

JUSTICE REINVESTMENT INITIATIVE

CHALLENGES AND IMPACT

PERFORMANCE AUDIT SERVICES

February 14, 2024

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February 14, 2024

The Honorable J. Cameron Henry, Jr.
President of the Senate
The Honorable Phillip DeVillier,
Speaker of the House of Representatives

Dear Senator Henry and Representative DeVillier:

This report provides the results of our evaluation of the Justice Reinvestment Initiative (JRI) from its inception in October 2017 through June 2023.

Between October 2017 and June 2022, JRI produced \$152.7 million in cumulative savings. Under state law, that money is divided among the Department of Corrections (DOC), the Office of Juvenile Justice (OJJ), the Louisiana Commission on Law Enforcement (LCLE), and, beginning in 2024, the Louisiana Community and Technical College System (LCTCS).

The purpose of this audit was to determine what challenges Louisiana has faced in fully implementing JRI reforms, what effect JRI has had on incarceration trends in Louisiana, what performance metrics exist for JRI-related programs, and what the outcomes have been.

We found there is no consensus among criminal justice stakeholders on the impact of JRI, which leads to challenges in fully implementing the initiative across the criminal justice system. These challenges include conflicting criminal justice stakeholder opinions on JRI's impact, the lack of integrated criminal justice data systems, which limits the ability to calculate statistics and identify trends, and the COVID-19 pandemic, which closed courts and reduced programs for inmates and those on community supervision. Also, while Louisiana houses approximately half of state inmates in local correctional facilities, savings from JRI do not always flow to local correctional facilities.

We also found that after JRI was implemented, the number of inmates decreased and the percentage of inmates who were violent increased, which is in line with the JRI goal of focusing prison beds on those found to be serious threats to public safety.

In addition, while the percentage of those who were released from incarceration and subsequently returned was lower than the five years before JRI took effect, those who did return returned sooner than in previous years. Those with a violent felony offense in their criminal history returned at a higher rate than those with only non-violent felony offenses. In contrast, inmates released based on

JRI good time changes did not appear to return to custody at a higher rate than the overall return rate.

We found as well that DOC has not developed performance measures to determine the outcomes of JRI-funded programs and that while the percentage of inmates receiving JRI-related programs during incarceration has increased by 13.1 percentage points since fiscal year 2013, fewer than 50.0% of inmates participate in the programs each year.

Additionally, we found that individuals who obtained jobs after release in fields related to the career and technical education programs they participated in while incarcerated had positive outcomes. However, a low percentage of inmates appeared to get jobs in fields related to their career and technical education programs.

We also found that during fiscal years 2020 through 2023, a low percentage of youth participating in OJJ JRI-funded programs subsequently entered either OJJ or DOC custody. However, OJJ has not developed performance measures to determine the outcomes of JRI-funded programs.

We would like to express our appreciation to the Department of Corrections, the Office of Juvenile Justice, and the criminal justice stakeholders who took part in our survey for their assistance during this audit.

Respectfully submitted,



Michael J. "Mike" Waguespack, CPA
Legislative Auditor

MJW/aa

Louisiana Legislative Auditor

Michael J. "Mike" Waguespack, CPA



Justice Reinvestment Initiative Challenges and Impact

February 2024

Audit Control #40230016

Introduction

We evaluated the Justice Reinvestment Initiative (JRI) from its inception in October 2017 through June 2023 to evaluate the challenges Louisiana has faced in implementing JRI, as well as its effect on incarceration and outcomes. JRI is a national project sponsored by the Bureau of Justice Assistance and The Pew Charitable Trusts. It assists states in adopting data-driven approaches to improve public safety, examine corrections and related criminal justice spending, manage criminal justice populations in a more cost-effective manner, and reinvest savings in strategies that can hold offenders accountable, decrease crime, and strengthen neighborhoods. As of 2023, 44 states have implemented JRI reforms. We conducted this audit in response to legislative interest in the topic. This is the second report in a series of audits on JRI.¹

JRI Legislation and Goals. In 2017, Governor John Bel Edwards signed a package of 10 JRI bills into law, which was created to address four goals (*see box at right*). This legislation made changes to sentencing, parole eligibility, and mandatory minimums, as well as other changes aimed at reducing the number of incarcerated individuals, particularly those with non-violent offenses. These changes also created savings for the state due to the decreased cost to house inmates. See Appendix C for a listing of JRI legislation.

Louisiana JRI Goals

1. Focus prison beds on serious threats to public safety
2. Strengthen community supervision
3. Clear away barriers to successful reentry
4. Reinvest savings into recidivism reduction and crime victim support

Source: Louisiana's Justice Reinvestment Reforms, 2018 Annual Performance Report

JRI Savings and Funding. According to the 2022 JRI Annual Performance Report, JRI produced \$152.7 million in cumulative

¹ The [first report](#) reviewed JRI savings and expenditures. We found that total actual JRI savings were overstated by 0.5%. In addition, we found that funds were spent on efforts to enhance reentry services and reduce recidivism for inmates; provide services for crime victims; and provide alternatives to detention programs, diversion programs, and non-secure residential programs for youth.

savings from October 2017 through June 2022. The following state agencies receive funds from JRI savings as designated by state law:²

- **Department of Corrections (DOC)** – Responsible for calculating JRI savings. Receives funds to expand evidence-backed prison alternatives, reduce admissions to the state prison system, and for targeted investments in reentry services.
- **Office of Juvenile Justice (OJJ)** – Receives funds for juvenile justice initiatives and programs, such as alternatives to detention and diversion programs.
- **Louisiana Commission on Law Enforcement (LCLE)** – Receives funds for competitive grants for victim services, including trauma-informed treatment and services to victims, housing for domestic violence victims, and victim-focused education and training for justice system professionals. Funds are also used to pay down the backlog of crime victim reparation claims.³
- **Louisiana Community and Technical College System (LCTCS)** – Beginning in fiscal year 2024, receives funds for targeted investments in educational and career and technical education training⁴ aimed at recidivism reduction programs for adult and juvenile offenders.

Each year's savings are budgeted in the following year, with 30% of savings achieved reverting back to the state general fund and 70% of savings distributed to the agencies listed above for programs that reduce recidivism and support victims of crime. Prior-year savings are carried forward each year and become part of each agency's base budget, regardless of whether the agency receives new JRI savings. According to DOC, carrying forward savings each year is intentional in order to truly reinvest the savings.

JRI Programs. DOC has various funding streams to provide programs to inmates, and JRI funding has enhanced existing programs while also creating new programs. For example, *community incentive grants* target individuals who are high/moderate risk for recidivism, serving a felony sentence, or recently on probation or parole, as well as individuals with pending felony charges who volunteer for pre-trial diversion. In addition, DOC funded *regional reentry centers* within existing local correctional facilities to provide reentry programs, including life skills necessary for reintegration into society, educational services, such as preparation for the High School Equivalency Test (HiSET), and case management, while *day reporting centers* provide a variety of services for those on community supervision, such as assisting with completing the HiSET exam, obtaining social

² Louisiana Revised Statute (La. R.S.) 15:827.3

³ This audit does not include an analysis of LCLE's use of JRI dollars for victims' services. See our [first report for how LCLE uses these funds](#).

⁴ In this report, education classes include secondary or post-secondary adult education classes, while career and technical education classes include workforce development and skills training, such as welding or carpentry.

security cards, drivers licenses, TWIC cards,⁵ and other individual needs. They also provide substance abuse services, mental health services, and parenting classes, among other services. Exhibit 1 shows examples of programs by distribution type, and total amount of funding accumulated during fiscal years 2018 through 2022, and the fiscal year 2023 allocation.

Exhibit 1 JRI Savings Allocations by Agency and Programs Fiscal Years 2018 through 2023			
Description of Distribution Type*	Examples of Programs	Total Accumulated FY18 through FY22	FY 23 Allocation
General Fund	Used for general obligations of the state	\$45,801,636	\$11,346,767
DOC - Community Investments	Community incentive grants for alternatives to detention such as pretrial intervention and/or diversion programs; specialty courts such as reentry courts, drug courts, mental health courts, and specialty treatment courts; emergency transitional housing; and other community incentives such as community coordinators or the 2-1-1 Data Project.	26,561,717	6,405,563
DOC - Strategic Reinvestment	Includes funding eight regional reentry centers within existing local correctional facilities; contracts for nine day reporting centers; salaries for JRI-created positions; and other reentry services such as reentry courts, career and technical education support, a mental health study, and short-term transitional housing; education and career technology programs; and probation and parole expenses such as bus passes, identification cards, and hygiene kits.	44,269,528	10,675,939
OJJ - Alternatives to Detention and Diversion	Alternatives to detention includes programs such as supervised release and court notification. Diversion diverts youth into programs to address behavior as an alternative to detention. Also uses funds for the non-secure program which provides a less restrictive means of custody for adjudicated youth.	18,331,426	5,123,911
LCLE – Victims’ Services	Includes crime victim reparations, domestic violence housing, crime lab funding, administrative costs, the Capital Area Family Justice Center, and other victims’ services.	17,707,810	4,270,376
Total		\$152,672,117	\$37,822,556
* We did not include LCTCS in this exhibit because they did not receive funding during this scope. Source: Prepared by legislative auditor’s staff using information from DOC, OJJ, and LCLE.			

⁵ Transportation Worker Identification Credential, which is often required for oil, gas, and maritime industry jobs.

To conduct this audit, we analyzed 10 years of DOC incarceration and community supervision data, from approximately five years prior to JRI (July 1, 2012, through September 30, 2017), through approximately five years since the beginning of JRI (from October 1, 2017, through June 30, 2023). Where appropriate, we compared trends and outcomes after JRI to the five years prior to JRI. The methodologies we used for our analyses differ from DOC's methodologies for calculating statistics and recidivism. In addition, we used Louisiana Workforce Commission wage data to identify individuals who obtained jobs after release from incarceration. We also obtained and analyzed participant data from OJJ JRI-funded contractors and compared it to OJJ adjudicated youth data and DOC data. In addition, we conducted surveys of criminal justice stakeholders, including district attorneys (24 respondents), public defenders (26 respondents), sheriffs (26 respondents), and policy advocates (four respondents).

The objectives of this audit were to determine:

- 1. What challenges does Louisiana face in fully implementing JRI reforms?**
- 2. What effect has JRI had on incarceration trends in Louisiana?**
- 3. What performance metrics exist for JRI-related programs, and what are the outcomes?**

Our results are summarized on the next page and discussed in detail throughout the remainder of the report. Appendix A contains responses from DOC and OJJ. Appendix B contains our scope and methodology. Appendix C contains a listing of initial JRI legislation, and Appendix D summarizes stakeholder survey responses. Appendix E shows the number of state inmates housed in state and local facilities at any point during fiscal years 2013 through 2023. Appendix F shows the number of inmates receiving programs in state facilities in fiscal year 2023, while Appendix G shows this information for local facilities over the same time period. Appendix H shows a listing of offenses for OJJ JRI participants entering OJJ and/or DOC custody after receiving JRI programs.

Executive Summary

Overall, we found the following:

Objective 1: What challenges does Louisiana face in fully implementing JRI reforms?

- **There is no consensus among criminal justice stakeholders on the impact of JRI, which leads to challenges in fully implementing JRI across the criminal justice system.** These challenges include conflicting criminal justice stakeholder opinions on the impact of JRI, the lack of integrated criminal justice data systems which limits the ability to calculate statistics and identify trends, and the COVID-19 pandemic which closed courts and reduced programs for inmates and those on community supervision. *[See pages 7 through 10]*
- **Unlike other states, Louisiana houses approximately half of state inmates in local correctional facilities.** However, savings from JRI do not always flow to local correctional facilities, and, as a result, sheriffs may not have funds to provide rehabilitation and reentry services. *[See pages 11 through 15]*

Objective 2: What effect has JRI had on incarceration trends in Louisiana?

- **After the implementation of JRI, the number of inmates decreased and the percentage of inmates who were violent increased, which is in line with the JRI goal of focusing prison beds on serious threats to public safety.** *[See pages 16 through 20]*
- **While the percentage of those released from incarceration and subsequently returning is lower than the five years before JRI, those who do return are returning sooner than previous years.** In addition, we found that those with a violent felony offense in their criminal history returned at a higher rate than those with only non-violent felony offenses. *[See pages 20 through 23]*
- **Inmates released based on JRI good time changes do not appear to return to custody at a higher rate than the overall return rate.** However, DOC's data system does not maintain a historical record of under which good time law an inmate was released. *[See pages 23 through 24]*

Objective 3: What performance metrics exist for JRI-related programs, and what are the outcomes?

- **DOC has not developed performance measures to determine the outcomes of JRI-funded programs.** Developing goals and benchmarks and measuring outcomes of the various programs could help DOC determine which programs are effective and could be adjusted or expanded. *[See pages 25 through 27]*
- **While the percentage of inmates receiving JRI-related programs while incarcerated has increased by 13.1 percentage points since fiscal year 2013, less than 50.0% of inmates participate in programs each year.** In addition, JRI-funded services such as community incentive grants, emergency transitional housing, and day reporting centers serve a small portion of those on community supervision. *[See pages 27 through 31]*
- **Individuals obtaining jobs after release in fields related to career and technical education programs they participated in while incarcerated have positive outcomes.** However, a low percentage of inmates appear to get jobs in fields related to their career and technical education programs. *[See pages 31 through 33]*
- **During fiscal years 2020 through 2023, a low percentage of youth participating in OJJ JRI-funded programs subsequently entered either OJJ or DOC custody. However, OJJ has not developed performance measures to determine the outcomes of JRI-funded programs.** In addition, OJJ could improve its monitoring of contractors providing JRI-funded services. *[See pages 34 through 36]*

Our findings and our recommendations are discussed in more detail in the sections below.

Objective 1: What challenges does Louisiana face in fully implementing JRI reforms?

Louisiana faces challenges in fully implementing JRI reforms, including conflicting criminal justice stakeholder opinions on JRI, data system limitations, the COVID-19 pandemic, and its unique structure of housing approximately half of state inmates in local correctional facilities. JRI reforms affect the life cycle of the criminal justice system, from before adjudication, through incarceration, and after exiting incarceration or community supervision.

There is no consensus among criminal justice stakeholders on the impact of JRI, which leads to challenges in fully implementing JRI across the criminal justice system. These challenges include conflicting criminal justice stakeholder opinions on the impact of JRI, the lack of integrated criminal justice data systems which limits the ability to calculate statistics and identify trends, and the COVID-19 pandemic which closed courts and reduced programs for inmates and those on community supervision.

A variety of criminal justice stakeholders are involved in implementing and executing JRI reforms, including district attorneys, judges, and public defenders, who are involved with criminal charges and sentences; DOC, who maintains custody and supervision of all individuals convicted of a felony (“state inmates”); and local sheriffs, who house state inmates as well as pre-trial and other inmates. In addition, community organizations are involved in transitioning inmates from incarceration to living in the community.

Criminal justice stakeholders have different views on the impact of JRI. We surveyed district attorneys, public defenders, sheriffs, and policy advocates to gauge their overall opinions on the effects of JRI reforms. We found that stakeholders throughout the criminal justice system have varied perceptions of JRI reforms. For example, 20 (76.9%) of the 26 public defender survey respondents view JRI sentencing reforms, including changes to mandatory minimums and habitual offenders, as positive for Louisiana, while 22 (91.7%) of 24 district attorney respondents view them as negative. Similarly, 19 (73.1%) public defenders responded that changes to earning early release for good behavior and programs positively impacts Louisiana, while 20 (83.3%) district attorneys responded that they negatively impact the state. Responses from sheriffs were mixed. For example, approximately half of sheriffs responded that sentencing reforms (50.0%, or 13 of 26 respondents) and changes to early release (53.8% or

14 respondents) had negative impacts, while 12 (46.2%) respondents viewed both enhancements to reentry and rehabilitation services and increased probation and parole funding as having positive impacts.

