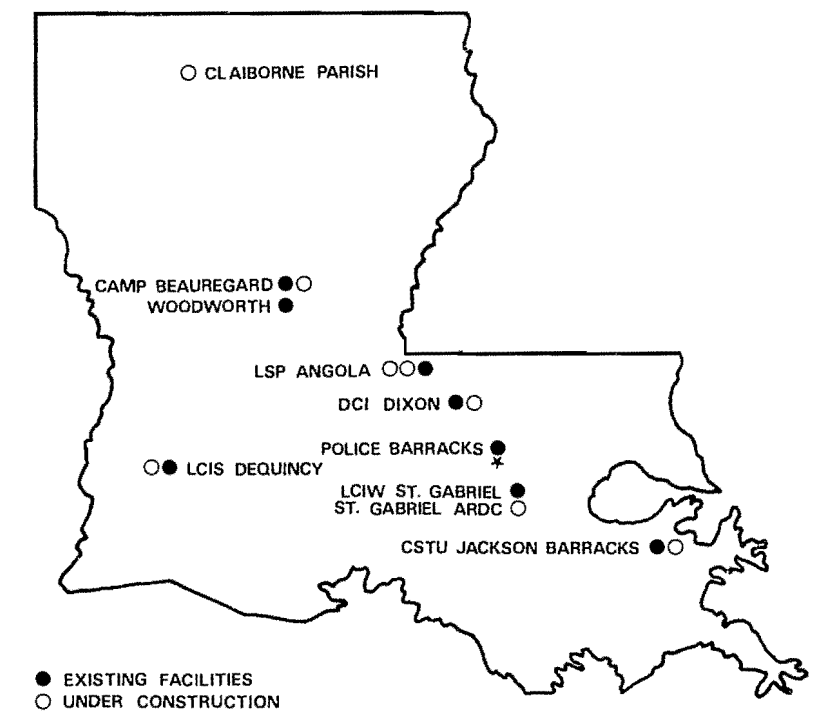
The key question, therefore, is how many of the new admissions will be eligible for these cost-saving strategies.

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

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

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

LOUISIANA D. O. C. CORRECTIONAL FACILITIES



COURT ORDER

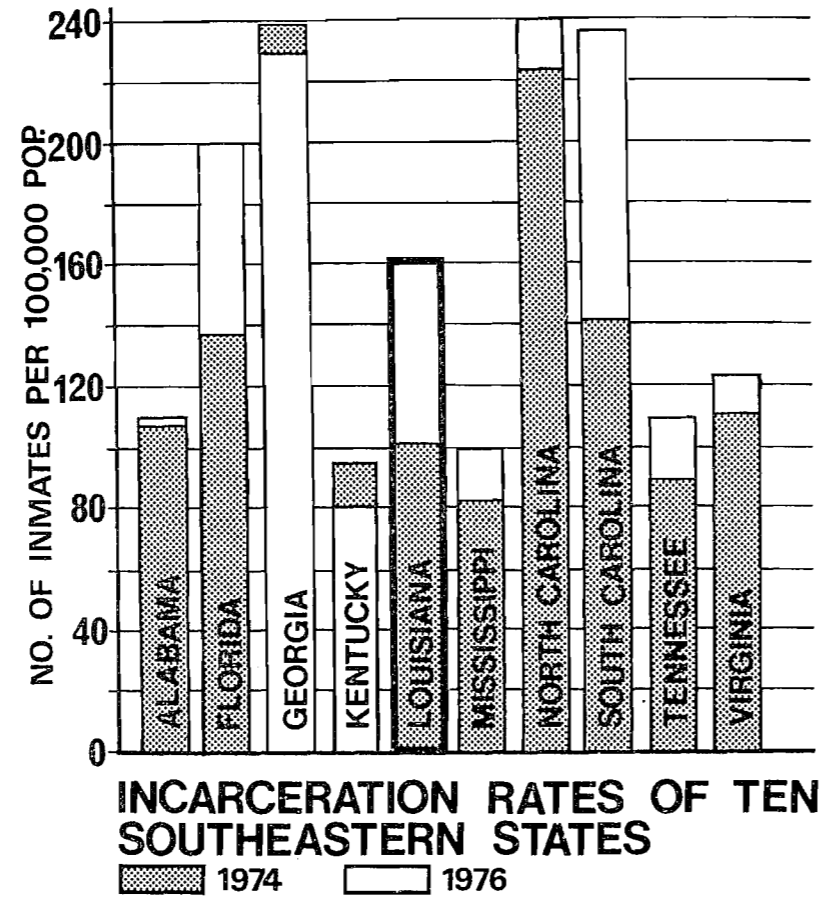
In 1975, the Federal Court, presided over by Judge West, ordered unconstitutional conditions at the Louisiana State Penitentiary at Angola (LSP) to be remedied at once. Until 1975, 75% of the state's offenders were housed at LSP (see chart on following page).

