

OVERSIGHT AND BENEFITS OF THE
TRANSITIONAL WORK PROGRAM

DEPARTMENT OF PUBLIC SAFETY
AND CORRECTIONS –
CORRECTIONS SERVICES



PERFORMANCE AUDIT
ISSUED APRIL 13, 2016

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LOUISIANA LEGISLATIVE AUDITOR
DARYL G. PURPERA, CPA, CFE

April 13, 2016

The Honorable John A. Alario, Jr.,
President of the Senate
The Honorable Taylor F. Barras,
Speaker of the House of Representatives

Dear Senator Alario and Representative Barras:

This report provides the results of our performance audit on the Department of Public Safety and Corrections – Corrections Services’ (Corrections) oversight of the Transitional Work Program and the benefits the program provides to the state, offenders, providers, and businesses. The report contains our findings, conclusions, and recommendations. Appendix A contains Corrections’ response to this report. I hope this report will benefit you in your legislative decision-making process.

We would like to express our appreciation to the management and staff of Corrections for their assistance during this audit.

Sincerely,

A handwritten signature in blue ink that reads "Daryl G. Purpera".

Daryl G. Purpera, CPA, CFE
Legislative Auditor

DGP/aa

TWP FY2015

Louisiana Legislative Auditor

Daryl G. Purpera, CPA, CFE



Transitional Work Program Department of Public Safety and Corrections – Corrections Services

April 2016

Audit Control # 40140066

Introduction

This report provides the results of our performance audit of the Transitional Work Program (TWP) administered by the Department of Public Safety and Corrections - Corrections Services (Corrections). The purpose of the audit was to evaluate Corrections' oversight of the TWP and to identify the benefits of the program. State law¹ authorizes DOC to establish and administer the TWP, which is designed to provide offenders with employment while incarcerated.

The **mission** of the Transitional Work Program, commonly called "work release," is to help offenders transition back into the workforce and prevent them from re-entering into the prison system.

During fiscal year 2015, approximately 8,700² offenders participated in TWP. Offenders are eligible for participation in TWP three to four years prior to their release date.³ Offenders convicted of specific sex offenses, violent crimes, and certain habitual offenders are not eligible for participation in the program. In addition to the eligibility requirements, offenders must be determined to be a suitable candidate by Corrections management.

Corrections received \$19.8 million from the state general fund for the TWP in fiscal year 2015. TWP facilities are administered by either local sheriffs or private companies (providers) and monitored by Corrections. As of June 29, 2015, there were 27 providers operating 38 facilities throughout Louisiana. Twenty-four of these 38 facilities were operated by local sheriffs, and the remaining 14 facilities were operated by five private operators. Exhibit 1 on the following page shows the facilities' locations.

¹ Louisiana Revised Statute (La. R.S.) 15:1111.

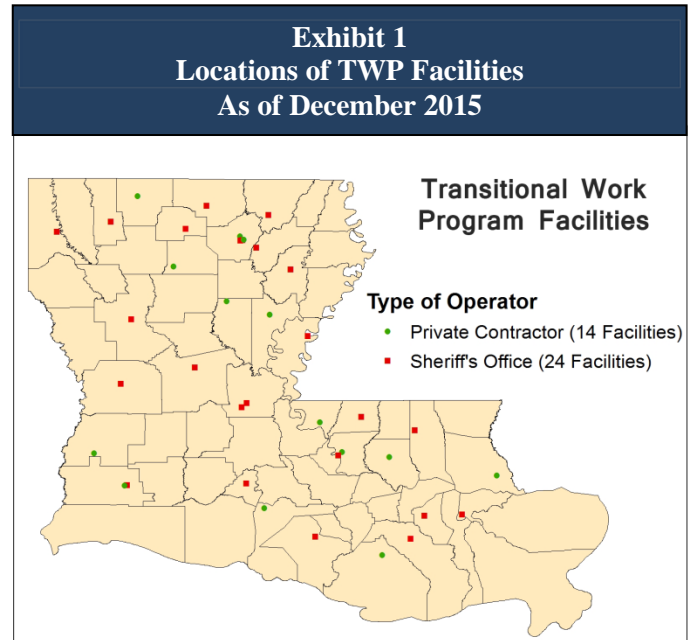
² This number is based on the total number of offenders each facility reported as participating in TWP in their monthly activity reports during fiscal year 2015.

³ If an offender was convicted of aggravated arson, armed robbery, attempted armed robbery, or attempted murder, they do not become eligible for TWP until six months before their release date, except if the offender has served a minimum 15 years in custody, in which case the offender is eligible for TWP during the last 12 months of incarceration.

TWP providers receive a per diem of either \$11.25 or \$15.39⁴ for each TWP offender housed at their facility. For calendar year 2015, Corrections paid local sheriffs \$8.8 million and private providers \$6.7 million to house offenders participating in the TWP program. Appendix C summarizes the number of offenders and other characteristics for each facility.

The objectives of this audit were to:

1. **Evaluate Corrections' oversight of the TWP.**
2. **Identify the benefits the TWP provides for the state, offenders, providers, and businesses.**



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

Overall, we found that Corrections needs to strengthen its oversight of the program in several areas, including supervision of offenders, ensuring providers deduct required court-ordered restitution and other financial obligations from offenders' wages, and program monitoring. Strong oversight of the TWP is critical, as there are public safety risks associated with the offender population and many beneficiaries of the program. Specifically, the state benefits by paying a reduced per diem that results in savings of approximately \$12.1 million per year for offenders that participate in TWP, and recidivism rates of offenders who participate in a TWP are lower than offenders who do not. Offenders benefit by learning work skills, and participating businesses benefit from reduced labor costs. Program providers also receive a benefit, as they receive a per diem from the state, commissary sales which totaled \$4.1 million in calendar year 2015, and 64% of offenders' wages for room and board (\$35.5 million).

⁴ \$11.25 is paid to providers who have a contract with the department that states Corrections will fill the provider's available beds first with TWP offenders. The other providers are paid a per diem of \$15.39 because they do not have a contract with Corrections that guarantees the department will place offenders with their program first.

Objective: Evaluate Corrections’ oversight of the Transitional Work Program.

Overall, we found that Corrections needs to strengthen its oversight of the Transitional Work Program (TWP) in the areas discussed below. We also provided recommendations in each area to assist Corrections in improving its oversight of the program.