Because criminal justice reforms are multifaceted, consistency and collaboration in implementing reforms could increase JRI's effectiveness. Currently, some criminal justice stakeholders hold opposing views about JRI, which can hinder the success of JRI reforms. For example, we found that within the same parish, sheriffs, district attorneys, and/or public defenders had opposing views of JRI. Exhibit 2 includes examples of stakeholder comments about JRI, while Appendix D summarizes stakeholder survey responses.

Exhibit 2 Stakeholder Survey Comments* Received July 2023 through October 2023	
Stakeholder	Survey Comment
Policy Advocate	"The first area of success is an increased coordination of re-entry services across the state. Local and national nonprofits (Goodwill, United Way, Volunteers of America, etc) have come together and are working collaboratively to address the unique re-entry needs for the areas they serve. In part, in order to receive and meet the requirements of the community incentive grants, non-governmental organizations have had to work together. This is something that wasn't happening in 2017 prior to the reforms."
Public Defender	"The issue is the DA Offices can increase the sentencing recommendations and the Judges can grant them to increase the sentence in most cases to offset the reduced sentences for certain crimes. The net effect is now offenders receive longer sentences because those parties above know they get out sooner otherwise."
Public Defender	"Clients have been given second chances/opportunity to return to society at an earlier time, and have used that opportunity to improve their lives and the lives of their families."
District Attorney	"I don't care how much money you waste on 'programs' to have happier, well adjusted criminals, it will not work. So we will waste more money and make more excuses to blame everything and everyone for this except the true cause. The only way we are going to fix this is by getting those committing crime off the streets forever."
District Attorney	"In my rural area, I'm not aware of any additional reentry or rehabilitation services available [. . .] I certainly did not receive any funding or assistance with pretrial diversion. Criminals now know that they cannot be revoked for failure to pay restitution or fines and cost, they know the time served will be less and unfortunately, in many minds, crime pays. It's terrible and going to get worse."
Sheriff	"Availability of support resources in specific areas is a barrier. Some local agencies are blessed to have an abundant supply of persons, organizations, and educational institutions within their area to assist with goals along with DOC approval while many more rural areas do not have the same resources or available job opportunities for offenders returning to a specific area. There is also a need to shift in the mentality of some local facilities to educate instead of just warehouse."
Sheriff	"Because of JRI my facility has been able to implement reentry programs that has helped offenders improve jobs skills. It has allowed my facility to start and maintain a very good education program for offenders. Offenders have successfully completed the [HISSET] program even after limiting participation of offenders because of the Covid outbreak. Offenders receiving programming are going on into the work release program at my facility working on jobs with an average pay of \$14 to \$21 an hour. Offenders are often offered jobs after being released and several offenders have remained on those jobs and have been promoted to supervisor positions."
* LLA edited survey comments for grammar.	
Source: Prepared by legislative auditor's staff using stakeholder survey responses.	

Criminal justice data systems across the state are not integrated, which limits the ability to calculate statistics and identify trends regarding the criminal justice system as a whole. Criminal justice data is stored in various databases administered by a number of agencies. For example,

- DOC maintains **state felony conviction data** in its Corrections and Justice Unified Network (CAJUN) database, which includes information about convictions, offenses, transfers between correctional facilities, program participation, and other information.
- OJJ maintains **juvenile adjudication data** in its Juvenile Electronic Tracking System (JETS) database, which includes information about adjudications, offenses, the type of custody youth are in (secure, non-secure, etc.), transfers between facilities, and other information.
- The Louisiana Supreme Court maintains **misdemeanor and felony disposition data** for criminal, traffic, and non-identifying juvenile delinquency cases from district, city, and mayor's courts throughout Louisiana in the Court Case Management Information System (CMIS). The primary purpose of collecting this data is to forward relevant data to the Louisiana State Police, Department of Public Safety and Corrections for inclusion in the Computerized Criminal History (CCH) database and the Federal Bureau of Investigations National Instant Criminal Background Check System. The Louisiana Supreme Court also forwards traffic dispositions to the Office of Motor Vehicles.
- The Department of Public Safety (DPS) maintains **arrest data** in the CCH database.

Identifying overall trends within the criminal justice system can be challenging because, in Louisiana, there is no agency that regularly compiles or analyzes data across all datasets in order to gain a complete picture of criminal justice trends. The Louisiana Violent Crime Task Force stated in its final report⁶ that it found gaps in the data and information available to policymakers, victims, and the public, as well as missing or incomplete data on crime reporting, court rulings, bail, convictions, and criminal history information across law enforcement agencies. In addition, agencies do not always have access to other agencies' datasets. For example, DOC has limited access to OJJ data, which could be useful for DOC to determine what services could be beneficial to inmates who were previously in the juvenile justice system. The Integrated Criminal Justice Information System (ICJIS) Policy Board is an existing group whose purpose is to assist the agencies involved in the operations of the individual systems by facilitating the development of the ICJIS, providing for common standards which ensure communications among systems, and providing a common forum for the discussion of issues affecting the agencies involved. However, ICJIS and the Policy Board currently do not receive state funding to carry out this purpose.

⁶ [Louisiana Violent Crime Task Force Report to the Legislative, December 28, 2023](#)

When criminal justice data is incomplete, it limits the data's overall usefulness to stakeholders. For example, the Louisiana Supreme Court collects disposition data from district, city, and mayor's courts throughout Louisiana. However, according to the Louisiana Supreme Court, the database is likely not complete. For example, some districts took longer to begin reporting dispositions due to technical limitations. We obtained disposition data from the Louisiana Supreme Court for misdemeanors for fiscal years 2013 through 2023 in order to identify trends in misdemeanor cases.⁷ However, it is difficult to isolate misdemeanors from felonies within this data. In addition, the data is not always standardized in terms of how courts code statutes and other fields, and the Louisiana Supreme Court does not validate the data they receive. Because of these data limitations, we could not calculate accurate statistics on misdemeanor dispositions. As a result, we cannot comment on how JRI reforms affected lower-level crime rates.

The COVID-19 pandemic disrupted the criminal justice system, including court closures and limited programs for inmates and those on supervision. As a result, it can be difficult to gauge the overall success of JRI reforms. The COVID-19 pandemic disrupted the criminal justice system just over two years into JRI by affecting DOC's plans for how to spend reinvestment dollars and build up new programs. It also closed the court system and limited JRI programs for inmates as facilities were closed to visitors and service providers. In addition, services for those on community supervision were limited due to stay-at-home-orders. Viewpoints vary⁸ regarding how the COVID-19 pandemic affected crime rates, especially depending on the data sources used, with some noting that overall crime decreased and others stating that crime increased. Limitations in federal crime data have made it difficult to determine clear trends. However, some types of crime did increase nationwide and in Louisiana, such as domestic violence, due to stressors from stay-at-home orders and loss of jobs. As a result, it can be difficult to gauge the overall success of JRI reforms.

Matter for Legislative Consideration 1: The legislature should consider addressing incomplete criminal justice data and removing existing barriers between the various agencies in the criminal justice system, where possible, to ensure information, data, and records are complete and can be shared amongst agencies, as needed.

Matter for Legislative Consideration 2: The legislature may wish to provide funding for the Integrated Criminal Justice Information System Policy Board to address incomplete data and the existing data barriers.

⁷ Courts began reporting disposition data to the Louisiana Supreme Court in fiscal year 2014.

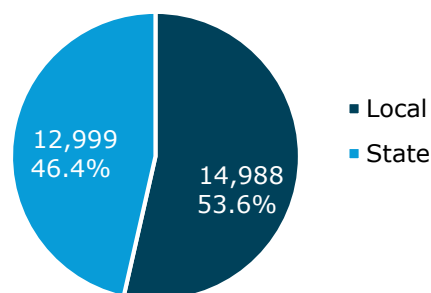
⁸ [Council on Criminal Justice, "Homicide, Other Violent Crimes Decline in U.S. Cities but Remain Above Pre-Pandemic Levels," July 20, 2023](#); [Brennan Center for Justice, "Myths and Realities: Understanding Recent Trends in Violent Crime," May 9, 2023](#); [Northeastern University, "How COVID-19 Changed Crime in the U.S.," January 27, 2023](#)

Unlike other states, Louisiana houses approximately half of state inmates in local correctional facilities. However, savings from JRI do not always flow to local correctional facilities, and, as a result, sheriffs may not have funds to provide rehabilitation and reentry services.

In Louisiana, when individuals are convicted of a felony, they are under the jurisdiction of DOC while serving their sentence either in a correctional facility or on community supervision. DOC may place inmates in one of its eight state correctional facilities or in one of 92 local correctional facilities. Local correctional facilities house state inmates in addition to housing pre-trial inmates, federal inmates, and other types of inmates.

Unlike other states, Louisiana houses approximately half of state inmates in local correctional facilities. According to the Bureau of Justice Statistics (BJS), in 2022, Louisiana housed 52.7% of prisoners under the jurisdiction of state or federal correctional authorities in local jails, which was the highest of any state. BJS reported that 43 states housed less than 25.0% of their inmates in local correctional facilities.⁹ Of the 65,573 total state and federal inmates nationwide housed in local facilities in 2022, Louisiana housed 14,377 (21.9%) of them. We found that as of June 30, 2023, 14,988 (53.6%) of the 27,987 state inmates were housed in local correctional facilities according to CAJUN. Louisiana houses such a large percentage of state inmates in local correctional facilities because in the past, the state made a policy decision to use local correctional facilities to address insufficient capacity at state facilities, rather than build new state facilities. Exhibit 3 shows how many state inmates were housed in state or local correctional facilities as of June 30, 2023. Appendix E shows the number of state inmates housed in state and local correctional facilities at any point during fiscal years 2013 through 2023.

**Exhibit 3
Inmates in Local or State
Correctional Facilities
On June 30, 2023**

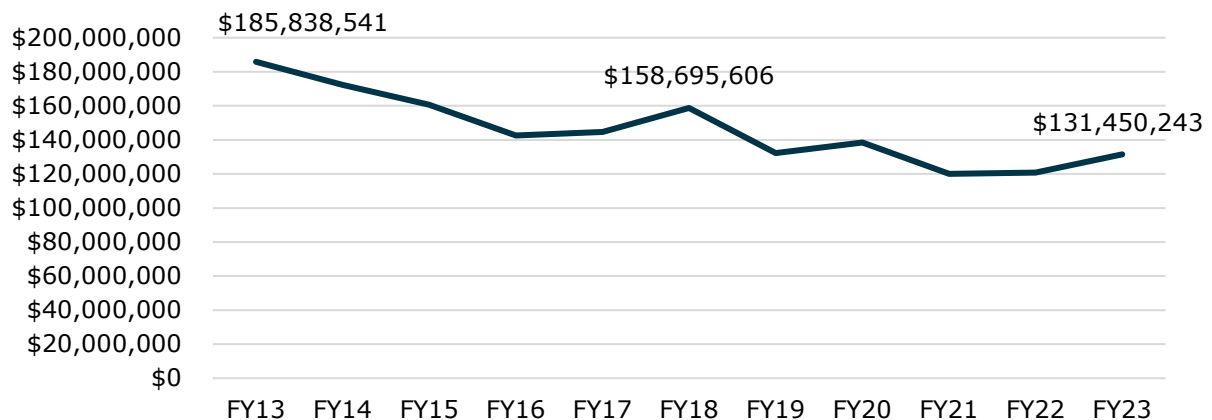


Source: Prepared by legislative auditor's staff using CAJUN data.

⁹ [Prisoners in 2022 – Statistical Tables, U.S. Department of Justice, Bureau of Justice Statistics, November 2023](#). Some states held inmates in private prisons according to this report, while Louisiana did not.

DOC pays local sheriffs a per diem set in state law¹⁰ to house state inmates in their local facility. As of fiscal year 2024, the per diem is \$26.39 per inmate per day. Louisiana's prison population was decreasing slightly prior to JRI and has further decreased since JRI was implemented, as one JRI goal is to focus prison beds on serious threats to public safety. Due to the decrease in the prison population, sheriffs are housing fewer state inmates and thus have less funding from the state. According to a 2016 LLA audit, the primary reason local correctional facilities did not offer rehabilitation programs was lack of funding.¹¹ Between fiscal years 2013 and 2023, payments to sheriffs for housing state inmates decreased \$54.4 million, or 29.3%, from \$185.8 million in fiscal year 2013 to \$131.5 million in fiscal year 2023, which may contribute to the lack of educational and career and technical education programs taken at local correctional facilities when compared to state facilities discussed below. Exhibit 4 shows DOC payments to sheriffs to house inmates in local facilities and transitional work programs.

Exhibit 4
Amount Paid to Sheriffs for Housing State Inmates
Fiscal Years 2013 through 2023



Source: Prepared by legislative auditor's staff using information provided by DOC.

¹⁰ La R.S. 15:824B(1)(a). The per diem is intended to cover the cost to house inmates in a local facility; however, the statute also stated that "The department shall work with sheriffs, or the governing authority of those parishes in which the governing authority operates the parish jail, to ensure that the basic jail guidelines are amended by December 31, 2020, to specifically provide for treatment and educational programming for individuals confined in a parish jail or institution."

¹¹ [Evaluation of Strategies to Reduce Louisiana's Incarceration Rates and Costs for Nonviolent Offenders, August 31, 2016](#)

While approximately half of state inmates are housed in local correctional facilities, these facilities do not offer the same level of educational or career and technical education programs as state facilities. DOC uses a portion of JRI

reinvestment dollars to expand reentry and rehabilitation programs in state and local correctional facilities. According to LLA's 2023 audit on JRI Savings and Expenditures, during fiscal years 2019 through 2022, DOC spent \$5.6 million on eight regional reentry centers within existing local correctional facilities, which provide pre-release programs.¹² In addition, according to DOC, it has used \$1.1 million in JRI funds for educational purposes in local facilities as of January 2024. While many local facilities receive no JRI funds at all, they may receive other types of funding from DOC as JRI funding is just one DOC funding stream for programs. In addition, some local correctional facilities house a small number of state inmates or do not have the physical space for programs.

"Since the majority of people sentenced to DOC time remain in parish prisons, they usually do not get to receive an adequate amount (or any) of rehabilitation services."

Source: Stakeholder survey

In order to best use JRI funds, DOC prioritized funding to local correctional facilities with the highest populations or to keep existing programs that otherwise would not have had the funds to continue. Additional funding could help DOC to further expand services in local correctional facilities. Currently, 30% of JRI savings reverts back to the State General Fund. Beginning in fiscal year 2024, DOC will not receive new JRI savings for reentry investment, which is a decrease from 25% of the savings in past fiscal years. In addition, OJJ will not receive new JRI savings, a decrease from 20% in prior years.¹³ Instead, the Louisiana Community and Technical College System (LCTCS) will receive 45% of JRI savings for targeted investments in education and vocational training aimed at recidivism reduction programs for adults and juveniles, DOC will receive 15% of new savings for community investments, and LCLE will receive 10% of new savings for victims' services.