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

2 FACILITIES EVALUATION

The facilities evaluation, as required by the Concurrent Resolution, was carried out in four steps:

1. Inventory of Facilities
2. Selection and Definition of Criteria
3. Evaluation of Facilities Against Selected Criteria
4. Findings and Alternative Actions



Source: National Clearinghouse for Criminal Justice Planning and Architecture

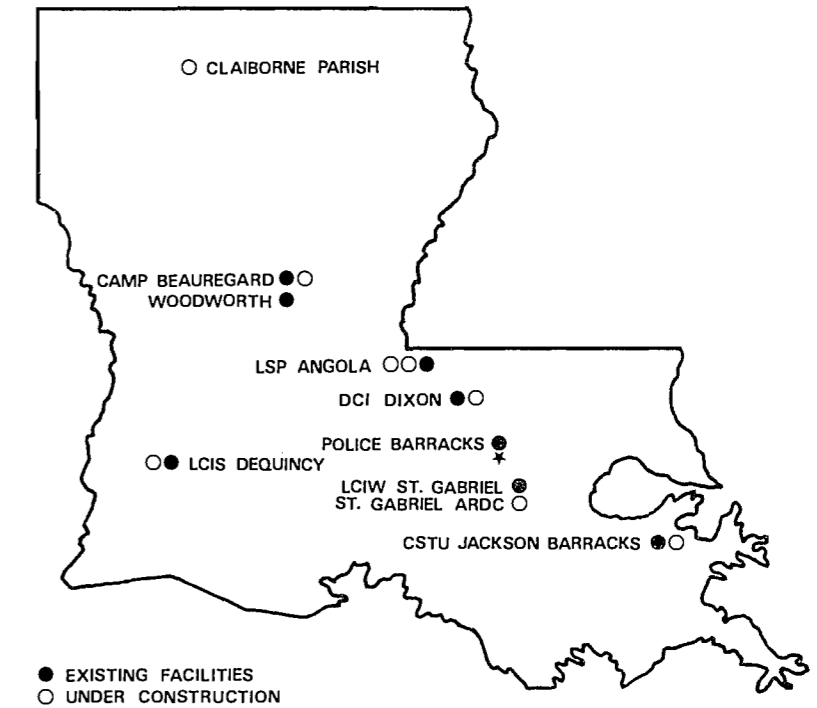
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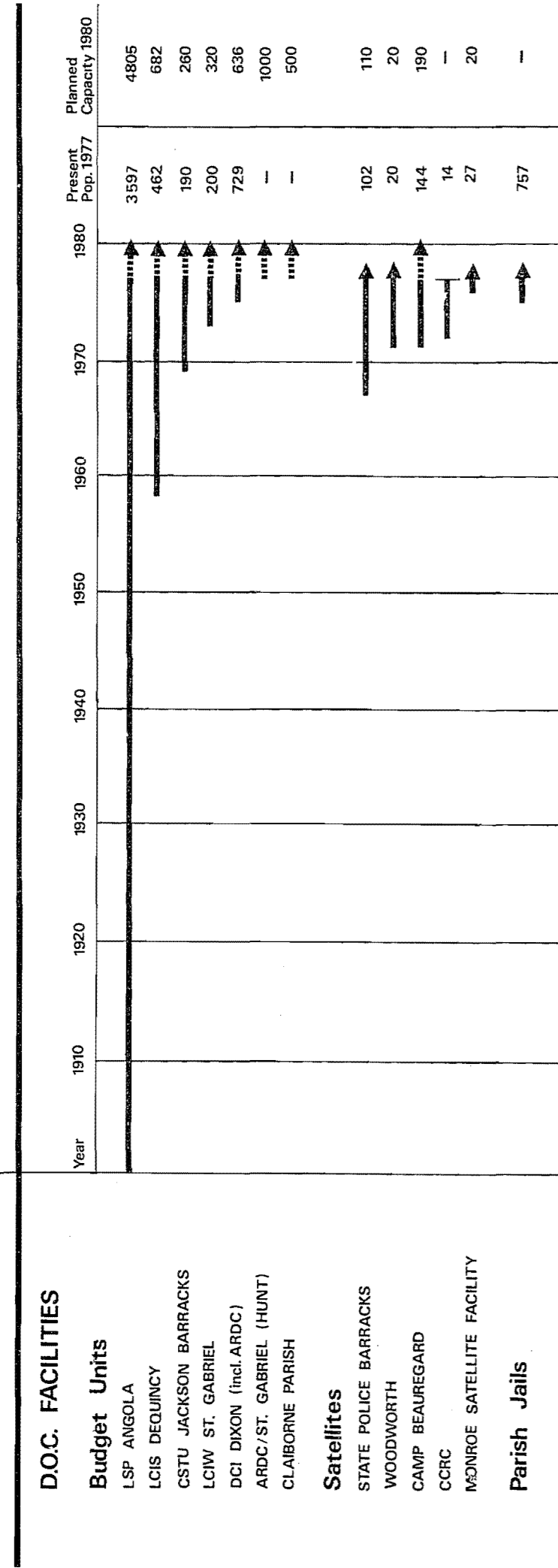
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2 FACILITIES EVALUATION