Nearly half of the TWP slots are not filled. If TWP facilities operated at capacity, the state could save an additional \$7 million a year.

As of June 2015, there were a total of 5,278 approved TWP slots for the 38 TWP facilities. However, 2,015 (38%) of the approved slots were not filled. Although this can be due to offenders choosing not to participate, seasonal employment, or facilities using the beds to house non-TWP offenders, it is also because until recently Corrections did not have a consistent or systematic process for screening state offenders housed in local jails to identify those eligible for TWP. According to our analysis of Corrections data, 63% of the potentially eligible offenders are located in local jails.

Exhibit 2
Examples of Offenders Not Eligible for TWP

- Sex offenders as defined in La. R.S. 15:541
- Habitually violent offenders
- Offenders who have significant medical issues that require more than routine medical care
- Offenders who escaped or attempted escape in the last seven years
- Offenders whose records show consistent signs of bad work habits or lack of cooperation
- Offenders with pending felony charges or detainers that may result in future confinement
- Offenders who have refused to participate in reentry and/or pre-release preparation

Source: Prepared by legislative auditor’s staff using Department Regulation No. B-02-001.

To identify potentially eligible offenders at state facilities, a Corrections employee compiles a report of potentially eligible offenders each week with release dates from six months to five years from the current date. This list is sent to the state facility where the offender is housed, and the state facility evaluates the physical, mental, and behavior history of the offender to determine if the offender is suitable for placement into the TWP. If the offender is determined eligible, Corrections staff will either interview the offender via teleconference or visit the facility for a face-to-face interview to determine whether the offender can participate in TWP. Offenders can choose not to participate in a TWP.

In contrast, until recently, Corrections relied on local jails to identify potential offenders. In local jails, offenders are recommended for TWP placement by the warden or designee and then sent to Corrections to verify that the offender meets eligibility requirements. According to Corrections, this is because the warden knows the offenders better than Corrections staff and can make recommendations based on behavior,

Of the 30 facilities that responded to our survey questions regarding keeping the TWP spots filled, 20 (67%) stated they had trouble finding offenders to fill beds.

medical needs, and other factors. Corrections staff will review the warden's recommendation to determine whether the offender meets all TWP requirements. However, each warden may interpret certain eligibility criteria differently (see Exhibit 2 for eligibility requirements), which may result in a lack of uniformity in the TWP recommendation process at the local jail level. Further, according to Corrections management, wardens may be hesitant to allow certain offenders to participate in the TWP if they possess a skill that is valuable to the warden within the walls of the jail. For example, a warden might not recommend a skilled welder for TWP if he needs a welder at his own facility.

According to Corrections, starting in fiscal year 2015, it began to proactively identify offenders housed in local jails who are potentially eligible to participate in TWP. Since then, Corrections has reviewed potential offenders in 67 (55%) of 121 local jails that housed at least 10 Corrections offenders during fiscal year 2015. Proactively identifying eligible offenders may increase local jail participation since we found that only 42% of offenders currently participating in TWP came from a local jail during fiscal year 2015. In addition, 32 of the 121 local jails in our review did not send any offenders to participate in TWP during fiscal year 2015.

Increasing participation would also reduce overall costs. Corrections saves taxpayers money by placing eligible offenders in a TWP because the daily per diem for a non-TWP offender is \$24.39 versus \$11.25 or \$15.39 for a TWP offender. Using CAJUN, Corrections' offender tracking and billing data system, we identified at least 6,027⁵ offenders potentially eligible to participate in TWP as of May 2015, with 3,805 or 63% housed in local jails. Using these figures, if Corrections were to operate TWP at full capacity, the state would save an additional \$19,200 per day and more than \$7 million annually. This is in addition to the savings Corrections is already receiving from its current utilization of the program as discussed in the second objective of this report on page 18.

Recommendation 1: Corrections management should continue to proactively identify offenders housed in local jails who are potentially eligible to participate in TWP.

Summary of Management's Response: Corrections neither agreed nor disagreed with this recommendation. According to Corrections, while it agrees with the need to maximize the number of offenders in TWP, it stated that the methodology used by the audit team to identify program vacancies is flawed. While Corrections does allow for the program to have approved slots, this does not always equate to vacant beds that can be occupied by TWP offenders. Corrections stated that it has changed the manner in which TWP vacancies are reflected in its monthly reports to more clearly show where true vacancies exist. However, Corrections stated it will continue to work with the local facilities to provide for a more comprehensive screening process for offenders. See Appendix A for Corrections' complete response.

LLA Additional Comment: Our methodology for calculating vacant slots used numbers reported in an internal report that Corrections compiles using information from

⁵ This includes 1,831 offenders housed in state facilities, 3,805 offenders housed in local jails, and 391 classified as "other." To determine this number, we eliminated all factors that would make an offender ineligible for participation in TWP and excluded those offenders who were scheduled to be released within six months.

TWP providers. As acknowledged in the report, the number of TWP slots that are not filled can be due to offenders choosing not to participate, seasonal employment, or facilities using beds to house non-TWP offenders. However, it is also because until recently Corrections did not have a consistent or systematic process for screening state offenders housed in local jails to identify those eligible for TWP.

Corrections does not ensure that providers notify it prior to transferring offenders to a different TWP facility or back to a local jail. As a result, Corrections does not know where all TWP offenders are located on a daily basis.

When an offender participating in TWP is either transferred to another TWP or back into regular incarceration, the TWP facility is required by Corrections' *Standard Operating Procedures* to notify it via fax or email *prior* to the transfer occurring so Corrections can update the CAJUN system. However, Corrections management does not enforce this policy. As a result, Corrections does not know where offenders are located on a daily basis if they are transferred to another location within the month. Not only does this represent a safety risk, it could also potentially cause the state to overpay providers.

According to Corrections management, offenders transfer all of the time. We reviewed the transfer records of 100 offenders between July 1, 2014, and May 12, 2015, and found that these offenders were transferred to another facility at least 475 times during this period. Because of the high number of transfers, Corrections should ensure that local facilities notify the department of all transfers. If a TWP facility does not notify Corrections of a transfer, the only way Corrections knows when offenders transfer locations is when the facilities submit their monthly invoice, which is generated from CAJUN, to Corrections for the per diem. Monthly invoices for the prior month are due on the fifteenth day of the month. The facility makes any necessary changes (i.e. removal or deletion of offenders from the roster or corrections to the number of days an offender stayed in a facility) to an offender's location on these invoices and submits these adjustments to Corrections. At this point, Corrections updates CAJUN if the facility did not notify Corrections in advance.