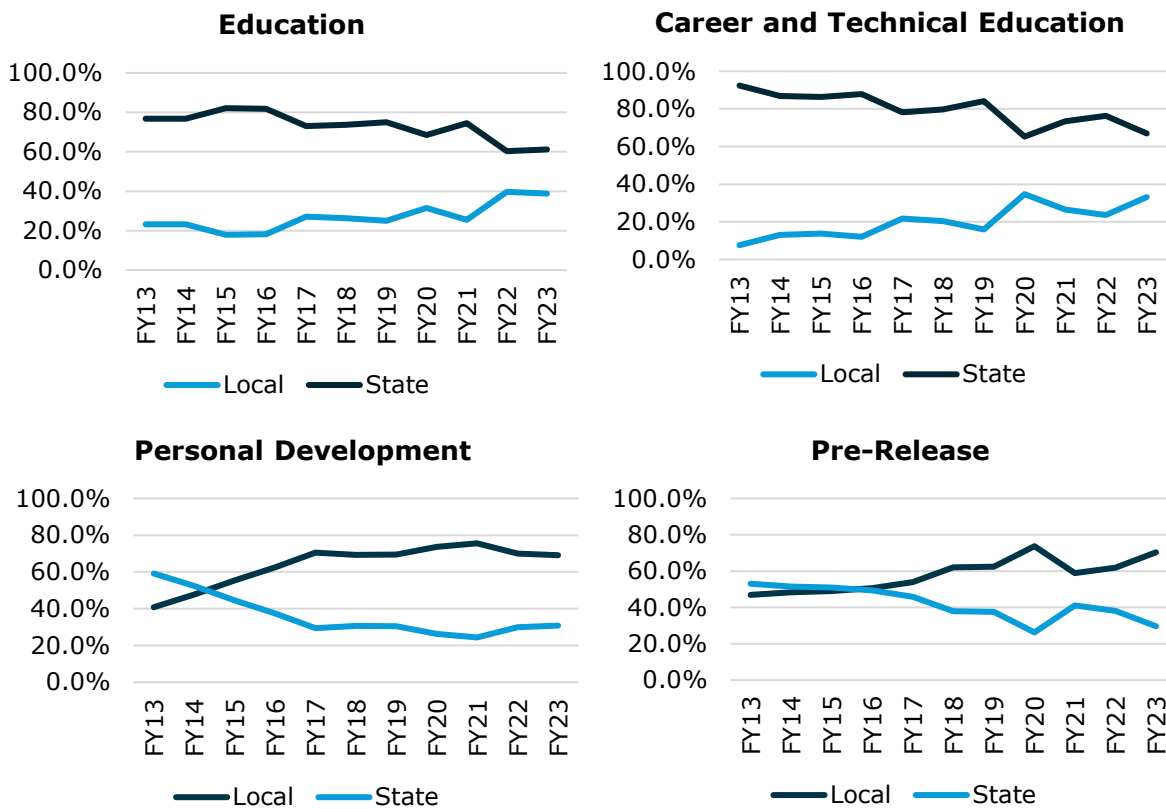
The majority of services inmates received in local correctional facilities are personal development classes, which include a wide array of services, such as faith-based programs, parenting classes, anger management, etc., whereas the majority of educational and career and technical education programs are received in state facilities. For example, in fiscal year 2023, 61.2% of inmates who took an education class took it in a state facility, while 38.8% took it in a local facility. Similarly, in fiscal year 2023, 67.0% of inmates taking a career and technical education class took it in a state facility, while 33.0% took one in a local facility. However, after JRI began, the percentages of educational and career and technical education programs received in local facilities has increased. Pre-release programs, in particular, have increased in local facilities likely due to JRI-funded regional reentry centers.

¹² Reentry centers are located in local correctional facilities in Beauregard Parish, East Baton Rouge Parish, Franklin Parish, Lafayette Parish, Lafourche Parish, Plaquemines Parish, Rapides Parish, and St. Tammany Parish. These centers use existing facilities to provide programs to state inmates housed in local facilities.

¹³ Prior-years' JRI savings are built into the agencies' base budget; therefore, DOC and OJJ will still receive those JRI dollars each year despite new savings going to LCTCS.

In addition, according to DOC, prior to JRI, academic high school equivalency programs were in seven local jails with a few offering career and technical education, post-secondary degree programs, or industry-based credentials. Since the inception of JRI, 20 local facilities offer industry-based certifications, and more than 30 local correctional facilities offer high school equivalency programs. While JRI was a large contributor to the expansion of programs statewide in local facilities, it was not the only funding that contributed to this growth. Exhibit 5 shows what percentage of inmates received programs in state or local facilities for four types of programs during fiscal years 2013 through 2023.

**Exhibit 5
Where Inmates Received Programs*
Fiscal Years 2013 through 2023**



* All programs in state and local correctional facilities, not only those funded with JRI dollars.
Source: Prepared by legislative auditor’s staff using CAJUN data.

Matter for Legislative Consideration 3: The legislature may wish to consider revisiting the JRI savings allocations in order to increase programs in local correctional facilities.

Recommendation 1: DOC should consider whether it should increase JRI funds to local facilities to increase availability of and participation in educational and career and technical education programs.

Summary of Management's Response: DOC agreed with this recommendation and stated that any increase in funding to the local level would require an additional appropriation by the legislature or reallocation of existing JRI funds. See Appendix A.1 for management's full response.

Objective 2: What effect has JRI had on incarceration trends in Louisiana?

DOC annually reports on incarceration trends in Louisiana and accomplishments related to the goals of JRI, including focusing prison beds on serious threats to public safety and reinvesting savings into recidivism reduction and crime victim support. In the 2023 Annual Report,¹⁴ DOC noted several accomplishments including:

- achieving and sustaining a reduction in the use of prison beds for nonviolent offenses and increasing the use of prison beds for violent offenses from the 2016 baseline,
- achieving and sustaining an overall reduction in total prison population from the 2016 baseline,
- maintaining a reduction in total goodtime parole releases alongside the reduction in the total prison population, and
- achieving and sustaining a reduction in recidivism (1-5th year returns) from the 2016 baseline.

We analyzed CAJUN data prior to JRI and after the implementation of JRI to identify trends related to JRI goals and any limitations that may exist in the data.

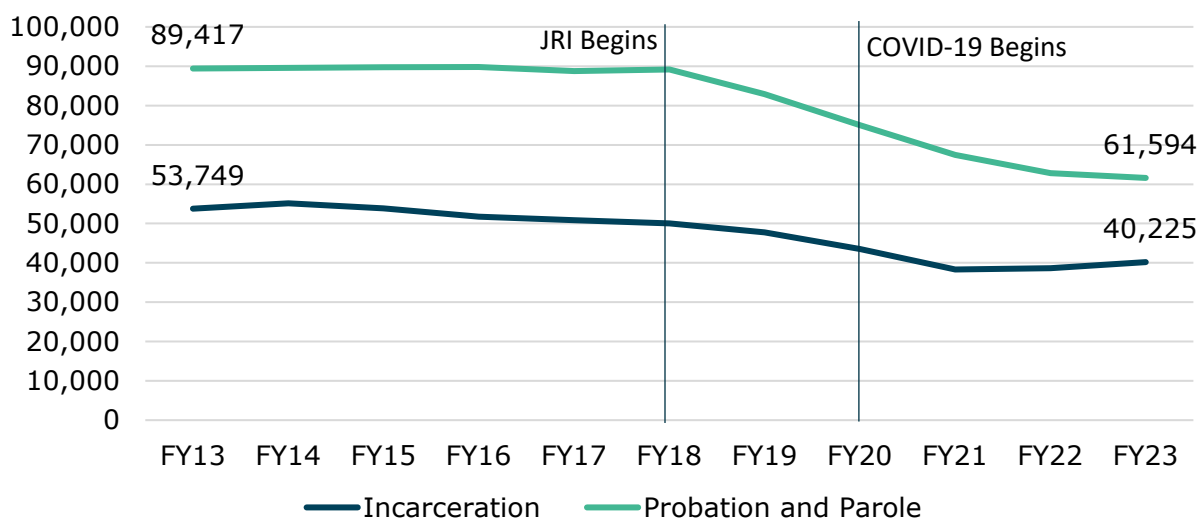
After the implementation of JRI, the number of inmates decreased and the percentage of inmates who were violent increased, which is in line with the JRI goal of focusing prison beds on serious threats to public safety.

JRI reforms made changes to sentencing that would focus prison beds on more serious offenses, including raising the felony theft threshold to \$1,000 and reducing the maximum sentence for some theft crimes; tailoring sentences for drug offenses according to the weight of the drugs; removing the crimes of mingling harmful substances, extortion, and illegal use of weapons or dangerous instrumentalities from the violent crimes list; and modifying penalties for some other non-violent crimes. In addition, reforms tailored habitual offender penalties to the severity of the offense by lowering mandatory minimum sentences for second and third offenses, among other changes.

¹⁴ [Louisiana's Justice Reinvestment Reforms 2023 Annual Performance Report](#)

Since the beginning of JRI,¹⁵ the overall prison population has decreased, which is in line with JRI goals. The number of individuals incarcerated for state felony convictions at any point during the fiscal year¹⁶ decreased 5.4% between fiscal year 2013 and fiscal year 2017, from 53,749 inmates to 50,823 prior to JRI. However, it decreased 19.6% between fiscal year 2018¹⁷ and fiscal year 2023, from 50,007 inmates to 40,225 after JRI. Similarly, the number of individuals on probation and parole decreased by 0.8% during the same timeframe prior to JRI, from 89,417 to 88,740, and 31.0% after JRI, from 89,204 to 61,594. These decreases were likely a result of changes made to laws as part of JRI, as well as the COVID-19 pandemic. Exhibit 6 shows the number of individuals incarcerated or on supervision at any point during fiscal years 2013 through 2023.

Exhibit 6
Number of Individuals Incarcerated or on Supervision at Any Point
Fiscal Years 2013 through 2023



Source: Prepared by legislative auditor's staff using CAJUN data.

Since the beginning of JRI, a higher percentage of the prison population is inmates with a violent felony in their history, which is in line with JRI's goal to focus prison beds on the most serious offenders. We found that 41,154 (47.4%) of the 86,897 inmates incarcerated were individuals with at least one violent felony in their history, which is a higher percentage than in previous years. In comparison, during fiscal years 2009 through 2015, 53,242 (41.4%) of 128,612 inmates had a violent felony in their history.¹⁸ Individuals with

¹⁵ October 1, 2017, through June 30, 2023

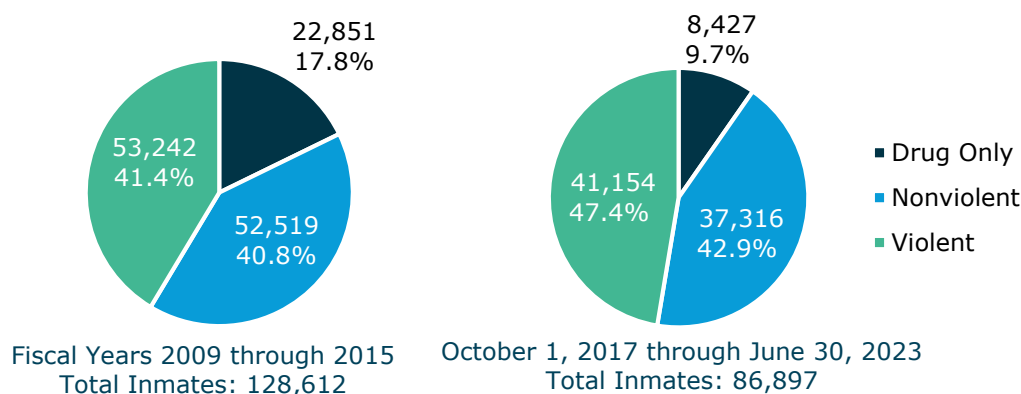
¹⁶ This methodology differs from DOC methodology when calculating statistics, which are snapshots in time.

¹⁷ Fiscal year 2018 includes three months prior to JRI: July, August, and September 2017.

¹⁸ [Evaluation of Strategies to Reduce Louisiana's Incarceration Rates and Costs for Nonviolent Offenders, August 31, 2016](#)

only drug-related felony offenses decreased from prior years, which was also a focus of the initial JRI legislation by changing thresholds for drug offenses. Since the beginning of JRI, 8,427 (9.7%) of inmates were incarcerated with only drug-related felony offenses, while 22,851 (17.8%) were incarcerated with drug-only offenses during fiscal years 2009 through 2015. Exhibit 7 shows the most serious offense in an inmate's history for those incarcerated during October 1, 2017, through June 30, 2023, as well as for fiscal years 2009 through 2015.¹⁹

Exhibit 7
Most Serious Offense in an Inmate's History
Fiscal Years 2009 through 2015 and October 1, 2017, through
June 30, 2023

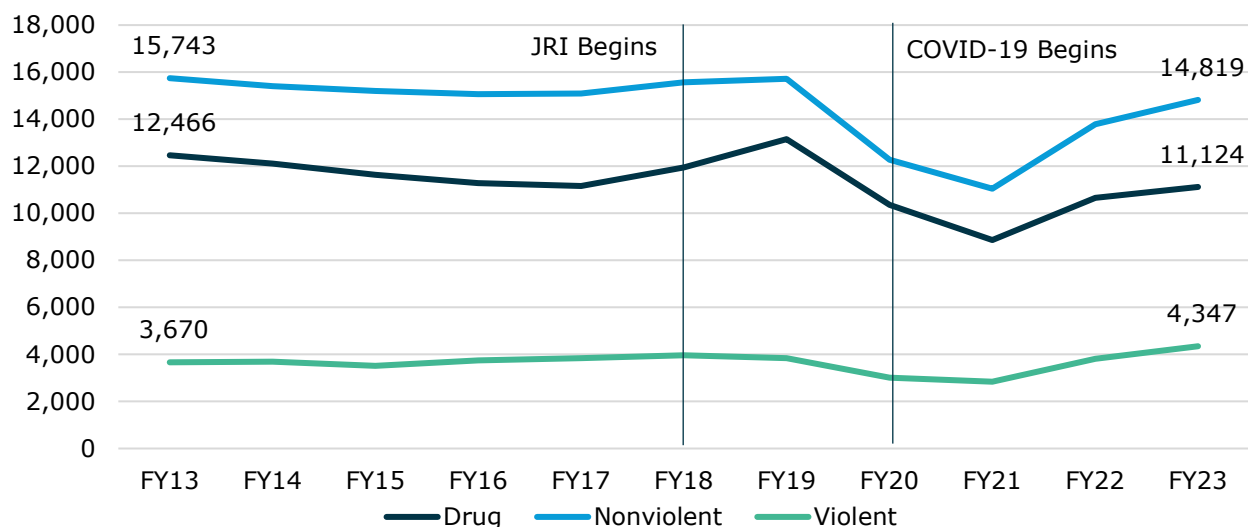


Source: Prepared by legislative auditor's staff using LLA 2016 performance audit and CAJUN data.

From fiscal years 2013 through 2023, inmates were incarcerated for fewer nonviolent offenses and more violent offenses. Inmates may be incarcerated for multiple convictions, which may include multiple violent and/or non-violent offenses. We found that non-violent and drug-related felony offenses across all convictions combined decreased 8.0% from fiscal year 2013 through 2023, from 28,209 to 25,943, while violent felony offenses increased 18.4%, from 3,670 to 4,347 offenses over this same timeframe. The year after JRI, there was an increase in felony drug-related offenses and a slight increase in non-violent felony offenses. All offense types decreased during the COVID-19 pandemic and began rising in fiscal years 2022 and 2023, likely due, in part, to court proceedings resuming. Exhibit 8 shows felony offense types during fiscal years 2013 through 2023.

¹⁹ According to DOC's CAJUN database.

Exhibit 8
State Felony Offense Types*
Fiscal Years 2013 through 2023



*All offenses associated with convictions during this timeframe; therefore, figures are not unique counts of convictions.

Source: Prepared by legislative auditor's staff using CAJUN data.

Violent offenses may not always be denoted in DOC's CAJUN database. CAJUN contains the offense an inmate is incarcerated for, including the statute and any statute articles. Having accurate offense information is important because for the same statute, different articles can result in the inmate being viewed as either violent or nonviolent. DOC has a process to update coding in CAJUN based on legislative changes, such as crimes deemed violent. However, we found that there were no instances of a violent offense for the possession of firearm or carrying concealed weapon by a person convicted of certain felonies in CAJUN. For example, while there were 4,069 offenses of La. R.S. 14:95.1 during fiscal years 2022 and 2023, there were no instances of La. R.S. 14:95.1(D),²⁰ which means this offense was committed during the commission of a crime of violence. In addition, there are no offenses for the distribution of heroin or distribution of fentanyl,²¹ which are crimes that were recently changed to a violent offense. Correct coding of offenses in CAJUN depends on the accuracy of the court documents sent to DOC and data entry by DOC employees. The chances that no offenses have been committed with these various violent crimes are low, which could affect how a person is viewed in the criminal justice system.

Recommendation 2: DOC should ensure that statutes are accurately entered into CAJUN, particularly for violent offenses. If DOC identifies issues

²⁰ The legislature added 14:95.1(D), effective August 1, 2022.