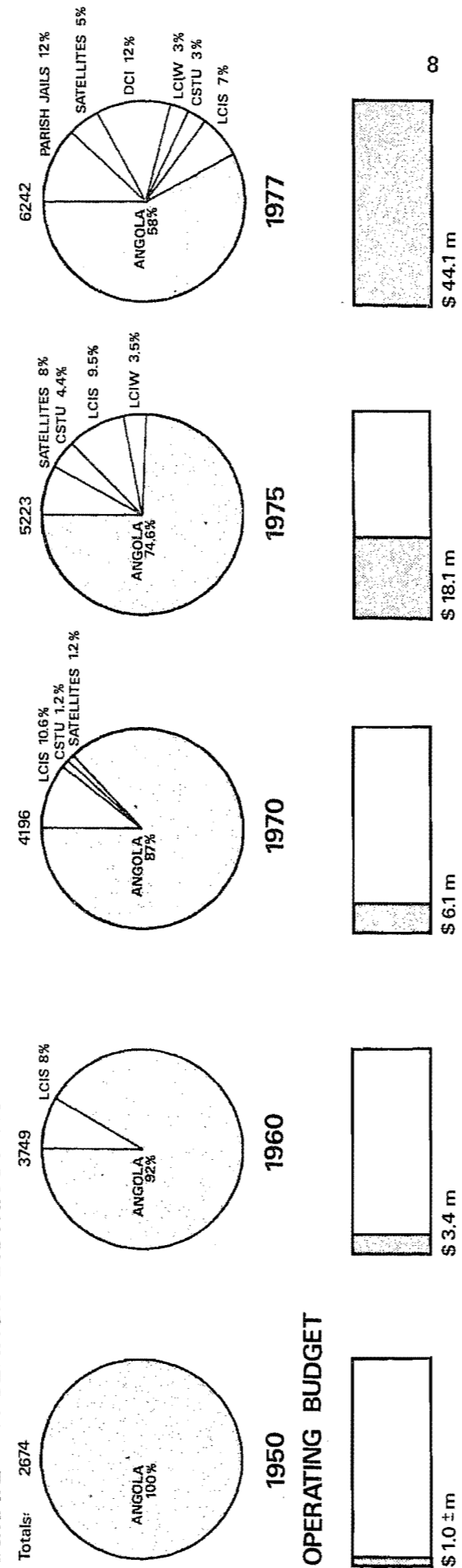
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