To determine how often providers were not notifying Corrections, we reviewed monthly invoices for 29 TWP providers and found several examples where the facility had to make changes to an offender's location on the invoice generated by CAJUN. These changes had to be made because the facility had not notified Corrections before the transfer. For example, one facility that housed 112 offenders had to make manual changes on its invoice for three offenders. As shown in Exhibit 3, the facility manually edited the invoice to show when these offenders were transferred. As the exhibit also shows, the facility notified Corrections 15 days after an offender was transferred to another location. The same facility notified Corrections of a transfer that occurred in September 2013, which was 10 months prior to the billing month.

Our review of invoices also found one provider that had six TWP offenders transfer out of its facility during one month and another provider that had 17 transfers. These transfers were also not reported to Corrections prior to the offender being transferred and therefore not updated in CAJUN when the transfers occurred. As a result, Corrections did not know the location of these six offenders for 10 to 25 days, depending on when the facility notified it.

By not enforcing procedures related to offender transfers, Corrections cannot ensure that offenders are where they are supposed to be on a daily basis. Therefore, Corrections should use monthly invoices to identify those providers with frequent manual updates to their invoice to help determine compliance with its transfer notification requirement.

In addition to the risk of increased liability to the state, there is also the risk that providers may be paid for offenders who have transferred from their facility. For example, we reviewed activity reports submitted by providers to Corrections each month. These reports list all offenders, by location. We found that, during fiscal year 2015, offenders were listed at multiple provider locations during the same time period. For example, we found one offender listed as being housed at both West Feliciana Parish TWP and East Baton Rouge Parish TWP at the same time during August 2014. Overall, we found 229 offenders participating in TWP were listed in multiple locations during the same time period at some point during the year. Although we did not find any evidence of duplicate payments in our analysis for these 229 offenders, not enforcing procedures that providers notify Corrections when an offender transfers increases the risk that there may be duplicate payments.

Recommendation 2: Corrections should enforce its requirement that TWP facilities notify the department prior to transferring an offender to another location and use monthly invoices to determine whether providers are complying with this requirement.

Summary of Management’s Response: Corrections neither agreed nor disagreed with this recommendation. According to Corrections, moves of offenders are documented by all facilities and updated in their data system daily and Corrections is aware of moves of offenders and can locate any offender in the system when necessary. Additionally, TWPs do notify Corrections of the movement of all offenders in a timely manner and the system is updated accordingly. Corrections stated that the errors found were primarily human errors. However, Corrections stated that it will update its

Exhibit 3
Example of TWP Facility CAJUN Invoice

| START DATE | END DATE | TRANSFERRED LOCATION | DYS. BIL. | RATE | AMOUNT | PHYS. LOC |
|------------|----------|----------------------|----------------|-------|--------|-----------|
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140707 | 20140731 | | 025 | 11.25 | 281.25 | 5507 |
| 20140701 | 20140716 | | 045 | 11.25 | 168.75 | 5507 |
| 20140707 | 20140721 | | 014 | 11.25 | 157.50 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140701 | 20140726 | | 025 | 11.25 | 281.25 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140728 | 20140731 | | 004 | 11.25 | 45.00 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |
| 20140701 | 20140731 | | 031 | 11.25 | 348.75 | 5507 |

Source: Prepared by legislative auditor’s staff using information received from CAJUN, Corrections’ offender tracking and billing data system.

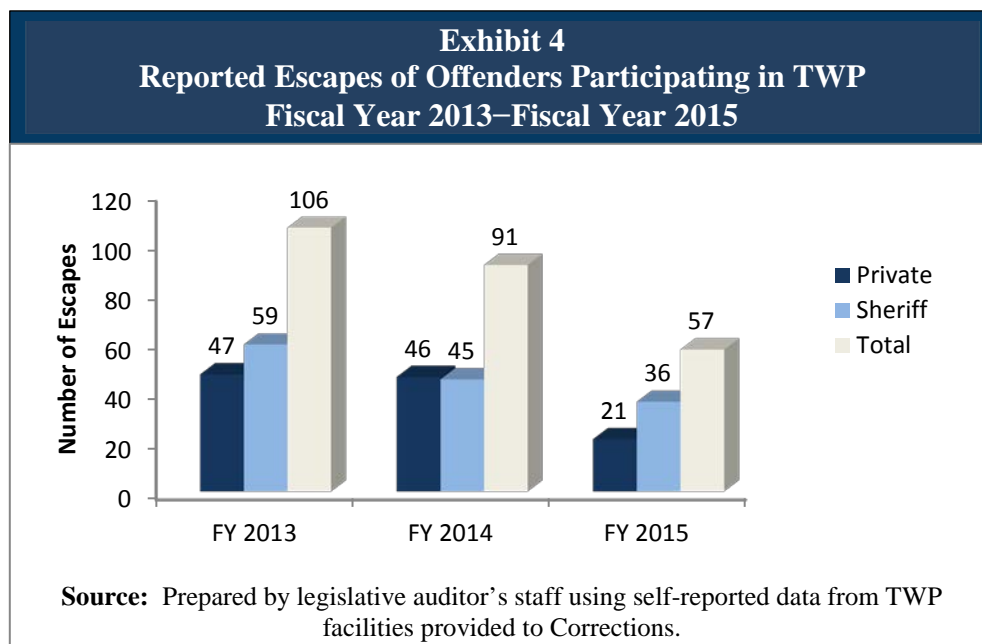
procedures to require that facilities make notification to Corrections’ staff on the next business day of any type of offender movement into or out of a TWP. See Appendix A for Corrections’ complete response.

LLA Additional Comment: We identified multiple instances where the TWP provider did not notify Corrections when a TWP offender was transferred. As a result, Corrections did not know the location of this offender until the monthly invoice was submitted by the TWP provider, as shown in Exhibit 3 of this report.

Corrections needs to develop additional procedures to ensure that offenders participating in TWP are supervised at all times. During fiscal years 2013 through 2015, offenders escaped 254 times.