²¹ La. R.S. 40:966(B)(3)b and 40:967(B)(4)b, respectively. These were also added by the legislature, effective August 1, 2022.

with court paperwork, it should communicate with courts to prevent future errors.

Summary of Management’s Response: DOC disagreed with this recommendation and stated that it already has multiple processes in place to ensure statutory revisions and individual sentencing information are accurately entered into CAJUN, including updating CAJUN following each legislative session to reflect relevant statutory changes, establishing a Pre-Class Compliance/Auditing Section in 2021, and contracting to develop an automated time computation platform. See Appendix A.1 for management’s full response.

While the percentage of those released from incarceration and subsequently returning is lower than the five years before JRI, those who do return are returning sooner than previous years. In addition, we found that those with a violent felony offense in their criminal history returned at a higher rate than those with only non-violent felony offenses.

While definitions often differ, recidivism is a common metric used by criminal justice agencies to measure the success of rehabilitation and reentry programs. According to DOC’s recidivism metrics, overall third-year recidivism has decreased from 35.1% for calendar year 2013 releases to 30.3% for calendar year 2019 releases. DOC calculates recidivism by tracking inmates for a period of time, ranging from one to five years, from the date of release based on the year of return. DOC counts returns to DOC custody following a new felony conviction or revocation of supervision and counts an inmate once per year even if they are released and return multiple times during that year. Exhibit 9 shows DOC’s recidivism rates as published in its 2023 JRI Annual Performance Report.

Exhibit 9
DOC Recidivism
Calendar Years 2013 through 2021

Release Year	Total Releases	1st Year	%	2nd Year	%	3rd Year	%	4th Year	%	5th Year	%
2013	15,246	2,453	16.1%	4,393	28.8%	5,346	35.1%	6,040	39.6%	6,512	42.7%
2014	15,030	2,317	15.4%	4,058	27.0%	5,126	34.1%	5,841	38.9%	6,278	41.8%
2015	14,824	2,194	14.8%	4,193	28.3%	5,360	36.2%	6,064	40.9%	6,448	43.5%
2016	13,326	2,045	15.3%	3,738	28.1%	4,749	35.6%	5,225	39.2%	5,496	41.2%
2017	14,460	2,077	14.4%	3,943	27.3%	4,867	33.7%	5,371	37.1%	5,834	40.3%
2018	13,150	1,919	14.6%	3,339	25.4%	4,017	30.5%	4,594	34.9%		
2019	12,973	1,690	13.0%	2,952	22.8%	3,925	30.3%				
2020	10,693	1,211	11.3%	2,509	23.5%						
2021	9,360	1,288	13.8%								

Source: Prepared by legislative auditor's staff using the 2023 JRI Annual Performance Report.

For this report, we calculated returns to custody, which is a broader methodology than the recidivism methodology DOC uses. We analyzed all releases in the audit scope and determined whether or not individuals subsequently returned to DOC custody and whether that was a return to incarceration or community supervision. We included new felony convictions and full revocations. In addition, we counted each release and return, while DOC's methodology only counts an inmate once per year regardless of how many times they were released and returned.

While the percentage of those released from incarceration and subsequently returning is lower than the five years before JRI, those who do return are returning sooner than previous years. We found that, overall, of the 102,778 releases since JRI's implementation, there were 27,155 (26.4%) instances of individuals returning to custody. In comparison, there were 54,876 (40.3%) returns of the 136,293 releases from October 1, 2012, through September 30, 2017. In this analysis, we counted all returns, regardless of the year in which the individual returned; therefore, returns since JRI's inception are logically lower as less time has passed for someone to return.²² Exhibit 10 shows the overall returns to custody for the five years prior to JRI and the years since JRI.

²² For example, we include returns pre- and post-JRI from fiscal years 2013 through 2023. Those released in the five years before JRI have had a maximum of 10 years to return, while those released post-JRI have had a maximum of five years to return.

Exhibit 10 Returns to Custody for all Releases Fiscal Years 2013 through 2023				
Return Status	Exiting in Five Years Before JRI*	Percent	Exiting Since JRI**	Percent
Did Not Return	81,417	59.7%	75,623	73.6%
Returned to Custody	54,876	40.3%	27,155	26.4%
Total	136,293	100.0%	102,778	100.0%
* October 1, 2012, through September 30, 2017				
** October 1, 2017, through June 30, 2023				
Source: Prepared by legislative auditor's staff using CAJUN data.				

When looking at returns by release year, we found that those who do return are returning sooner than the five years prior to JRI. For example, those released in fiscal year 2018 returned by fiscal year 2019 at a rate of 19.4%, which is higher than any other return within the first subsequent fiscal year. In addition, of those released in fiscal year 2018, 38.5% returned by fiscal year 2023, which was the highest rate of return within the fifth subsequent fiscal year. One reason for higher rates of return for releases in fiscal year 2018 and 2019 could be because they were soon after the legislature passed JRI reforms and DOC had less time to expand reentry and rehabilitation services to reach these individuals. Exhibit 11 shows the cumulative returns to custody by fiscal year of release for fiscal years 2013 through 2023.

Exhibit 11 Cumulative Returns to Custody by Fiscal Year of Release* Fiscal Years 2013 through 2023											
Return Fiscal Year	Pre-JRI Years Releases					JRI Years Releases					
	FY13	FY14	FY15	FY16	FY17	FY18	FY19	FY20	FY21	FY22	FY23
Within same year	3.4%	5.2%	5.4%	5.3%	5.7%	6.2%	6.6%	4.7%	4.7%	5.5%	6.0%
1 year	14.2%	15.7%	15.8%	16.5%	17.1%	19.4%	18.2%	15.2%	16.1%	17.4%	
2 years	21.8%	22.7%	23.4%	24.2%	24.8%	26.5%	25.2%	24.1%	24.9%		
3 years	27.2%	27.8%	28.7%	29.7%	29.3%	31.0%	31.3%	31.1%			
4 years	31.1%	31.8%	32.7%	32.9%	32.1%	34.9%	36.3%				
5 years	34.4%	35.0%	35.4%	35.0%	35.1%	38.5%					
* Bolded numbers indicate the highest percent return for that return year.											
Source: Prepared by legislative auditor's staff using CAJUN data.											

In addition, we found that those with a violent felony offense in their criminal history returned at a higher rate than those with only non-violent felony offenses. Overall, 42.0% of releases during fiscal years 2013 through 2023 that had a violent offense in their history returned, compared to 35.7% for non-violent histories and 16.7% for drug-only histories. The percentage of releases with violent histories was larger during the years since JRI began compared to the five years prior. For releases during October 1, 2017, through June 30, 2023, 34.1% were those with violent histories, while 28.4% of releases during October 1, 2012 through September 30, 2017, had violent histories. As Louisiana focuses prison

beds on more serious offenders, the concentration of releases with violent histories increases, which could make lower rates of returns to custody more challenging as these inmates often face greater challenges upon reentry. DOC may benefit from expanding its recidivism calculations to compare returns based on an inmate's most serious offense type as, historically, DOC has measured recidivism by an inmate's current offense and does not factor in criminal history. However, it recently began analyzing recidivism by violent and non-violent inmates, as well as good time release, age at release, and time served. According to DOC, it will begin including these outcomes in its annual briefing book.

Recommendation 3: DOC should continue expanding its recidivism calculations to regularly compare returns based on an inmate's most serious felony offense type in their history.

Summary of Management's Response: DOC agreed with this recommendation and stated that it will include this type in the recidivism reporting. See Appendix A.1 for management's full response.

Inmates released based on JRI good time changes do not appear to return to custody at a higher rate than the overall return rate. However, DOC's data system does not maintain a historical record of under which good time law an inmate was released.

Act 280 of the 2017 Regular Legislative Session²³ changed the rate at which inmates can earn diminution of sentence for good behavior, commonly called "good time," allowing for inmates to be released on good time parole sooner. Act 280 did not change the eligibility criteria for good time. The use of good time credits to shorten incarceration is a common practice among states.

Inmates released based on JRI good time changes do not appear to return to custody at a higher rate than the overall return rate. However, DOC's data system does not maintain a historical record of under which good time law an inmate was released. Of the 49,404 inmates released under Act 280 good time changes, 8,603 (17.4%) returned to DOC custody between fiscal years 2018 and 2023, while 40,801 (82.6%) have not returned to DOC custody. Currently, CAJUN only shows the good time law an inmate is currently eligible for and does not store historical good time information for prior releases. Therefore, we estimated the number of inmates released under the JRI good time changes based on their most recent release year. Because DOC does not maintain historical good time eligibility for all releases, we could not compare outcomes for those previously released under a different good time law. According to DOC, its new data system

²³ <https://legis.la.gov/legis/ViewDocument.aspx?d=1051859>

will have the capability of maintaining historical information on good time. Exhibit 12 shows the changes to good time before and after JRI.

Exhibit 12		
Good Time Accrual Before and After JRI		
Eligible Inmates	Rate Prior to JRI	Rate After JRI
Convicted of felony that is not a crime of violence or sex offense. Applies to inmates convicted of offenses on or after January 1, 1992.	One and one-half day for every one day <i>Example:</i> Earns 547.9 days during one year of incarceration	Thirteen days for every seven days <i>Example:</i> Earns 678.3 days during one year of incarceration
Convicted of a crime of violence without a prior crime of violence or sex offense. Applies to inmates who commit an offense or whose probation or parole is revoked on or after November 1, 2017.	Three days for every seventeen days <i>Example:</i> Earns 64.5 days during one year of incarceration	One day for every three days <i>Example:</i> Earns 121.8 days during one year of incarceration
Source: Prepared by legislative auditor's staff using Act 280 of the 2017 Regular Legislative Session.		

Of those released to community supervision under the Act 280 good time law, 14,054 (28.4%) had at least one violent felony in their past, 28,522 (57.7%) had only non-violent felonies in their past, and 6,828 (13.8%) had only drug-related felonies in their past. Inmates with a violent felony in their past returned to DOC custody at a higher rate at 22.8% (3,209 of 14,054), while 16.8% (4,784 of 28,522) of those with only non-violent offenses returned to DOC custody and 8.9% (611 of 6,828) of those with drug-only offenses returned.

Recommendation 4: DOC should ensure that its data system maintains which Good Time Act was associated with each inmate release instead of only the most recent release.

Summary of Management's Response: DOC agreed with this recommendation and stated that while CAJUN has limited capacity to retain inmate's release history beyond basic conviction information, its new inmate records management system will have this capacity. See Appendix A.1 for management's full response.

Objective 3: What performance metrics exist for JRI-related programs, and what are the outcomes?

Act 261 of the 2017 Regular Legislative Session requires DOC to collect, track, analyze, forecast, and distribute data relative to prison admissions, sentencing, habitual offender sentencing, parole, community supervision, medical furlough, certified treatment and rehabilitation programs, workforce development work release programs, and cost savings and reinvestment.²⁴ DOC reports these metrics in its annual JRI performance report. DOC also reports on recidivism, as noted in Objective 2 of this report. Other than recidivism, these metrics describe trends in the prison and community supervision population, but do not include metrics specific to JRI-funded programs and services.

DOC has not developed performance measures to determine the outcomes of JRI-funded programs. Developing goals and benchmarks and measuring outcomes of the various programs could help DOC determine which programs are effective and could be adjusted or expanded.

DOC has goals in its fiscal year 2024 through 2028 strategic plan to reduce the recidivism rate by 5.0% for adult inmates system-wide by 2025, and it tracks recidivism based on various factors such as for those released from state facilities, those released from local facilities, those who receive educational programs, etc.

DOC has not developed performance measures or benchmarks to determine the outcomes of JRI-funded programs. Developing goals and benchmarks and measuring outcomes of the various programs could help DOC determine which programs to adjust or expand. We analyzed returns to custody for individuals participating in each type of program as a starting point. There are many factors that affect an individual successfully remaining in the community or committing new crimes, which this analysis does not include. In addition, some individuals may receive multiple types of programs, which could affect outcomes.

We found that individuals who received services offered during community supervision have lower rates of return to custody than inmates who received services during incarceration. For example, only 10.9% of individuals receiving emergency transitional housing during fiscal years 2018 through 2023 returned to custody. In addition, we found that programs during incarceration served a higher percentage of inmates with a violent felony in their history during the five years

²⁴ <https://legis.la.gov/legis/ViewDocument.aspx?d=1051828>

since JRI was implemented. While these inmates had higher return to custody rates than the overall average, the percentage of inmates with violent histories was also higher. Individuals receiving programs during incarceration could have higher needs than the overall population, potentially indicating there are more barriers to overcome to successfully remain in the community. Exhibit 13 shows the percentage of participants who returned to custody and the percentage of participants who had a violent felony in their history for the five years prior to JRI and the five years since JRI began, sorted by the lowest percentage of return post JRI.

Exhibit 13				
Returns to Custody by Program Participants				
Fiscal Years 2013 through 2023				
Participant Population	Prior to JRI		Since JRI	
	% Return	% Violent History	% Return	% Violent History
Emergency Transitional Housing			10.9%	50.8%
Community Incentive Grant			19.6%	51.9%
Day Reporting Center			20.2%	31.9%
Overall Returns to Custody	40.3%	28.4%	26.4%	34.1%
Reentry Center*			28.1%	40.9%
Pre-Release Classes*	44.4%	42.2%	38.8%	44.7%
Personal Development Classes*	44.5%	40.1%	42.2%	44.8%
Education Classes*	41.6%	47.5%	43.3%	53.8%
Career and Technical Education Classes*	39.4%	48.7%	44.9%	52.2%

* These services are not solely funded through JRI.
Source: Prepared by legislative auditor's staff using CAJUN data and information provided by DOC.

DOC should develop goals and performance metrics for the various programs it offers and better use the data it collects to track performance. Without goals and performance metrics for the programs discussed above and in further detail throughout the remainder of the report, it is difficult to determine whether programs are working as intended for the overall population. Currently, CAJUN contains participation data for classes that inmates take while incarcerated. In addition, DOC already collects participant-level data for individuals receiving services through emergency transitional housing, day reporting centers, and community incentive grants. DOC could analyze these datasets to determine which individuals have better outcomes and which providers have better outcomes.

Recommendation 5: DOC should develop performance metrics and benchmarks specific for the programs it offers.

Summary of Management's Response: DOC agreed with this recommendation and stated that it currently tracks recidivism, which it considers a key performance metric. In addition, DOC stated that it has included general objectives, strategies, and general performance indicators for the continued implementation of JRI in its five-year strategic plan and is collecting and reporting performance data and savings calculations on an

annual basis in accordance with requirements established in Act 261 of the 2017 Legislative Session. See Appendix A.1 for management's full response.

Recommendation 6: Once it develops performance metrics, DOC should use the results to determine whether it should shift resources to more effective programs.

Summary of Management's Response: DOC agreed with this recommendation. See Appendix A.1 for management's full response.

While the percentage of inmates receiving JRI-related programs while incarcerated has increased by 13.1 percentage points since fiscal year 2013, less than 50.0% of inmates participate in programs each year. In addition, JRI-funded services such as community incentive grants, emergency transitional housing, and day reporting centers serve a small portion of those on community supervision.

DOC uses JRI funding for a variety of programs, both for those incarcerated and those on community supervision. For example, it has used funds to enhance existing educational and career and technical education offerings in state facilities and some local facilities, including new equipment and technology. It also funds day reporting centers, which are locations where those on community supervision can receive services, such as educational services, employment assistance, and life skills, to help them integrate into society. According to DOC, it has prioritized JRI funding to focus on those who are returning back to society.

Between fiscal years 2013 and 2023, the percentage of those receiving JRI-related programs while incarcerated has increased; however, less than 50.0% of inmates participated in programs each year. The number of inmates receiving any type of class²⁵ while incarcerated increased by 13.1 percentage points, from 29.3% in fiscal year 2013 to 42.4% in fiscal year 2023. The percentage of inmates receiving personal development classes and career and technical education classes increased the most: in fiscal year 2013, 12.3% of inmates participated in at least one personal development class, while in fiscal year 2023, 28.1% participated. For career and technical education classes, in fiscal year 2013, 3.0% of inmates participated in a class, while in fiscal year 2023, 7.6% participated. However, while the overall percentages of those incarcerated participating in programs has increased, these programs still often touch a small percentage of inmates. For example, fewer than 10.0% of inmates participated in

²⁵ Including educational classes, career and technical education classes, personal development classes, pre-release classes, as well as substance abuse and sex offender treatment. Not all of these programs are funded with JRI dollars.