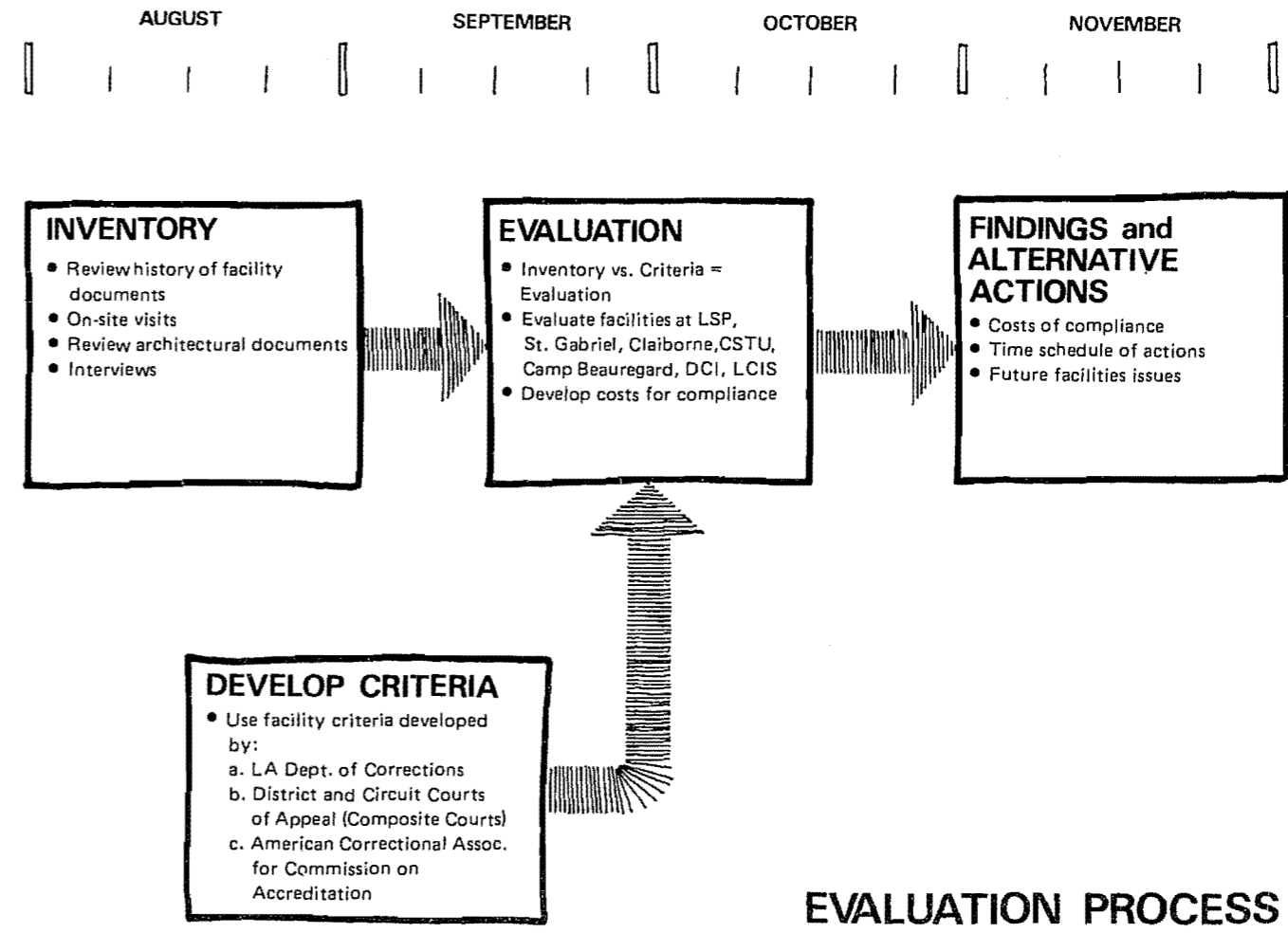
Growth in Corrections