When an escape is reported, the escape can be from the TWP facility, as the offender is being transported to and from work, or from offenders’ employment location. TWP facilities reported a total of 254 escapes from fiscal years 2013 through 2015. Therefore, it is important that Corrections have sufficient procedures to minimize escapes. Exhibit 4 shows the number of escapes from fiscal year 2013 through fiscal year 2015.

Corrections defines an **escape** as “leaving without authorization from any penal and correctional facility, community rehabilitation center, transitional work program, hospital, clinic, and any and all programs where offenders are legally assigned.”



As shown in Exhibit 4, the number of escapes has decreased since fiscal year 2013. According to Corrections, this is because the department now stresses to both TWP facilities and employers the importance of supervising offenders at all times. To minimize escapes,

Corrections also requires that all employers enter into an agreement that outlines various rules of the program. These rules require that offenders be supervised at all times by a designated employee representative, preferably a supervisor. The rules also require that the supervisor know offenders' whereabouts at all times and report any known violations. Although provider contracts require 24-hour supervision of TWP offenders, they do not specify how offenders will be supervised while at their work site. Therefore, Corrections should develop specific requirements for TWP providers to use to monitor offenders while they are working. This could include random visits and/or phone calls to ensure the offender is there or requiring that the business conduct periodic checks. Although each TWP facility may do these things periodically, there is no set procedure requiring these random visits or how many should be conducted. Exhibit 5 shows the top five facilities with the most escapes.

| Exhibit 5 Five Facilities Reporting the Most Escapes Fiscal Year 2013–Fiscal Year 2015 | |
|---|---------|
| Facility | Escapes |
| West Baton Rouge Parish Transitional Work Program | 22 |
| Northshore Workforce Transitional Work Program | 20 |
| Citizens in Need of Care* | 17 |
| Caddo Transitional Work Program | 16 |
| Orleans Transitional Work Program (Warren McDaniel TWP) (Tied-5th) | 15 |
| Rapides Parish Transitional Work Program (Tied-5th) | 15 |
| *This facility ceased operations in February 2015 and is not included as one of the 38 current TWP facilities. Source: Prepared by legislative auditor's staff using self-reported data from TWP facilities that was provided to Corrections. | |

Another option to further reduce escapes is for TWP providers to implement electronic monitoring of offenders. For example, Calcasieu Correctional Center has implemented electronic monitoring⁶ for its TWP offenders. Electronic monitoring is an ankle bracelet worn by offenders. To implement electronic monitoring for its TWP offenders, Calcasieu increased the amount it deducts from offender wages from 64% to 70%, with special permission from Corrections. During this time period, Calcasieu did not report any escapes. Florida also requires electronic monitoring for offenders in its TWP. In 2012, Florida had 144 escapes before implementing electronic monitoring and in 2015 reported 54 escapes, a 62.5% decrease.

Recommendation 3: Corrections should create more specific procedures for TWP providers to monitor offenders while they are at their place of work. This could include requiring offenders participating in TWP to wear electronic monitoring ankle bracelets while working.

Summary of Management's Response: Corrections neither agreed nor disagreed with this recommendation. According to Corrections, the report noted a significant decrease of escapes over the last few years and this was done with the efforts of TWP

⁶ Obtained approval from Corrections for electronic monitoring in March 2014.

providers and Corrections' staff. Corrections has made it a priority to ensure employers know their responsibilities of offender supervision and has also advised TWP providers they could no longer allow certain employers to employ offenders in the program who have not followed the proper protocols. This reduction has been done without the need for electronic monitoring and has resulted in a decrease in escapes from FY 2012 at 144 to FY 15 at 54 which is a 62.5% decrease over this period of time. However, Corrections will examine its ability to require electronic monitoring for all TWP offenders. The current cost is estimated to be over \$5 million for implementation. See Appendix A for Corrections' complete response.

LLA Additional Comment: Corrections still needs to create more specific procedures to monitor offenders while they are at their place of work as the report recommended.

Corrections does not ensure that providers deduct court-ordered restitution and other offender obligations TWP offenders owe from their wages, as required by law and internal policy. As a result, providers only deducted .05% (\$19,184 out of \$38.8 million) of total restitution and other obligations owed from offenders, including \$5 million dollars owed to victims and \$29 million owed to Corrections during calendar year 2015.

One of the goals of the TWP is to provide offenders with a mechanism to compensate individuals and communities impacted by crime.⁷ Court-ordered restitution and other financial obligations can cover items such as victim restitution (e.g., medical expenses, therapy costs, prescription charges, lost wages, lost or damaged property, etc.), court fees owed to the state, supervision fees owed to Corrections, and any fines. State law (La. R.S. 15:1111) requires that TWP providers deduct payment for offenders' financial obligations. In addition, Corrections' *Standard Operating Procedures* for TWP state that offenders' financial obligations should be deducted. However, during calendar year 2015, we found that providers deducted less than 1%, or only \$19,184 (.05%) out of the \$38.8 million⁸ of total restitution owed from offenders. Exhibit 6 summarizes the amount owed for each restitution category.

Victim restitution in the criminal justice system is defined as "payment by an offender to the victim for the harm caused by the offender's wrongful acts."

⁷ According to the Standard Operating Procedures (SOP) for TWP.

⁸ This amount is the amount TWP offenders owed as of June 2015.

| Exhibit 6 Court-Ordered Restitution and Other Obligations Owed by TWP Offenders as of June 2015 | |
|--|---------------------|
| Name | Amount* |
| Supervision Fees to Corrections | \$29,255,661** |
| Victim Restitution | 5,035,912 |
| Fines | 2,402,592 |
| Processing Fees | 529,771 |
| Technology Fund Fees | 505,512 |
| Court Fund | 305,452 |
| Indigent Defender Fund | 230,304 |
| DA Fees | 212,216 |
| 10% Assessment Fees | 206,047 |
| Drug Abuse Fund | 40,994 |
| Victim Fund | 22,087 |
| Compact Transfer Fees | 20,016 |
| PSI Investigation Fees | 6,685 |
| 12% Assessment | 5,083 |
| Filing Fees | 3,590 |
| Infectious Disease | 1,360 |
| Transportation Fund | 684 |
| Sex Offender ID Card | 390 |
| In Camera | 253 |
| Confiscated Funds | 65 |
| Total | \$38,784,673 |
| <p>*These amounts are for the offenders' past offenses and not the offenses for which they are currently incarcerated.</p> <p>**According to Corrections' management, this amount includes all supervision fees owed by the TWP offenders that were previously on parole. This total is not reduced in Corrections' data system if an offender was re-incarcerated and did not complete parole. Therefore, this total may be inflated.</p> <p>Source: Prepared by legislative auditor's staff using data provided by Corrections.</p> | |