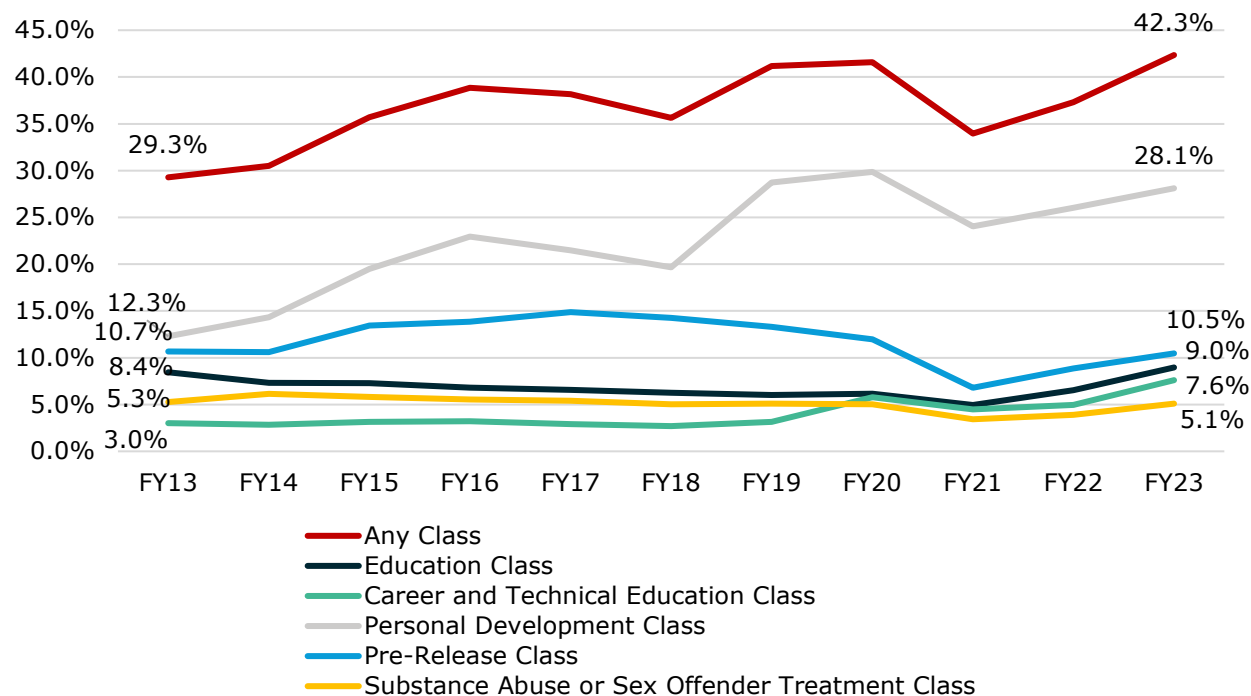
an education class during fiscal year 2023, which was the year of highest participation.

In addition, the number of inmates receiving programs and the types of programs received varies greatly from facility to facility, particularly for local facilities. For example, 561 (50.8%) of 1,104 inmates at Ouachita Correctional Center participated in at least one program, and of these, 151 (26.9%) had an education class and 121 (21.6%) had a career and technical education class. In contrast, 442 (30.8%) of 1,437 inmates at Richland Parish Detention Center participated in at least one class, and of these, eight (1.8%) received an education class, 19 (4.3%) received a career and technical education class, and 396 (89.6%) had a personal development class. The types of programs at local facilities vary due to funding levels, space available for programs, community support, etc. Appendix F shows the number and percentage of inmates who received programs in each state facility in fiscal year 2023, while Appendix G shows this information for each local facility over the same time period.

While not all inmates need the same level of services to increase the likelihood of successful reentry into society, DOC should continue to identify ways to maximize participation for inmates who would benefit, especially education and career and technical education classes that teach skills and build knowledge for potential jobs upon release. Exhibit 14 shows the percentage of inmates who received programs during fiscal years 2013 through 2023.²⁶

²⁶ Represents all programs received in state and local facilities, and these programs are not solely-funded through JRI.

Exhibit 14
Inmates Participating in Programs While Incarcerated*
Fiscal Years 2013 through 2023



* Represents all programs received in state and local facilities, and these programs are not solely-funded through JRI.

Source: Prepared by legislative auditor's staff using CAJUN data.

In addition, the number of inmates receiving pre-release programs through a reentry center in a local correctional facility is a small number of those housed locally. For example, local correctional facilities house, on average, 29,790 inmates per year, with approximately 8,243 inmates being released each year. Since JRI began, JRI-funded reentry centers have served 6,772 inmates, which is 22.7% of the average annual population housed in local facilities.²⁷ DOC also has two additional reentry centers, in Caddo Parish and the Louisiana Transitional Center for Women in Madison Parish, but those facilities do not receive JRI funds to operate²⁸ their reentry centers; however, DOC has used JRI funds to provide these facilities with assistance. For example, Caddo received \$11,800 of JRI funds for carpentry supplies, and the Louisiana Transitional Center for Women received \$128,000 to expand its cosmetology program, including funding for supplies and an instructor.

²⁷ Some of the JRI-funded reentry centers were in existence prior to receiving JRI funds, and those participation numbers are not included here.

²⁸ The eight parishes with a JRI-funded reentry center have contracts with DOC to operate these centers in the local correctional facility.

Exhibit 15 shows the number of inmates receiving at least one pre-release class at reentry centers funded with JRI savings.

Exhibit 15 JRI-Funded Reentry Center Participation October 1, 2017, through June 30, 2023*				
Reentry Center	Parish	Fiscal Years with JRI Funding	Total Number of Inmates Served	Total Completions
Southwest Reentry Center	Beauregard	2020 - 2023	1,321	1,045
Florida Parishes Reentry Center	St. Tammany	2020 - 2023	1,128	1,120
Central Reentry Center	Rapides	2020 - 2023	1,121	1,115
Southeast Reentry Center	Plaquemines	2019 - 2023	908	846
Northeast Reentry Center	Franklin	2020 - 2023	761	756
Southwest Central Reentry Center	Lafayette	2020 - 2023	865	765
Southeast Central Reentry Center	Lafourche	2020 - 2023	417	380
Capital Area Reentry Center	East Baton Rouge	2022 - 2023	251	202

* Not all reentry centers received JRI funding for all fiscal years. In addition, some reentry centers existed prior to receiving JRI funds; however, this exhibit only shows participation while centers received JRI funding.
Source: Prepared by legislative auditor's staff using information provided by DOC.

JRI-funded services such as community incentive grants, emergency transitional housing, and day reporting centers serve a small portion of those on community supervision. During fiscal years 2018 through 2023, there were, on average, 73,161 individuals on community supervision per year. While not all individuals on community supervision need intensive services, these JRI-funded services are serving a small number of the population. For example, emergency transitional housing, which had the lowest rate of returns to custody despite over half of the population served having a violent history, only served 1.7% of the average annual community supervision population, while community incentive grants and day reporting centers each served just over 5.0% of the population. While these programs served small percentages of individuals, improving the lives and breaking the cycle of incarceration for a few individuals can have meaningful impacts on individual families and communities. Parents or family members who successfully reenter society and do not reoffend can lead to better outcomes for their children, family, and community. Exhibit 16 shows the number of participants who received JRI-funded programs during fiscal years 2018 through 2023.

"JRI provided organizations [. . .] an opportunity to receive funding that allowed for a greater number of men and women returning home from incarceration to be given reentry support such as housing, mentoring, and case management. [. . .] More importantly, these individuals aren't simply not going back to prison, but have become active contributors in their communities."

Source: Stakeholder survey

Exhibit 16 Number of Participants for JRI-Funded Programs Fiscal Years 2018 through 2023	
Program Type	Number of Participants
Day Reporting Centers	4,012
Community Incentive Grants	3,770
Emergency Transitional Housing	1,226
Specialty Courts*	357
* Direct JRI funding through DOC to four judicial districts. DOC also allocated JRI funds to the Louisiana Supreme Court to use for specialty courts, which is not shown here. Source: Prepared by legislative auditor's staff using CAJUN data and information provided by DOC.	

Recommendation 7: DOC should continue to identify ways to maximize the number of inmates receiving programs, in both state and local facilities.

Summary of Management's Response: DOC agreed with this recommendation and stated that it is important to note that the percentage of persons served were calculated in relation to the total prison population instead of in relation to the total population in need of/suitable for programs. See Appendix A.1 for management's full response.

Recommendation 8: DOC should continue to determine whether it should expand services available to those on community supervision.

Summary of Management's Response: DOC agreed with this recommendation and stated that it currently allocates the majority of Community Reinvestment funding to post release case management services while on parole supervision, short-term transitional housing, and transportation to/from employment/medical appointments/supervision etc. See Appendix A.1 for management's full response.

Individuals obtaining jobs after release in fields related to career and technical education programs they participated in while incarcerated have positive outcomes. However, a low percentage of inmates appear to get jobs in fields related to their career and technical education programs.

Obtaining a job post release can make it easier for individuals to remain in the community and not commit new crimes. We found that inmates released after JRI that subsequently obtained jobs had better outcomes, with returns to custody rates of 22.1%, below the average overall rate of return of 26.4%. In addition, we

found that individuals who did not return to custody had higher median wages than those who returned to custody.

Individuals obtaining jobs after release in fields related to career and technical education programs they participated in while incarcerated had positive outcomes. However, a low percentage of inmates appear to get jobs in fields related to their career and technical education programs. We analyzed outcomes for inmates who obtained a job after release and also participated in career and technical education programs while incarcerated in one of six areas: automotive, carpentry, culinary arts, heating and air, masonry, and welding. We found that of the inmates released after JRI began who obtained jobs and also participated in one of these classes, 951 (23.6%) of 4,035 obtained a job relevant to the career and technical education class²⁹ in which they participated. Overall returns to custody for those with jobs matching their career and technical education training was 19.7%, which is lower than the overall return to custody average and lower than returns for individuals obtaining any job, regardless of career and technical education training. Exhibit 17 shows outcomes for those released from custody who had a career and technical education class and a subsequent job in a related field for fiscal years 2018 through 2023.

Exhibit 17 Inmates Released Obtaining Jobs in Career and Technical Education Training Fiscal Years 2018 through 2023					
Career and Technical Education Class/Job Match	Releases Who Took Class	Total Job Matches	Percent with Job Match	Returned to Custody	Did not Return
Automotive	780	91	11.7%	20.9%	79.1%
Carpentry	1,369	191	14.0%	22.5%	77.5%
Culinary Arts	916	478	52.2%	19.0%	81.0%
Heating and Air	273	44	16.1%	9.1%	90.9%
Masonry	160	21	13.1%	23.8%	76.2%
Welding	1,309	150	11.5%	20.7%	79.3%
Total*	4,035	951	23.6%	19.7%	80.3%
* The total figures do not equal the sum of each row because individuals may have taken multiple types of classes and obtained multiple job matches. Source: Prepared by legislative auditor's staff using CAJUN and LWC wage data.					

Individuals who obtained jobs related to their career and technical education training, especially those who did not return to custody, had significantly higher wages than those who did not have a job in a related field. For example, during the five years after JRI began, individuals who did not return to custody had median wages ranging from \$14,747 to \$116,774, depending on vocation, for all quarters with wages. Those who did return to custody had median wages ranging from \$5,874 to \$15,246. For those who obtained any job, not necessarily related to their career and technical education training, individuals who did not return to custody

²⁹ Based on the North American Industry Classification System (NAICS) code of the employer(s).

had median total wages of \$14,112, while those who did return to custody had median total wages of \$3,974. Exhibit 18 shows the differences in median wages and average quarters with wages for those obtaining jobs after release and not returning to custody versus those who do return to custody for fiscal years 2018 through 2023.

Exhibit 18					
Inmates Released Obtaining Jobs in Career and Technical Education Training Fiscal Years 2018 through 2023					
Career and Technical Education Class/ Job Match	Total Job Matches	Median Total Wages* - Returned to Custody	Average Quarters with Wages	Median Total Wages* - Did Not Return to Custody	Average Quarters with Wages
Automotive	91	\$15,246	5	\$55,660	9
Carpentry	191	\$12,146	5	\$34,841	8
Culinary Arts	478	\$5,874	4	\$14,747	7
Heating and Air	44	\$13,903	7	\$72,098	9
Masonry	21	\$5,936	6	\$116,774	12
Welding	150	\$13,312	5	\$44,131	9
Total with Job Matches**	951	\$8,966	5	\$24,311	8
Any job (regardless of career and technical education participation)	n/a	\$3,974	3	\$14,112	6

* Total for all quarters with earnings for any jobs obtained regardless of job type.
 ** The total figures do not equal the sum of each row because individuals may have taken multiple types of classes and obtained multiple job matches.
Source: Prepared by legislative auditor's staff using CAJUN and LWC wage data.

Because DOC does not currently track outcomes specific to the career and technical education programs it offers, it may not know which programs are the most successful. However, DOC has minimal access to LWC's wage data, which limits its ability to determine which inmates received jobs after release and which jobs result in higher wages. According to DOC, it has an agreement with LWC to receive some wage information; however, the level of detail currently available to DOC is not enough to calculate outcomes. Additional analyses could help DOC determine which career and technical education programs to expand or where it could improve relationships with businesses to help secure jobs for former inmates.

Recommendation 9: DOC should work with LWC to expand the wage data it can receive in order to analyze outcomes for participants in career and technical education programs.

Summary of Management's Response: DOC agreed with this recommendation and stated that it has a longstanding working relationship with LWC and welcomes any opportunity to enhance information sharing between departments. See Appendix A.1 for management's full response.

During fiscal years 2020 through 2023, a low percentage of youth participating in OJJ JRI-funded programs subsequently entered either OJJ or DOC custody. However, OJJ has not developed performance measures to determine the outcomes of JRI-funded programs. In addition, OJJ could improve its monitoring of contractors providing JRI-funded services.

OJJ uses JRI savings to fund two programs: Alternatives to Detention and Diversion. Alternatives to Detention programs provide community-based alternatives to pre-adjudication detention with the aim to maintain family and residential connections and include supervised release programs, court notification programs, and other community-based monitoring and accountability. Diversion programs offer juvenile court judges community-based alternatives to formal adjudication into the juvenile detention system, using evidence-based or promising practices, with the goal of diverting youth into programs to address behavior as an alternative to detention. In fiscal year 2024, OJJ changed the name of the diversion services to Early Intervention and Prevention Services.

During fiscal years 2020 through 2023, a low percentage of youth participating in OJJ JRI-funded programs subsequently entered either OJJ or DOC custody. We identified 179 (2.9%) of 6,253 participants³⁰ who entered OJJ or DOC custody after receiving either Alternatives to Detention or Diversion services. Of the 179 entering custody, 137 entered OJJ custody, 45 entered DOC custody, and three entered both OJJ and DOC custody. Exhibit 19 shows the number of youth entering OJJ and/or DOC custody after receiving OJJ JRI services during fiscal years 2020 through 2023.

Exhibit 19 Youth Participants in OJJ JRI-Funded Services Entering Custody Fiscal Years 2020 through 2023		
Type of Custody	Number of Youth	Percent of Total
OJJ Custody	137	2.2%
DOC Custody	45	0.7%
Total Youth Entering Custody*	179	2.9%
Total Youth Served*	6,253	
* Three youth entered both OJJ and DOC custody at some point after JRI services. Source: Prepared by legislative auditor's staff using information from OJJ and OJJ contractors.		

³⁰ Because OJJ did not maintain a list of participants that could be analyzed, we requested participant-level data from each of OJJ's contractors. For the ones that could not provide data in Microsoft Excel or Word, we manually converted the PDFs to Excel.