INMATE POPULATION DISTRIBUTION



LOUISIANA PRISON SYSTEM STUDY



EVALUATION PROCESS

RECOMMENDED ACTIONS TO MEET CRITERIA

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

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

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

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

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

CRITERIA SOURCES

RECOMMENDED ACTIONS TO MEET CRITERIA

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

3 FUTURE STRATEGIES

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

MAJOR FINDINGS

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

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

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

ALTERNATIVE STRATEGIES

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

The five strategies were as follows:

1. Continuation of Current Practices

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

2. Continuum of Corrections

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

3. Parish Participation System

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

4. Alternatives to Incarceration

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

4 SUMMARY RECOMMENDATIONS

5. Curtail Construction

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

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

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

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

The three strategies selected are as follows:

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

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

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

	RANGE	POPULATION	COSTS ² (in millions)		SAVINGS ² (in millions)	
			OPERATING ¹	CAPITAL	OPERATING	CAPITAL
			1977	1982	1977	1982
1 CONTINUATION OF CURRENT PRACTICES	Reference ³ Projection	State 9600 ⁴	60.8	81.4	—	—
2 CONTINUUM OF CORRECTIONS	LOW	State 9,600	52.5	70.3	8.3	11.1
	HIGH	State 9,600	57.5	76.9	3.3	4.5
3 PARISH PARTICIPATION SYSTEM	LOW	State Parishes 8,640 960	58.2	77.9	2.6M	3.5
	HIGH	State Parishes 8,640 960	60.7M	81.2	.1M	.2
4 ALTERNATIVES TO INCARCERATION	—	State 8,640 Alt. 960	55.5	74.3	5.3	7.1
	LOW	State Probation 8,500 1,100	54.6	73.1	0	6.2
5 CURTAIL CONSTRUCTION	HIGH	State Community Facilities 8,500 1,100	61.8	82.7	none, costs +1.0	none, costs +1.3

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

Summary Chart: 1982

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

LEGISLATION

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

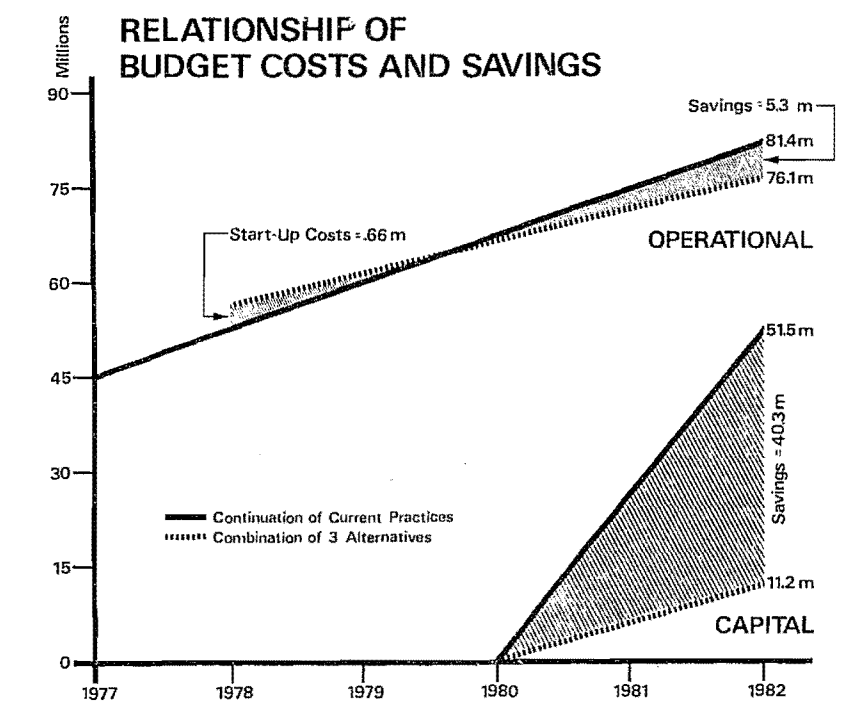
- Appropriate the sum of \$658,950 to implement the three pilot programs and expand Department of Corrections resources in the areas of planning, training, and community relations. These last three functions are vital to the success of the pilot programs and the future implementation of a fully operational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

COST BREAKDOWN

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

- Continuum of Corrections Pilot Program \$168,500
 - Parish Participation Pilot Program \$180,350
 - Alternatives to Incarceration Pilot Program \$154,100
 - Expansion of Department of Corrections Resources \$156,000
- TOTAL \$658,950

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



FUTURE GOALS

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

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

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

ACTIVITIES OF THE PRISON SYSTEM STUDY COMMISSION

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

END