In addition, during calendar year 2015, court-ordered restitution deductions from offenders' paychecks represented only .04% of total offender deductions compared to other deductions including room and board, child support, and commissary items purchased such as candy and tobacco. Exhibit 7 summarizes the total amount deducted for room and board, commissary, weekly cash allowance, family funds, medical, child support, and court-ordered restitution from January to December 2015.

| Exhibit 7 Offender Paycheck Deductions by Type* Calendar Year 2015 | | |
|--|---------------------|-------------|
| Type | Amount | Percentage |
| Room and Board | \$35,523,662 | 79% |
| Commissary (e.g., candy, greeting cards, energy drinks, tobacco, etc.) | 4,138,466 | 9 |
| Cash Allowance | 2,271,457 | 5 |
| Child Support | 726,267 | 2 |
| Family Funds (i.e., money sent to family voluntarily) | 1,843,911 | 4 |
| Medical** | 478,984 | 1 |
| Court-Ordered Restitution and other financial obligations | 19,184 | >1 |
| Total | \$45,001,931 | 100% |
| <p>*This exhibit does not include federal and state taxes, Medicare, or Social Security deducted from offender paychecks. **TWP offenders are responsible for paying co-pays for medical visits and prescription medications. Source: Prepared by legislative auditor's staff using self-reported data from TWP facilities provided to Corrections in their monthly report.</p> | | |

Recommendation 4: Corrections should ensure that providers are deducting restitution and other financial obligations from offender wages as required by law and internal policy.

Summary of Management's Response: Corrections neither agreed nor disagreed with this recommendation. According to Corrections, La. R.S. 15:1111 does not allow providers to deduct victim restitution unless they have a specific judgment detailing how much is owed and to whom. Corrections stated it will examine its ability to collect the \$33.7 million owed in offenders' other financial obligations while keeping in mind the balance of ensuring offenders release from a Transitional Work Program with funds available to properly reintegrate back into society. See Appendix A for Corrections' complete response.

Corrections does not limit the amount an offender can spend on commissary purchases or cash allowances, which limits the offender's ability to accumulate savings and pay other required obligations such as restitution. During calendar year 2015, offenders spent \$6.4 million on commissary items and cash allowances.

Corrections policy requires facilities to set spending limits on offender purchases from commissary operations to encourage the offender to accumulate savings prior to release. In addition, as of January 1, 2015, this policy defines \$1,000 as a reasonable minimum goal for

offenders to accumulate in savings. However, we found that Corrections does not enforce this policy, and many facilities do not have a commissary spending limit which may limit an offender’s ability to accumulate more savings when released and pay other required obligations such as victim restitution, as stated in the previous finding.

For fiscal year 2015, 1,482 (55%) of the 2,718 TWP offenders who were released had savings under \$1,000. As a result, these offenders may have a harder time meeting their required obligations upon release. We also found that during calendar year 2015, offenders spent approximately \$4.1 million on commissary items even though TWP facilities provide offenders three meals a day and basic necessities such as linens, deodorant, razors, etc. Exhibit 8 shows the prices for some of these items in one TWP facility.

In addition, offenders received approximately \$2.3 million in cash allowances from the wages they earned during the same time period. An offender can use cash allowances for spending money when the offender is outside of the facility. This money can be used for lunch or other items, even though the facility prepares a bag lunch for the offender to take to work upon request. Of the 25 facilities that responded to our survey, 10 stated they do not limit commissary purchases. According to Corrections management, TWP facilities use the profits from commissary items to supplement operating expenses at their local jail or TWP facility.

Recommendation 5: Corrections should limit the amount of funds offenders can spend on commissary purchases and cash allowances until all obligations, such as victim restitution, are paid.

Summary of Management’s Response: Corrections agrees that if an offender is ordered to pay restitution, they should be limited on what they can spend in the commissary. According to Corrections, limits will be placed on these identified offenders to ensure the prompt payment of restitution. See Appendix A for Corrections’ complete response.

Exhibit 8
Example of Commissary Items

| CANDY | | |
|--------------------|-------------------------------------|-------|
| 520 | ALMOND JOY..... | 1.00 |
| 521 | MR. GOODBAR..... | 1.20 |
| 522 | ZERO..... | 1.20 |
| 528 | HOT TAMALES..... | 1.00 |
| 529 | MIKE & IKE..... | 1.20 |
| 50000 | SNICKERS..... | 1.20 |
| 50001 | THREE MUSKETEERS..... | 1.20 |
| 50002 | MILKY WAY..... | 1.20 |
| 50003 | M&M PEANUT..... | 1.20 |
| 50004 | REESE'S PEANUT BUTTER CUPS..... | 1.20 |
| 50005 | HERSHEY'S WITH ALMOND..... | 1.20 |
| 50006 | BIG KIT KAT BAR..... | 1.20 |
| 50007 | TWIX..... | 1.20 |
| 50008 | SNICKERS ALMOND BAR..... | 1.20 |
| 50011 | PAYDAY..... | 1.20 |
| 50012 | BUTTERFINGER..... | 1.20 |
| 50021 | BABY RUTH..... | 1.20 |
| 50023 | HERSHEY'S MILK CHOCOLATE PLAIN..... | 1.20 |
| STAMPS & ENVELOPES | | |
| 20100 | #10 PLAIN ENVELOPE..... | 0.10 |
| STATIONARY | | |
| 20115 | VALENTINE'S DAY CARD ENGLISH..... | 1.00 |
| 20120 | MOTHER'S DAY CARD ENGLISH..... | 1.00 |
| 20125 | FATHER'S DAY CARD ENGLISH..... | 1.00 |
| 20127 | EASTER CARD ENGLISH..... | 1.00 |
| 20128 | THANKSGIVING CARD ENGLISH..... | 1.00 |
| TOBACCO | | |
| 1 | BUGLER..... | 6.95 |
| 100 | GRIZZLY LC WINTER GREEN..... | 3.95 |
| FOOD | | |
| 538 | SUGAR SUBSTITUTE..... | 0.10 |
| 51001 | COLOMBIAN COFFEE..... | 5.35 |
| 51005 | FOLGERS JAR COFFEE..... | 12.30 |
| 52011 | CRUNCH 'N MUNCH BUTTERY TOFFEE..... | 0.80 |
| 54011 | CREAMY PEANUT BUTTER..... | 5.55 |
| 54017 | CRUNCHY PEANUT BUTTER..... | 5.55 |
| 54020 | DILL PICKLE SINGLE..... | 1.40 |
| 54021 | HOT DILL PICKLE SINGLE..... | 1.40 |
| 54033 | JALAPENO SQUEEZE CHEESE..... | 5.45 |

Source: Prepared by legislative auditor’s staff using information provided by a TWP facility.