Of the 45 youth who subsequently entered DOC custody, 20 (44.4%) had a violent offense, 18 (40.0%) had a non-violent offense, and 6 (13.3%) had drug-only offenses.³¹ For 19 of the youth, they were sentenced directly to probation, while 26 were sentenced to adult incarceration. For youth who subsequently entered the OJJ system, the top five most serious offenses were simple burglary (18, or 13.1%), armed robbery (9, or 6.6%), resisting an officer (7, or 5.1%), ungovernable (7, or 5.1%), and illegal possession of a handgun by a juvenile (7, or 5.1%). See Appendix H for a listing of offenses for those entering OJJ and/or DOC custody after receiving JRI programs.

Of the 137 youth entering OJJ custody after receiving JRI-funded Alternatives to Detention or Diversion programs, 37 (27.0%) were 16 years old when entering OJJ custody, 30 (21.9%) were 15 years old, and 25 (18.2%) were 14 years old. Exhibit 20 shows the ages of youth entering OJJ custody after participating in a JRI service during fiscal years 2020 through 2023.

Exhibit 20 Age of Youth Entering OJJ after JRI Service Fiscal Years 2020 through 2023		
Age Entering OJJ	Number of Youth	Percent
16	37	27.0%
15	30	21.9%
14	25	18.2%
17	21	15.3%
13	15	10.9%
12	8	5.8%
18	1	0.7%
Total	137	100.0%

Source: Prepared by legislative auditor's staff using information from JETS and OJJ contractors.

OJJ has not developed performance metrics or benchmarks for its JRI-funded programs and could improve its monitoring of contractors providing JRI-funded services. The types of services that Alternatives to Detention and Diversion programs include vary by contractor. For example, three contractors' Alternatives to Detention programs provide different services: one program offers individualized services based on risk and need, prosocial community connections, and local probation supervision; another contractor offers workshops on self-esteem, reading, critical thinking, etiquette, life skills, and college/career readiness; and the third offers education, community service mentoring, and HiSET and industry-based certification credentials. However, OJJ has not developed metrics and benchmarks to gauge success. Tracking and monitoring outcomes could help OJJ determine which contractors have the most successful programs and which do not. While OJJ collects monthly metrics from contractors, such as the number of youth successfully completing the program, number of youth with a negative drug screen, and number of youth who did not receive a new adjudication, they do not include targets or benchmarks to determine effective performance. In addition, OJJ does not use these reports to determine the overall success of each contractor or the programs overall.

OJJ contractors are paid a monthly amount set in their contracts based on their programs and anticipated number of people they will serve.³² OJJ staff stated that providers often overestimate the number of youth they will serve when they

³¹ For one individual, the offense was not available in CAJUN, likely because it was near the end of our audit scope and the CAJUN record was not yet updated.

³² OJJ staff stated that one provider is paid on a per diem basis.

first contract with OJJ, resulting in some contractors serving few youth but receiving payments based on a higher estimated number of participants. OJJ should collect the monthly invoices it receives from contractors, which include participant-level information, in Excel documents. Currently, OJJ receives paper or PDFs of invoices, which makes it difficult to analyze the data to identify trends and outcomes. In addition, we identified potential discrepancies in the data regarding when youth were served. While OJJ conducts quarterly site visits of contractors, including reviewing a random sample of files, it does not maintain a complete listing of youth served through these programs. Maintaining electronic data on participants could help OJJ identify invoice discrepancies and analyze program outcomes.

Recommendation 10: OJJ should develop performance metrics and benchmarks for its JRI-funded programs overall, as well as for contractor monthly metrics.

Summary of Management's Response: OJJ agreed with this recommendation and stated that it will research potential metrics and benchmarks that may be used to develop performance measures regarding JRI funded programs. See Appendix A.2 for management's full response.

Recommendation 11: Once it has developed metrics and benchmarks, OJJ should track and monitor the performance of its contractors.

Summary of Management's Response: OJJ agreed with this recommendation and stated that it can include performance metrics in its contractual agreements with providers and update monitoring tools to gauge program effectiveness once it has identified and developed performance metrics. See Appendix A.2 for management's full response.

Recommendation 12: OJJ should collect participant-level data from its contractors in spreadsheet form so that it can analyze program outcomes and participants.

Summary of Management's Response: OJJ agreed with this recommendation and stated that it will provide a template to its contracted providers for the collection of participant-level data in spreadsheet form. See Appendix A.2 for management's full response.

APPENDIX A: MANAGEMENT'S RESPONSES

DEPARTMENT OF PUBLIC SAFETY & CORRECTIONS
STATE OF LOUISIANA

JEFF LANDRY
GOVERNOR



JAMES M. LE BLANG
SECRETARY

February 9, 2024

Michael J. "Mike" Waguespack, Legislative Auditor
Louisiana Legislative Auditor's Office
Post Office Box 94397
Baton Rouge, LA 70804

Dear Mr. Waguespack,

Please accept this letter as the Department of Corrections ---- Corrections Services (DPS&C-CS) response to the recent *Justice Reinvestment Initiative-Challenges and Impact* performance audit.

While the Department agrees with the majority of the recommendations, provided herein is additional information for clarification and context.

The Department's allocation of JRI funds must be evaluated within the broader context of the Department's efforts, which began in 2012, to create new/expand existing educational, rehabilitative, and pre-release programming in state prisons and in local jails. As internal budget resources were limited, the Department developed a creative strategy to fund this expansion by leveraging several funding sources starting with funds available through a broader government efficiency initiative and then later through Title 1 and Pell grant funding, Medicaid expansion, public private partnerships, and federal grant dollars. The 2017 JRI package created an additional funding source enabling the Department to continue the expansion of programming within state prisons and local jails and created a new opportunity to provide post release reentry support services to people on supervision. To make the most the JRI savings available for reinvestment, the Department chose to strategically allocate JRI funds to *Tier 1* and *Tier 2* parishes, which all together account for 80% of the parish of conviction for those in the state prison population. These are: (Tier1) *Orleans, Jefferson, East Baton Rouge, Caddo, and St. Tammany* and (Tier 2) *Bossier, Calcasieu, Lafourche, Lafayette, Ouachita, Rapides and Terrebonne*.

Recommendation 1: DOC should consider whether it should increase JRI funds to local facilities to increase availability of and participation in educational and career and technical education programs.

Management Response: The Department agrees with this recommendation.

It is important to note that any increase in funding to the local level would require an additional appropriation by the legislature or a reallocation of existing JRI funds.

ACT 463 of the 2023 Legislative Session by Representative Villio reduced the allowable goodtime and parole eligibility rates for persons serving a sentence for 4th or subsequent nonviolent conviction as recent data has shown that 4th or subsequent non-violent convictions account for approximately 70% of DPS&C's annual prison intakes. In conjunction with this legislative change, the Department secured a legislative appropriation to fund the creation of a specialized enhanced program model (STEP) to target this population during the additional incarceration time resulting from the legislative change. To date, the Department has implemented STEP program (300 bed capacity) in two local jails (Franklin and Beauregard) with the third program set to roll out at Bossier parish in March of 2023.

Recommendation 2: DOC should ensure that statutes are accurately entered into CAJUN, particularly for violent offenses. If DOC identifies issues with court paperwork, it should communicate with courts to prevent future errors.

Management Response:

The Department currently has multiple processes in place to ensure statutory revisions and individual sentencing information are accurately entered into CAJUN.

- Following each legislative session, CAJUN is updated to reflect relevant statutory changes. R.S.14:95.1(D) added a provision to the La. R.S. 14:95.1 "Felon in Possession of a Firearm", making the offense a crime of violence in certain fact specific circumstances. To classify a conviction for La.14:95.1, the Court must specify in the Uniform Commitment Order (UCO) that the sentence is imposed pursuant to La. R.S. 14:95.1(D).
- In 2021, the Department established a Pre-Class Compliance/Auditing Section. In addition to regular Pre-class file review procedures, all new inmate intake records are audited by a compliance specialist, within 30 days of completion, to ensure accuracy of personal data, sentencing information, and time computation etc.
- To further enhance accuracy, in 2021, Department contracted with *MY Case* to develop an automated time computation platform, a functionality that will fully integrate into the CIPRS offender management system. This automated platform will generate sentence calculations utilizing custom algorithms developed from and in accordance with Louisiana's complex time calculation requirements dependent upon a number of variables such as the nature of the offense (violent, nonviolent, or sex), the applicable goodtime earning rate, the sentence length, offender class etc. This platform will automatically update the sentence calculation on a rolling basis with the input of new time computation related information such as jail credits, CTRP credits, goodtime loss/restoration, new convictions, revocations, etc. After each legislative session, the system algorithms will be updated to incorporate statutory changes. The Department is currently the final testing phase for the implementation of the *MY Case* automated time computation functionality.

Recommendation 3: DOC should continue expanding its recidivism calculations to regularly compare returns based on an inmate's most serious felony offense type in their history.

Management Response: The Department agrees with this recommendation and will include this type in the recidivism reporting.

Recommendation 4: DOC should ensure that its data system maintains which Good Time Act was associated with each inmate's release instead of only the most recent release.

Management Response: The Department agrees with this recommendation.

The legacy system in place for inmate records management (CAJUN) has limited capacity to retain inmate's release history beyond basic conviction information (date of offense, sentence length, date of release). The Department is in the final stages of rolling out a new inmate records management system (CIPRS). This system includes the capacity to retain a detailed historical record of an inmate's prior conviction/supervision history (date of offense, sentence lengths, course completions, release dates) including the corresponding good time rates and other statutory provisions associated with each conviction/sentence. This will enhance the ability to evaluate and compare groups release under different laws and/or at different points of time.

Recommendation 5: DOC should develop performance metrics and benchmarks specific for the programs it offers.

Management Response: The Department agrees with this recommendation.

The Department currently tracks recidivism, which it considers a key performance metric in determining the overall effectiveness of programming and post release reentry support. The Department has also included general objectives, strategies, and general performance indicators for the continued implementation of JRI as it relates to reentry programming and reinvestment of savings in the DPS&C -5 Year Strategic plan for FY 2023-2024 to 2027-2028.

It is important to note that the Department has collected and reported performance data and savings calculations, on an annual basis, in accordance with the requirements established by the legislature in Act 261 of the 2017 Legislative Session. Specifically, Act 261 requires the Department to collect, track, and analyze data in numerous categories (prison population, prison admissions, sentence lengths, parole releases, community supervision, habitual offender sentencing, administrative sanctions, revocations, CTRP completions, etc.) and to provide a comprehensive report to the public and the legislature on an annual basis. Additionally, the Department is required to provide calculation/summary of the savings realized to the Commissioner of Administration and the Joint Legislative Committee on the Budget on annual fiscal year basis. Since 2018, The Department has created and published the above reports, on an annual basis, as required by the legislature.

The four overarching goals of the JRI are:

- (1) Focus prison space on people who post a threat to public safety;
- (2) Strengthen community supervision;
- (3) Clear away barriers to successful transition to the community; and
- (4) Reinvest a portion of the savings into services to reduce recidivism and support victims of crime)

Louisiana's progress towards meeting goals 1, 2, and 4 can be measured utilizing (DPS&C) data. As shown in the Department's 2023 Justice Reinvestment Annual Report, Louisiana has both achieved and sustained decreases from the 2016 baseline in categories such as the total prison population; the percentage of the prison population made up of non-violent convictions, sentence lengths for nonviolent property and drug offenses, the use of the Habitual Offender enhancement, and the average Probation and Parole officer caseload. Furthermore, As of the end of FY23 the state had realized a total accumulated savings of approximately **\$153**

million in savings attributed to JRI, which has since been reinvested back into the State General Fund, juvenile justice programs, victim services, community-based programs, and other initiatives designed to reduce recidivism.

Recommendation 6: Once it develops performance metrics, DOC should use the results to determine whether it should shift resources to more effective programs.

Management Response: The Department agrees with this recommendation.

Recommendation 7: DOC should continue to identify ways to maximize the number of inmates receiving programs, in both state and local facilities.

Management Response: The Department agrees with this recommendation.

It is important to note that the percentage of persons served in were calculated in relation to the total prison population but should be calculated in relation to the total population in need of/suitable for programming. For example, those people who enter prison with a high school or college degree or with existing trade skills and that are better suited for work assignments that support facility operations (maintenance, culinary, carpentry etc.) or for programming support roles such as school tutors and mentors. There is also a percentage of people in the prison population requiring specialty services. There are also those who are not suitable for programs given their literacy levels or disabilities and require specialized education services. Lastly, there are those who enter the system with sentence lengths that are less than the time required to complete programming.

Recommendation 8: DOC should continue to determine whether it should expand services available to those on community supervision.

Management Response: The Department agrees with this recommendation.

DOC currently allocates the majority Community Reinvestment funding to the following three areas:

1. Post Release Case Management Services while on Parole Supervision
 - Provided by Community based partner organizations (CIG Grant Program).
2. Short Term Transitional Housing
 - Provided by community based partner housing programs on a per night used basis.
 - Known as the Emergency (Short-Term) Transitional Housing Program (ETH).
3. Transportation to/from employment/medical appointments/supervision etc.
 - Transportation.
 - Provided by the Calcasieu Parish Police Jury, on demand transportation services for essential appointments for those who were referred by the district P&P office.

Recommendation 9: DOC should work with LWC to expand the wage data it can receive in order to analyze outcomes for participants in career and technical education programs.

Management Response: The Department agrees with this recommendation.

The Department has a longstanding working relationship with LWC and welcomes any opportunity to enhance information sharing between departments. In fact, LWC has organized a meeting later this month with LCTCS, Board of Regents, DOE, and DOC to focus on increasing Louisiana's labor force participation rate.

Overall, the work done thus far has established a foundation for continued improvement to the Louisiana Criminal Justice system. Moving forward, DPS&C, in collaboration with Sheriffs, District Attorneys, Judges, and other state agencies and community partners, will continue to monitor progress, analyze outcomes and identify opportunities for additional progress and reform.

Lastly, I would like to express my gratitude to your staff for their professionalism throughout this audit process. Please do not hesitate to contact me if you have any questions or require additional information.

Sincerely

James M. LeBlanc
Secretary



Kenneth A. Loftin, Deputy Secretary

February 8, 2024

Michael J. "Mike" Waguespack

Louisiana Legislative Auditor

P.O. Box 94397

Baton Rouge, LA 70804-9397

Dear Mr. Waguespack:

Please accept this correspondence as our response to the report of the performance audit conducted by your agency of the Office of Juvenile Justice's participation in the Justice Reinvestment Initiative (JRI). Also attached is the checklist for audit recommendations provided by your agency.

In response to Conclusion #9 of the report please see below for each recommendation.

Recommendation #10: OJJ should develop performance metrics and benchmarks for its JRI-funded programs overall, as well as for contractor monthly metrics.

Response: OJJ agrees with the recommendation. OJJ will research potential metrics and benchmarks that may be used to develop performance measures regarding JRI funded programs.

Recommendation #11: Once it has developed metrics and benchmarks, OJJ should track and monitor the performance of its contractors.

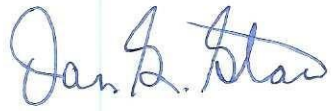
Response: OJJ agrees with the recommendation. Once OJJ has identified and developed performance metrics, we can include them in our contractual agreements with the providers and update our monitoring tools to gauge program effectiveness.

Recommendation 12: OJJ should collect participant-level data from its contractors in spreadsheet form so that it can analyze program outcomes and participants.

Response: OJJ agrees with the recommendation. OJJ will provide a template to our contracted providers for the collection participant-level data in spreadsheet form.

The feedback and recommendations provided by your audit staff are greatly appreciated. We would like to express our thanks to your staff for their professionalism and cooperation with the agency while conducting the audit.

Sincerely,

A handwritten signature in blue ink that reads "Jason Starnes". The signature is fluid and cursive, with the first name "Jason" and last name "Starnes" clearly legible.

Jason Starnes

Undersecretary

C: Kenneth Loftin, Deputy Secretary

Agency: Department of Corrections

Audit Title: Justice Reinvestment Initiative – Challenges and Impact

Audit Report Number: 40230016

Instructions to Audited Agency: Please fill in the information below for each recommendation. A summary of your response for each recommendation will be included in the body of the report. The entire text of your response will be included as an appendix to the audit report.

<p>Conclusion 9: During fiscal years 2020 through 2023, a low percentage of youth participating in OJJ JRI-funded programs subsequently entered either OJJ or DOC custody. However, OJJ has not developed performance measures to determine the outcomes of JRI-funded programs. In addition, OJJ could improve its monitoring of contractors providing JRI-funded services.</p>
<p><i>Recommendation 10:</i> OJJ should develop performance metrics and benchmarks for its JRI-funded programs overall, as well as for contractor monthly metrics.</p>
<p>Does Agency Agree with Recommendation? <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree</p>
<p>Agency Contact Responsible for Recommendation:</p>
<p><i>Name/Title:</i> Karli Pullard – Probation Parole Program Manager - Juvenile</p>
<p><i>Address:</i> 7901 Independence Blvd.</p>
<p><i>City, State, Zip:</i> Baton Rouge, LA 70806</p>
<p><i>Phone Number:</i> 225-287-7900</p>
<p><i>Email:</i> Karli.Pullard@la.gov</p>
<p><i>Recommendation 11:</i> Once it has developed metrics and benchmarks, OJJ should track and monitor the performance of its contractors.</p>
<p>Does Agency Agree with Recommendation? <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree</p>
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<p><i>Email:</i> Karli.Pullard@la.gov</p>
<p><i>Recommendation 12:</i> OJJ should collect participant-level data from its contractors in spreadsheet form so that it can analyze program outcomes and participants.</p>
<p>Does Agency Agree with Recommendation? <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree</p>

Agency Contact Responsible for Recommendation:
<i>Name/Title:</i> Karli Pullard – Probation Parole Program Manager - Juvenile
<i>Address:</i> 7901 Independence Blvd.
<i>City, State, Zip:</i> Baton Rouge, LA 70806
<i>Phone Number:</i> 225-287-7900
<i>Email:</i> Karli.Pullard@la.gov

APPENDIX B: SCOPE AND METHODOLOGY

This report provides the results of our performance audit of the Justice Reinvestment Initiative (JRI). We conducted this performance audit under the provisions of Title 24 of the Louisiana Revised Statutes of 1950, as amended. This audit primarily covered October 1, 2017, through June 30, 2023, while including information from July 1, 2012, through September 30, 2017 in some instances for pre- and post-JRI comparisons. The objectives of this audit were to determine:

- 1. What challenges does Louisiana face in fully implementing JRI reforms?**
- 2. What effect has JRI had on incarceration trends in Louisiana?**
- 3. What performance metrics exist for JRI-related programs, and what are the outcomes?**

We conducted this performance audit in accordance with generally accepted *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

We obtained an understanding of internal control that is significant to the audit objectives and assessed the design and implementation of such internal control to the extent necessary to address our audit objectives. We also obtained an understanding of legal provisions that are significant within the context of the audit objectives, and we assessed the risk that illegal acts, including fraud, and violations of applicable contracts, grant agreements, or other legal provisions could occur. Based on that risk assessment, we designed and performed procedures to provide reasonable assurance of detecting instances of noncompliance significant to those provisions.

To address our objectives, we performed the following audit steps:

- Reviewed Louisiana state laws regarding JRI.
- Obtained and reviewed policies and procedures relevant to JRI from the Department of Corrections (DOC) and the Office of Juvenile Justice (OJJ).
- Interviewed DOC, OJJ, and the Louisiana Commission on Law Enforcement (LCLE) management and staff to understand how they use JRI funds.

- Conducted surveys of criminal justice stakeholders regarding JRI, including the following:
 - District attorneys – We spoke with the District Attorney Association and subsequently electronically sent the survey to all 42 district attorneys. We received 24 (57.1%) responses.
 - Public defenders – We spoke with the Public Defender Board and subsequently electronically sent the survey to all 42 public defenders. We received 26 (61.9%) responses.
 - Sheriffs – We spoke with the Sheriff’s Association and subsequently electronically sent the survey to all 64 parish sheriffs. We received 26 (40.6%) responses.
 - Other stakeholder groups – We electronically sent the survey to six policy advocacy groups and the Attorney General’s Office to obtain input from and received four (57.1%) responses, all from advocacy groups.
- Obtained and analyzed sheriff housing expenditures from LaGov and ISIS/AFS.
- Obtained and reviewed copies of grant and contract agreements for JRI expenditures for DOC and OJJ.
- Conducted site visits of Raymond Laborde Correctional Center (RLCC) and the Lafourche Parish Correctional Complex to observe programs, services, and equipment funded through JRI, including RLCC’s diagnostic reception center, RLCC’s career and technical education and educational programs, the Lafourche reentry center, and the Lafourche day reporting center.
- Obtained data from various agencies to analyze outcomes, including:
 - Corrections and Justice Unified Network (CAJUN) data from DOC for fiscal years 2013 through 2023 to analyze incarceration and community supervision population trends, return to custody rates, participation in programs, etc.
 - Day Reporting Center reentry data and Community Incentive Grant data from DOC for fiscal years 2018 through 2023 to analyze incarceration and community supervision population trends, return to custody rates, participation in programs, etc.
 - Juvenile Electronic Tracking System (JETS) data from OJJ for fiscal years 2020 through 2023 to determine whether participants in JRI-funded OJJ programs entered OJJ custody.

- Alternatives to Detention and Diversion program invoices from OJJ for fiscal years 2020 through 2023 in order to analyze program participation.
- Participant data from OJJ Alternatives to Detention and Diversion program providers from 2020 through 2023 to identify and analyze program participants and outcomes.
- Disposition data from the Louisiana Supreme Court for misdemeanors for fiscal years 2014 through 2023.
- Wage data from the Louisiana Workforce Commission for fiscal years 2013 through 2023 in order to identify former inmates who obtained jobs post-release.
- Provided our results to DOC and OJJ to review for accuracy and reasonableness and incorporated edits throughout the report.
- Our audit objectives did not include all areas funded by JRI. For example, we did not include a review of LCLE's use of funds for victims' services as these were described in our first report. We also did not include all the ways DOC supports community supervision through JRI funds, such as staffing enhancements, hygiene kits, transportation, bus passes, pre-paid cell phones, etc.

APPENDIX C: LISTING OF INITIAL JRI LEGISLATION

2015 Regular Legislative Session

HCR 82 authorized and created the Louisiana Justice Reinvestment Task Force under the jurisdiction of the Louisiana Sentencing Commission and Department of Corrections.

2017 Regular Legislative Session

The following 10 bills are the original JRI package.

Act 280 (SB 139) Improves Louisiana’s system of probation and parole supervision by implementing evidence-based practices, expanding eligibility for alternatives to incarceration and early release, and implementing incentives for those under correctional control to encourage positive behavior.

Act 281 (SB 220) Focuses prison space on serious and violent offenders by changing thresholds and penalties for theft offenses and drug offenses; removing crimes from violent crimes list; lowering sentences for other non-violent offenses; and creating the Louisiana Felony Class System Task Force.

Act 282 (SB 221) Tailors habitual offender penalties to the severity of the offense by lowering the mandatory minimum sentence for second and third offenses, differentiating cleansing periods for violent vs. nonviolent offenses, and allowing judicial discretion to depart from constitutionally excessive sentences.

Act 260 (HB 249) Ensures criminal justice fines and fees do not become a barrier to successful reentry by determining a person’s ability to pay, creating a payment plan that people can comply with, creating incentives for consistent payments, and differentiating inability to pay vs. a choice not to pay.

Act 261 (HB 489) Requires JRI savings to be reinvested into programs and policies that will reduce reoffending and support victims of crime by mandating the collection and reporting of data to track the outcomes of JRI and channeling savings to expand community-based prison alternatives, victims’ services, and targeted investments within the Department of Public Safety and Corrections and parish jails.

Act 258 (HB 116) Streamlines registration for victim notification and ensures that victims can request certain measures for their individual safety as a condition of release.

Act 277 (SB 16) Ensures that most people sentenced to life as juveniles receive an opportunity for parole consideration after serving at least 25 years in prison.

Act 262 (HB 519) Streamlines the process for people with criminal convictions to apply for and receive occupational licenses.

Act 264 (HB 680) Suspends child support payments for people who have been incarcerated for more than six months unless the person has the means to pay or is imprisoned for specific offenses and allows courts to extend child support payments beyond the termination date for the period of time in which payments were suspended.

Act 265 (HB 681) Lifts Louisiana's ban on SNAP benefits (Supplemental Nutrition Assistance Program, also known as food stamps) and TANF benefits (Temporary Assistance for Needy Families, also known as welfare) for drug offenders returning home from prison.

2018 Regular Legislative Session

The following bills modified laws passed as part of the 10 JRI bills of the 2017 Regular Legislative Session.

Act 542 (HB 253) Clarifies that an individual should be sentenced under whichever habitual offender law was in place at the time the criminal act was committed.

Act 136 (HB 576) Extends the effective date of Act 264 of the 2017 Regular Session of the Legislature (suspension of child support) to August 1, 2019.

Act 668 (SB 389) Delays the effective date of Act 260 of the 2017 Regular Session of the Legislature (restructuring of criminal justice fines and fees) until August 1, 2019. Moreover: any outstanding restitution shall be converted to civil money judgment; probation may not be extended solely upon the defendant's inability to pay fines, fees or restitution; probation Compliance Credit awards require Judicial Determination; definition of technical violations modified; fourth or subsequent violations may now result in revocation; deletion of Mandatory Street Credits for time served on probation prior to revocation; and option to extend probation to five years in certain circumstances.

Act 573 (SB 458) Removes 1st degree murder from eligibility for Medical Treatment Furlough. Effective August 1, 2018. (Act 280 of the 2017 Regular Session of the Legislature)

Act 604 (SB 495) Requires 5/5 unanimous vote by the Parole Board for a 1970's second degree murder lifer to receive parole; changes implementation date for Administrative Parole to November 2020. Effective November 1, 2018. (Act 280 of the 2017 Regular Session of the Legislature)

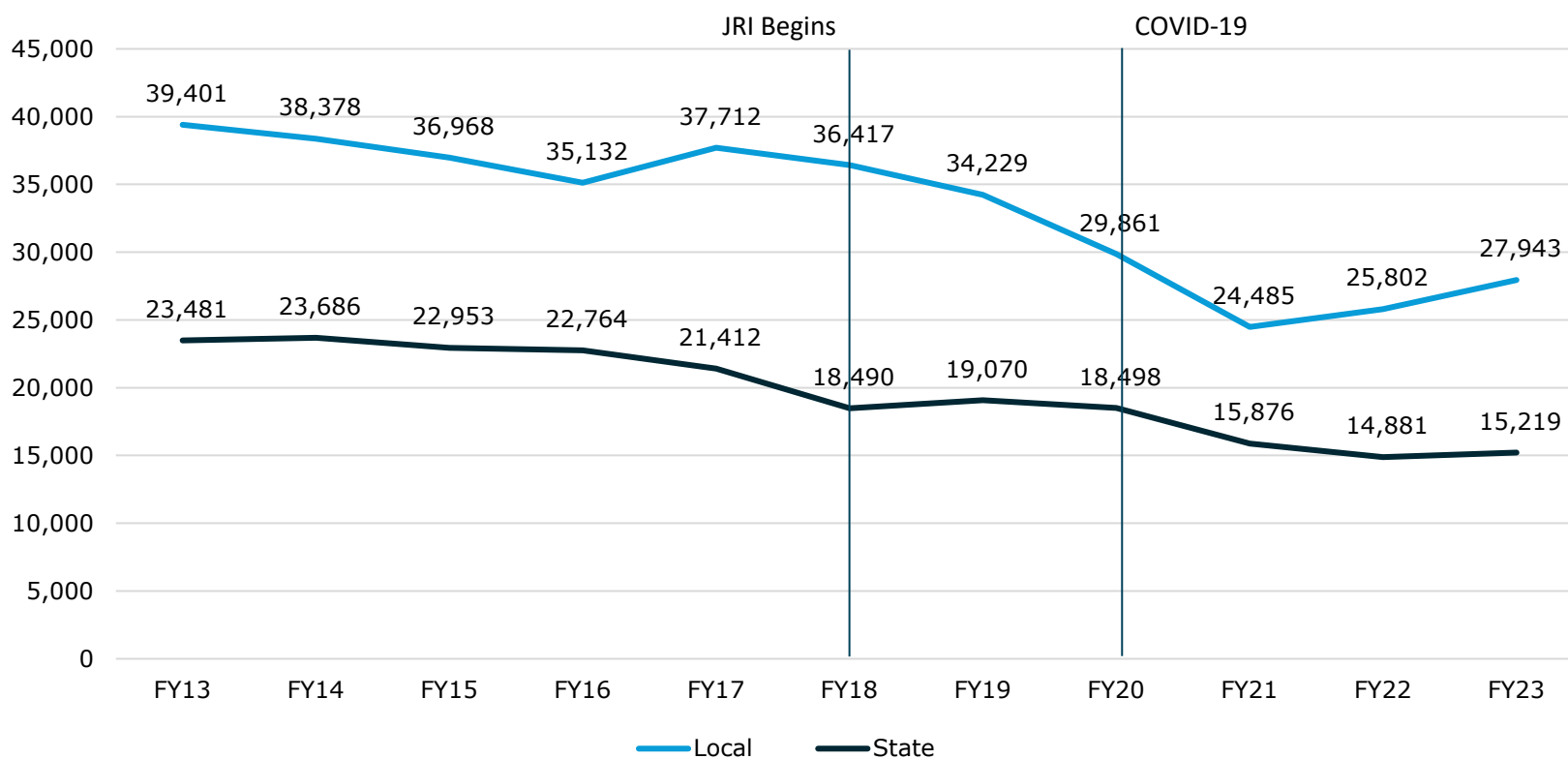
APPENDIX D: JRI STAKEHOLDER SURVEY RESPONSES

This summarizes responses received from surveys we sent to four groups of stakeholders: (1) policy advocacy groups, (2) district attorneys, (3) public defenders, and (4) sheriffs. We received responses from these stakeholders between July 2023 and October 2023.

Stakeholder Type	Survey Answer	From your perspective, what impact have the following components of JRI had on Louisiana:				
		Sentencing reforms, including changes to mandatory minimums and habitual offender laws	Changes to earning early release (“good time”) for good behavior and programs	Enhanced reentry and rehabilitation services funded through JRI, including Reentry Centers in local correctional centers, education and career and technical education services in state facilities, etc.	Increased funding for probation and parole services and staffing levels	Increased funding for pre-trial diversion programs and specialty courts
Policy Advocacy Group (4 respondents)	Positive	100.0%	100.0%	100.0%	50.0%	100.0%
	No Impact/Unsure				50.0%	
	Negative					
District Attorneys (24 respondents)	Positive	4.2%	4.2%	4.2%	12.5%	29.2%
	No Impact/Unsure	4.2%	12.5%	58.3%	50.0%	37.5%
	Negative	91.7%	83.3%	37.5%	37.5%	33.3%
Public Defenders (26 respondents)	Positive	76.9%	73.1%	46.2%	46.2%	57.7%
	No Impact/Unsure	15.4%	23.1%	53.8%	50.0%	42.3%
	Negative	7.7%	3.8%		3.8%	
Sheriffs (26 respondents)	Positive	26.9%	30.8%	46.2%	46.2%	34.6%
	No Impact/Unsure	23.1%	15.4%	46.2%	42.3%	42.3%
	Negative	50.0%	53.8%	7.7%	11.5%	23.1%

Source: Prepared by legislative auditor’s staff based on stakeholder survey responses.

APPENDIX E: NUMBER OF STATE INMATES IN STATE AND LOCAL FACILITIES AT ANY POINT DURING FISCAL YEARS 2013 THROUGH 2023



Source: Prepared by legislative auditor's staff using information from DOC.