Although Corrections conducted all required monitoring of TWP providers in 2014 and 2015, we identified weaknesses in its monitoring process. For example, Corrections does not conduct follow-up visits on critical or repeat findings identified during its monitoring visits.

Corrections' *Standard Operating Procedures* require that the department monitor each of the 38 TWP facilities each year. The monitoring visit consists of a compliance checklist to ensure facilities are following all *Standard Operating Procedures* and *Basic Jail Guidelines*,⁹ such as maintaining adequate records for each offender, maintaining transportation logs to show where the offender is located, ensuring that deductions from offenders' paychecks are accurate, ensuring facility staffing is adequate and that providers are making timely notifications after escapes, and ensuring that required drug tests are being administered. During calendar years 2014 through 2015, Corrections identified 257 findings on its monitoring visits. The most prevalent type of finding was related to paperwork, including missing payroll checks, not providing account balance statements to offenders, and incomplete transportation logs. Exhibit 9 summarizes the type and number of findings identified during calendar years 2014 and 2015.

⁹ These are the procedures and guidelines that Corrections uses when administering and overseeing the TWP.

| Exhibit 9 Monitoring Findings Calendar Years 2014-2015 | | | |
|---|--|---------------------------|-------------------------------------|
| Type of Finding | Examples | Number of Findings | Percentage of Total Findings |
| Paperwork | Outdated and incomplete forms; Incomplete transportation logs; Missing waivers for offenders earning below Corrections' approved minimum wage (higher than the federal minimum wage); Missing payroll check/stubs from offender files; Providing account balance statements to offenders only upon request instead of the required monthly statements to all offenders. | 111 | 43% |
| Facility | Broken fixtures (toilets, showers, sinks, water fountain, etc.); Cleanliness of facilities; Paint peeling from walls; Mattresses and pillow coverings cracked, torn, and in poor condition; Raw animal food not separated from ready to eat food; Food not stored six inches above the floor; Insects present in establishment. | 55 | 22 |
| Financial | Offender overcharged on participation fees; Missing or incomplete financial information; Outstanding checks; Formula error in Excel spreadsheet used to calculate participation fees; Charging participation fees for a second job; Only one check signer instead of two for the Offender Trust Account; Unspecified garnishment of wages from offenders' payroll checks; Deducting \$800 from offender balances upon release. | 36 | 14 |
| Procedure | Drug testing not completed during admission and every 90 days thereafter; Not ensuring that meals are served in approved intervals; No training for staff that administer medication; Not picking up offenders from work in a timely manner. | 31 | 12 |
| Security | Hazardous materials (e.g. syringes, chemicals) or tools are not inventoried or stored in a secure location; Security gate left open; Offenders had access to keys; Knife in kitchen was not on the inventory or logged out; Escapes not properly reported. | 24 | 9 |
| Total | | 257 | 100% |
| Source: Prepared by legislative auditor's staff using information provided by Corrections. | | | |

Although Corrections conducted all of its required monitoring, we identified the following weaknesses with the department's monitoring process:

- **Corrections notifies facilities in advance of what offender files will be reviewed.** This provides facilities with an opportunity to address potential findings before the monitors arrive. According to Corrections monitors, they give the facility the list of names beforehand because it will take too long to pull the information once they arrive at the facility.
- **Corrections does not expand its file review when issues are identified to determine the extent of the issues.** Corrections only reviews approximately 5-7 files at each facility. However, even when an issue is identified, the monitors do not expand their sample to determine how extensive the issues are and how many offenders it impacts. For example, one monitor selected six offender files to review. There were discrepancies identified in five of the files. These findings

included incorrect participation fees deducted from offenders' wages, and no documentation of commissary purchases in offender files. However, the monitor did not pull additional offender files to determine if these relatively serious financial issues existed for other offenders.

- **Corrections does not follow up to ensure that providers address all findings.** Once findings are documented in the annual monitoring report, facilities respond as to how they will address the findings. However, the department does not conduct a follow up visit with the facility to ensure critical findings were addressed. For example, Corrections did not conduct any follow up visits over the two-year period that we reviewed, even though some of the findings included escapes not being properly recorded. Follow-up is also important in helping to prevent repeat findings from occurring. Of the 35 facilities that had monitoring visits in both 2014 and 2015, 10 (29%) had at least one repeat finding. For example, Terrebonne TWP was cited for not performing timely drug testing for three years in a row. They were also cited two years in a row for allowing offenders to complete sign-in logs ahead of time instead of on the actual day the offender left and returned.

Recommendation 6: Corrections should not provide TWP facilities with the list of records monitors are going to review prior to their visit when conducting their annual visits.

Summary of Management's Response: Corrections agrees with this practice as it is already in operation. See Appendix A for Corrections' complete response.

LLA Additional Comment: According to interviews with Corrections monitors and our observation during a monitoring visit, the department gives the facility the list of names beforehand.

Recommendation 7: Corrections auditors should pull additional offender files when findings are identified to determine if the issue is systemic.

Summary of Management's Response: Corrections agrees with this recommendation and stated it will be implemented and all monitors will be provided training to determine when this type of action is necessary. See Appendix A for Corrections' complete response.

Recommendation 8: Corrections should conduct follow-up visits on critical or repeat findings identified during its monitoring visits to ensure these findings are addressed in a timely manner.