APPENDIX F: NUMBER OF INMATES RECEIVING PROGRAMS IN STATE FACILITIES, FISCAL YEAR 2023

Facility **	Total Population at Any Point in FY23*	Had Any Class		Had Education		Had Career and Technical Education		Had Personal Development		Had Pre-Release		Had Substance Abuse or Sex Offender Treatment	
		Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
ALLEN CORRECTIONAL CENTER	1,451	578	39.8%	248	17.1%	188	13.0%	289	19.9%	74	5.1%	23	1.6%
DAVID WADE CORRECTIONAL CENTER	1,598	397	24.8%	122	7.6%	51	3.2%	240	15.0%	95	5.9%	1	0.1%
DIXON CORRECTIONAL INSTITUTION	2,324	1,125	48.4%	377	16.2%	231	9.9%	673	29.0%	174	7.5%	104	4.5%
ELAYN HUNT CORRECTIONAL CENTER	2,146	753	35.1%	307	14.3%	301	14.0%	340	15.8%	185	8.6%	33	1.5%
LA CORRECTIONAL INSTITUTE FOR WOMEN	554	472	85.2%	228	41.2%	277	50.0%	277	50.0%	109	19.7%	39	7.0%
LA STATE PENITENTIARY	4,658	1,468	31.5%	491	10.5%	439	9.4%	750	16.1%	143	3.1%	151	3.2%
RAYBURN CORRECTIONAL CENTER	1,687	807	47.8%	210	12.4%	343	20.3%	375	22.2%	224	13.3%	32	1.9%
RAYMOND LABORDE CORRECTIONAL CENTER	2,028	900	44.4%	279	13.8%	246	12.1%	583	28.7%	245	12.1%	10	0.5%

* Note that not all inmates need further adult or post-secondary education, some are unable to participate (mental illness, medical, or disciplinary barriers), some may be in a transitional work program, or some may refuse programs.

** All programs in state correctional facilities, not only those funded with JRI dollars.

Source: Prepared by legislative auditor's staff using CAJUN data.

APPENDIX G: NUMBER OF INMATES RECEIVING PROGRAMS IN LOCAL FACILITIES, FISCAL YEAR 2023

Facility**	Total Population at Any Point in FY23*	Had Any Class		Had Education		Had Career and Technical Education		Had Personal Development		Had Pre-Release		Had Substance Abuse or Sex Offender Treatment	
ACADIA PARISH CRIM JUSTICE CTR	196												
ALLEN PARISH PUBLIC SAFETY CMLX	139												
AMITE CJ	2												
ASCENSION PJ	339	54	15.9%					54	15.9%				
ASSUMPTION PARISH DC	184	28	15.2%					28	15.2%				
AVOYELLES MARKSVILLE DC 1	494	170	34.4%	19	3.8%			156	31.6%				
AVOYELLES WOMENS CC (DC 3)	163	60	36.8%					60	36.8%				
BAYOU CORRECTIONAL CENTER - MAD	617	46	7.5%					46	7.5%				
BEAUREGARD PJ	272												
BIENVILLE PJ	67												
BOGALUSA CJ	6												
BOSSIER MAX SECURITY FACILITY	568												
BOSSIER MEDIUM SECURITY FACILITY	1,559	661	42.4%	128	8.2%	1	0.1%	322	20.7%			587	37.7%
CADDO CORRECTIONAL CENTER	1,773	504	28.4%			63	3.6%	9	0.5%	482	27.2%		
CALCASIEU CORR CTR AND SHER PRIS	696	1	0.1%					1	0.1%				
CALDWELL CORR CTR.	1,204	579	48.1%	60	5.0%	28	2.3%	554	46.0%				

Facility**	Total Population at Any Point in FY23*	Had Any Class		Had Education		Had Career and Technical Education		Had Personal Development		Had Pre-Release		Had Substance Abuse or Sex Offender Treatment	
CAMERON PJ	28												
CATAHOULA CORR. CENTER AND TWP	1,720	373	21.7%			26	1.5%	368	21.4%				
CATAHOULA PJ	85												
CLAIBORNE DET CTR AND TWP	862	417	48.4%	56	6.5%	9	1.0%	381	44.2%				
CONCORDIA PARISH CORR FACILTIY	1,329	760	57.2%	1	0.1%	19	1.4%	713	53.6%			138	10.4%
CONCORDIA PARISH JAIL	203												
DEQUINCY PD	28												
DESOTO PARISH DET CTR	208												
E BATON ROUGE PARISH TWP	852	284	33.3%	2	0.2%			282	33.1%				
E BATON ROUGE PP	1,533	257	16.8%	6	0.4%	23	1.5%	13	0.8%	249	16.2%		
E FELICIANA PP	392	127	32.4%	32	8.2%	21	5.4%	102	26.0%				
EVANGELINE PJ	171												
FRANKLIN PARISH DET CTR AND TWP	1,427	736	51.6%	45	3.2%	109	7.6%	508	35.6%	239	16.7%	125	8.8%
GRANT PARISH DET CTR	233	99	42.5%			59	25.3%	82	35.2%				
IBERIA PJ	340	108	31.8%			8	2.4%	108	31.8%				
IBERVILLE PJ	95	6	6.3%	6	6.3%								
JACKSON PJ	35												
JEFF DAVIS REG CONSOLIDATION JAIL	110												
JEFFERSON PARISH CORRECTION CTR	1,232												
KINDER PD	2												
LA TRANSITION CTR FOR WOMEN MAD	1,209	508	42.0%	84	6.9%	51	4.2%	237	19.6%	307	25.4%		
LAFAYETTE PARISH CORRECTIONAL CTR	1,002	437	43.6%	88	8.8%	19	1.9%	384	38.3%	238	23.8%	298	29.7%
LAFOURCHE CONTRACT TWP	171	21	12.3%	2	1.2%			11	6.4%	13	7.6%		

Facility**	Total Population at Any Point in FY23*	Had Any Class		Had Education		Had Career and Technical Education		Had Personal Development		Had Pre-Release		Had Substance Abuse or Sex Offender Treatment	
LAFOURCHE PARISH CORR CMLX	711	328	46.1%	81	11.4%	57	8.0%	272	38.3%	185	26.0%		
LASALLE CORRECTIONAL CTR	175												
LASALLE PJ	67												
LINCOLN PARISH DET CTR AND TWP	285	137	48.1%					137	48.1%				
LIVINGSTON PARISH DET CTR	984	208	21.1%	132	13.4%	11	1.1%	98	10.0%				
LIVINGSTON PARISH LOCK 5 TWP	139	50	36.0%					50	36.0%				
MADISON PARISH SOUTHERN CC	1,600	207	12.9%	1	0.1%			150	9.4%			65	4.1%
MADISON PJ	32												
MAMOU PD	27												
MOREHOUSE PARISH DET CTR AND TWP	455	196	43.1%	25	5.5%	36	7.9%	161	35.4%				
MOREHOUSE PJ	286												
NATCHITOCHE DETENTION CENTER	231	14	6.1%	14	6.1%								
ORLEANS JUSTICE CENTER	734												
OUACHITA CORRECTIONAL CENTER	1,104	561	50.8%	151	13.7%	121	11.0%	379	34.3%	114	10.3%		
PATTERSON CJ	12												
PLAQUEMINES PARISH DC AND TWP	666	336	50.5%	104	15.6%	26	3.9%	122	18.3%	200	30.0%		
POINTE COUPEE PARISH DET CTR	80												
RAPIDES PARISH DETENTION CENTER	1,329	542	40.8%			104	7.8%	361	27.2%	333	25.1%		
RAYNE CJ	24												
RED RIVER PJ	66												
RICHLAND PARISH DC AND TWP MALE	1,437	442	30.8%	8	0.6%	19	1.3%	396	27.6%			69	4.8%

Facility**	Total Population at Any Point in FY23*	Had Any Class		Had Education		Had Career and Technical Education		Had Personal Development		Had Pre-Release		Had Substance Abuse or Sex Offender Treatment	
		Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
RIVERBEND DETENTION CENTER	2,102	160	7.6%	3	0.1%	25	1.2%	139	6.6%				
SABINE PARISH DET CTR	171	19	11.1%					19	11.1%				
SABINE PARISH WOMENS FACILITY	41												
SLIDELL CJ	9	2	22.2%					2	22.2%				
SOUTHWEST CORRECTIONAL	1,775	394	22.2%	32	1.8%	35	2.0%	249	14.0%	185	10.4%	1	0.1%
ST. BERNARD PP AND ANNEX	146												
ST. CHARLES NELSON COLEMAN DC	282												
ST. HELENA PJ	54	1	1.9%					1	1.9%				
ST. JAMES PARISH DET CTR	66												
ST. JOHN-BAPTIST S WALKER CC	142	43	30.3%					43	30.3%	13	9.2%		
ST. LANDRY PARISH CORR CTR	313	15	4.8%	15	4.8%								
ST. MARTIN CORR CENTER 1	173	21	12.1%	21	12.1%								
ST. MARY LAW ENFORCEMENT CTR	293												
ST. TAMMANY PJ	1,279	434	33.9%	67	5.2%	10	0.8%	150	11.7%	337	26.3%		
STATE POLICE BARRACKS	146	16	11.0%	3	2.1%					14	9.6%		
SULPHUR CJ	2												
TANGIPAHOA PJ AND TWP	702	70	10.0%					70	10.0%				
TENSAS PARISH DET CTR AND TWP	950	413	43.5%			27	2.8%	402	42.3%				
TERREBONNE PARISH CRIM JUST CMLX	738	186	25.2%	51	6.9%	5	0.7%	159	21.5%				
UNION PARISH DET CTR AND TWP	603	312	51.7%	2	0.3%			311	51.6%				

Facility**	Total Population at Any Point in FY23*	Had Any Class		Had Education		Had Career and Technical Education		Had Personal Development		Had Pre-Release		Had Substance Abuse or Sex Offender Treatment	
VERMILION PARISH LAW ENF CTR	178												
VERNON PJ	163												
VILLE PLATTE PD	18												
W BATON ROUGE DET CTR	668	229	34.3%	122	18.3%	14	2.1%	161	24.1%				
W BATON ROUGE TWP	652	151	23.2%	5	0.8%			124	19.0%	63	9.7%		
W FELICIANA PARISH DET CTR	217	17	7.8%					17	7.8%				
W FELICIANA TWP	416	57	13.7%			54	13.0%	7	1.7%				
WASHINGTON PJ	254												
WEBSTER - BAYOU DORCHEAT CC	1,102	439	39.8%	93	8.4%	36	3.3%	124	11.3%			376	34.1%
WELSH CJ	2												
WEST CARROLL PJ	63												
WINN CORRECTIONAL CENTER	20												
WINN PARISH DET CTR	142												

* Note that not all inmates need further adult or post-secondary education, some are unable to participate (mental illness, medical, or disciplinary barriers), some may be in a transitional work program, or some may refuse programs.
 ** All programs in local correctional facilities, not only those funded with JRI dollars.
Source: Prepared by legislative auditor’s staff using CAJUN data.

APPENDIX H: OFFENSES FOR THOSE ENTERING OJJ AND/OR DOC CUSTODY AFTER RECEIVING JRI PROGRAMS

Most Serious Offense in OJJ JETS Database	Number of Youth	Percent
SIMPLE BURGLARY	18	13.1%
ARMED ROBBERY	9	6.6%
UNGOVERNABLE	7	5.1%
RESISTING AN OFFICER	7	5.1%
ILL POSS OF A HANDGUN BY JUV	7	5.1%
UN USE OF MOTOR VEH	6	4.4%
AGG FLIGHT FROM OFFICER	5	3.6%
AGG BATTERY	5	3.6%
POSS-MANU-DIST-DRUGS	5	3.6%
ILL POSS OF STOLEN FIREARM	4	2.9%
14:56B(1) y17	4	2.9%
SIMPLE ASSAULT	3	2.2%
ROBBERY - 1ST DEGREE	3	2.2%
AGG BATTERY 2ND DEGREE	3	2.2%
DOMESTIC ABUSE BATTERY	3	2.2%
SEXUAL BATTERY	3	2.2%
AGG ASSAULT WITH FIREARM	3	2.2%
SIMPLE ROBBERY	3	2.2%
TRUANCY / VIOLATION OF SCHOOL RULES	3	2.2%
SIM BURG-INHAB DWELL	2	1.5%
SIMPLE BATTERY	2	1.5%
SMP CRIM DAM PROP <500	2	1.5%
INDECENT BEHAVIOR/JUV	2	1.5%
AGG ASSAULT	2	1.5%
CARJACKING	2	1.5%
THEFT OF FIREARM	2	1.5%
COMUNICAT FALSE INFO/ARSO	1	0.7%
SIMPLE CRIMINAL DAMAGE PROPERTY less than \$1000	1	0.7%
FIRST DEGREE RAPE	1	0.7%
BATTERY-SCH TEACHER	1	0.7%
THEFT < \$1,000	1	0.7%
POSS CDS ON SCHOOL GRNDS	1	0.7%
BATTERY 2ND DEGREE	1	0.7%
BATTERY-POLICE OFF	1	0.7%
AGG CRIM DAMAGE-PROP	1	0.7%
ILLEGAL CARRY WEAPON	1	0.7%
TERRORIZING	1	0.7%
ILLEGAL POSSESSION OF STOLEN THINGS \$5000 - \$24,999	1	0.7%
IDENTITY THEFT TO OBTAIN CRED	1	0.7%
THEFT \$1,000 < \$5,000	1	0.7%
BATTERY ON CORR EMPLOYEE	1	0.7%
THEFT OF A MOTOR VEHICLE	1	0.7%
POS GUN W/O ID #	1	0.7%
POSS OF SYNTHETIC CANNABINOID	1	0.7%
PORNOGRAPHY INVOLVING JUV	1	0.7%
INTERFERE W SCHOOL OPERAT	1	0.7%

Most Serious Offense in OJJ JETS Database	Number of Youth	Percent
MURDER - 1ST DEGREE	1	0.7%
MURDER - 2ND DEGREE	1	0.7%
Total Entering OJJ Custody	137	100.0%
Source: Prepared by legislative auditor's staff using information from OJJ and OJJ JRI providers.		

Offense in DOC CAJUN Database	Number of Youth*	Percent
AGG ASSLT WITH FIREARM	7	13.2%
SCHEDULE I	7	13.2%
SIMPLE BURGLARY	7	13.2%
ILL-USE WEAPON OR DANG-INSTR	4	7.5%
SCHEDULE II	3	5.7%
AGGRAVATED BATTERY	2	3.8%
SIMPLE ROBBERY	2	3.8%
AGG FLIGHT FR OFFICER	1	1.9%
AGG SEC DEG BATTERY	1	1.9%
AGG-CRMNL DMG PROPERTY	1	1.9%
AGGRAVATED BURGLARY	1	1.9%
ARMED ROBBERY	1	1.9%
ASSLT BY DRIVE BY SHOOTING	1	1.9%
HOME INVASION	1	1.9%
ILL CAR WPN CVCDS	1	1.9%
ILL-POSS OF STOLEN FIREARM	1	1.9%
ILL-POSS STOLEN THINGS	1	1.9%
ILL-POSS STOLEN THINGS \$500 OR MORE	1	1.9%
MANSLAUGHTER	1	1.9%
P-FIREARM-CCW-CNV CRT FLN	1	1.9%
RESISTING POLICE FORCE OR VIOLENCE	1	1.9%
SECOND DEGREE ROBBERY	1	1.9%
S-ESCAPE AGG-ESCAPE	1	1.9%
SMPL-BURGLARY-INHAB DWELL	1	1.9%
THEFT	1	1.9%
THEFT OF A MOTOR VEHICLE	1	1.9%
THEFT OF FIREARM	1	1.9%
UNAUTH USE OF MOTOR VEHICLE	1	1.9%
Total Offenses in DOC Custody	53	100.0%
*The 45 youth entering DOC custody had 53 offenses in CAJUN as some convictions include multiple offenses. Source: Prepared by legislative auditor's staff using CAJUN data and information from OJJ.		