Summary of Management's Response: Corrections disagrees with this recommendation. According to Corrections, it does not agree that an actual follow-up in the form of facility inspections would be the best use of state resources unless life safety issues arise. Management stated that they will continue to monitor programs utilizing the

current practices as this has proven to be an effective method to ensure compliance with expected practices. See Appendix A for Corrections' complete response.

LLA Additional Comment: We recommended that monitors conduct follow-up visits on critical (i.e., security issues), or repeat findings to ensure these findings are addressed in a timely manner. Of the 35 facilities that had monitoring visits in both 2014 and 2015, 10 (29%) had at least one repeat finding. For example, one facility was allowing offenders to complete sign-in logs ahead of time.

Corrections does not require that TWP providers offer rehabilitation programs that could help reduce recidivism rates. On average, TWP providers offered only three rehabilitation programs compared to local jails, who offered seven, and state institutions, who offered 61 during calendar year 2015.

One of the goals of the TWP is to promote offender rehabilitation by offering programs in areas such as education, substance abuse, parenting, and anger management. According to a report published by the U.S. Department of Justice,¹⁰ providing correctional programming helps keep jails safer and lowers rates of recidivism. Although the TWP is considered a type of rehabilitation program, Corrections requires local jails and state institutions to also offer certified treatment and rehabilitation programs,¹¹ such as substance abuse treatment, anger management, parenting, and education classes. When screening offenders housed in state institutions for TWP suitability, Corrections considers the rehabilitation programs an offender has completed as well as any he/she may currently be enrolled in. However, Corrections does not require TWP providers to offer the offenders any rehabilitation programs, which may disrupt the progress offenders are making in classes they are currently taking.

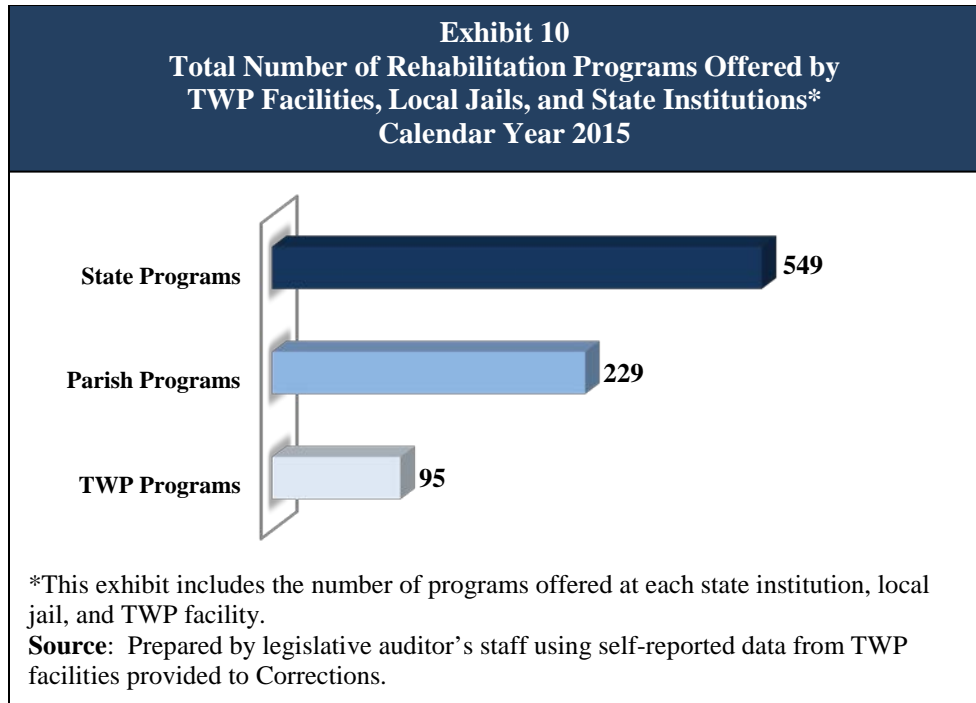
Because Corrections does not require TWP providers to offer the same level of programming as local jails and state institutions, we found that 55% (21 out of 38) of active TWP facilities offered only one correctional program.¹² Overall, state institutions offered 549 programs, parish jails offered 229 programs, and TWP providers offered 95, as shown in Exhibit 10. Appendix D shows a complete listing of programs offered by TWP facilities compared to local jails and state facilities that transition offenders into TWP.

Other states, such as Washington and Florida, require work release offenders to continue life skills curriculum (e.g. parenting and anger management) and substance abuse classes as a requirement of their participation.

¹⁰ Serin, R., and Crime and Justice Institute. 2005. *Evidence-Based Practice: Principles for Enhancing Correctional Results in Prisons*. Washington, DC: U.S. Department of Justice, National Institute of Corrections.

¹¹ For the purposes of this report, we are defining rehabilitation programs as programs for participants in TWP that result in good time being offered to the offender. Offenders who participate in good time programs can potentially receive an earlier release date.

¹² During calendar year 2015.



On average, TWP providers offer three programs, local jails offer seven programs, and state institutions offer 61 programs. For example, Ouachita Correctional Center offered 11 different rehabilitation programs, and the Ouachita Men’s TWP offered only one program during calendar year 2015.

Recommendation 9: Corrections should require that TWP providers offer rehabilitation programs such as therapy, parenting, anger management, and substance abuse treatment to offenders who need these types of programs during their participation in TWP.

Summary of Management’s Response: Corrections agrees with this recommendation and stated that additional certified treatment and rehabilitative programs can be offered by TWP providers and it will continue to work with the providers to expand and provide additional classes. See Appendix A for Corrections’ complete response.

Objective 2: Identify the benefits the TWP provides for the state, offenders, providers, and businesses.

Overall, we found that the state, offenders, businesses and providers all benefit from TWP. These benefits are summarized in more detail below.

The state benefits from the TWP because it costs taxpayers less money through reduced per diems and decreased recidivism rates.

The state saves money on housing TWP offenders because the program's per diem rates of \$11.25 and \$15.39 are lower than the \$24.39 rate that Corrections pays local sheriffs to house non-TWP offenders. For example, during fiscal year 2015, the state saved \$33,090 per day, or potentially \$12.1 million per year on offenders who participated in the TWP. In addition, recidivism rates of offenders who participate in TWP are lower than offenders who do not participate in TWP, thereby further saving the taxpayers money. In 2009, the incarceration recidivism rate for the first year was approximately 18% for state offenders leaving local jails, compared to 12% for TWP participants. Exhibit 11 shows the one-, three-, and five-year recidivism rates for offenders released from state, local, and TWP facilities in 2009.

| Exhibit 11 | | | |
|---|------------------------|------------------------|------------------------|
| One-, Three-, and Five-Year Recidivism Rates for State Offenders Released from State Institutions, Local Jails, and TWP Facilities | | | |
| Year | Local | State | TWP |
| | Recidivism Rate | Recidivism Rate | Recidivism Rate |
| First Year | 17.6% | 15.5% | 12.0% |
| Third Year | 37.1% | 34.4% | 32.1% |
| Fifth Year | 44.9% | 41.3% | 39.6% |

Source: Prepared by legislative auditor's staff using information from Corrections' Briefing Book. These rates are for offenders released in 2009 and the most current recidivism rates for the fifth year of release.

As the exhibit shows, only 12 of 100 TWP offenders returned to jail after one year compared to 18 of 100 local jail offenders. By not paying the \$24.39 daily rate for these six additional offenders, the state would have saved \$53,414 for one year compared to if these offenders were in local jails. However, the savings are likely greater because this example only includes offenders released from local jails which receive a lower per diem than state institutions for housing offenders. Offenders housed in state institutions cost Corrections an average of \$52.51 a day.

Offenders benefit from TWP by learning job skills and accumulating savings through wages.

TWP allows offenders to work during the day for private employers, earn money and then return to a low-security facility in the evening. By participating in a TWP, offenders are able to learn the skills necessary to maintain employment after they are released. These skills include the ability to work in a structured environment, as well as specific skills such as welding, cooking, construction, and manufacturing. Offenders also have an opportunity to accumulate savings, pay child support and victim restitution, and send money home. In fiscal year 2015, the average wage paid to offenders ranged from \$7.38 per hour to \$17.08 per hour, depending on the offender's job title, before the TWP facility deducted a percentage of their wages for room and board. Most offenders worked as general laborers, kitchen workers, and factory workers. Exhibit 12 summarizes the most common job titles for TWP offenders in fiscal year 2015 and their average hourly wage. Appendix E summarizes all job titles.

| Exhibit 12 10 Most Common Job Titles Fiscal Year 2015 | | |
|---|----------------------|---------------------|
| Job | Number of Offenders* | Average Hourly Wage |
| Laborer - General | 5,366 | \$8.35 |
| Kitchen Worker - General | 571 | \$7.80 |
| Factory Worker | 471 | \$8.04 |
| Laborer - Construction | 407 | \$8.98 |
| Dishwasher | 375 | \$7.94 |
| Butcher/Meat Handler | 331 | \$7.38 |
| Cook - Prep | 212 | \$7.82 |
| Offshore - Deckhand | 202 | \$11.12 |
| Cook - Line | 188 | \$7.83 |
| Warehouse Labor | 173 | \$8.93 |
| *These numbers are higher than the total number of participants because one TWP participant may have had several different jobs in one year. Source: Prepared by legislative auditor's staff using self-reported data from TWP facilities provided to Corrections in their monthly reports. | | |

Businesses benefit from TWP because they receive a tax credit and reduced labor costs.

Businesses who participate in TWP are eligible for the federal Work Opportunity Tax Credit.¹³ Employers can earn up to a \$2,400 credit for each employee that is classified as participating in TWP. Employers also benefit from the lower labor costs that come from not having to provide employee benefits such as health insurance or retirement plans. Based on

¹³ Employers may also receive this tax credit for hiring unemployed veterans, recipients of Temporary Assistance for Needy Families, and recipients of Supplemental Nutrition Assistance Program benefits. A full listing of eligible employees is available on the U.S. Department of Labor's website <https://www.doleta.gov/business/incentives/opptax/eligible.cfm>

estimates from the United States Bureau of Labor Statistics, these types of benefits add approximately 24% to labor costs. Exhibit 13 shows the monetary impact of having to pay these benefits, based on a 40-hour week. Based on this example, a business employing a non-TWP employee will pay over \$5,400 more each year in salary and benefits for that employee.

| Exhibit 13 TWP Wages vs. Non-TWP Employee Wages and Benefits Based on Similar Wage Jobs | | | |
|--|--------------|------------------|--------------------|
| Based on 40-hour work week | TWP Offender | Non-TWP Employee | Difference |
| Wages and Salaries | \$334 | \$334 | |
| Total Benefits | N/A | \$105 | |
| Total Compensation (1 week) | \$334 | \$439 | \$105 (per week) |
| Total Compensation (1 year) | \$17,368 | \$22,828 | \$5,460 (per year) |
| Source: Prepared by legislative auditor's staff using information obtained from Corrections and Bureau of Labor Statistics. | | | |

In addition, some employers report that they benefit from the stability that TWP provides as it relates to employee punctuality, behavior, and dress code. TWP offenders are also required to be routinely tested for substance abuse, which is also a potential benefit for employers, because their employee is less likely to be using drugs due to this testing.

TWP providers benefit because they receive a per diem from the state, commissary profits, and 64% of offenders' wages. During calendar year 2015, providers received more than \$55 million from administering TWP.

In addition to the per diems providers receive from Corrections for each TWP offender, the offenders participating in the program are also required to reimburse providers for the cost of their board, clothing, and other necessary expenses related to their employment. These amounts are deducted from their paychecks. Corrections' *Standard Operating Procedures* set the deduction cap at 64% of the offenders' gross wages per paycheck, or \$64.50 daily, whichever is less.¹⁴ During calendar year 2015, Louisiana providers received \$35.5 million from offenders. Exhibit 14 summarizes how much each provider received during calendar year 2015.

For example, Caddo Correctional Center (CCC) houses a TWP participant who currently works at a pizzeria for \$7.75 per hour for a 40-hour work week. CCC receives a daily rate of **\$43.73** for the offender (\$15.39 per diem from Corrections plus \$28.34 as 64% of gross wages for an eight-hour day).

¹⁴ The statutory limit that the operator can be reimbursed directly from the offender's account is 70% of their gross wages; however, Corrections lowered the amount that could be deducted. In addition, the 62% in Corrections' procedures was raised to 64% starting in August 2015.

| Exhibit 14 TWP Provider Revenues Calendar Year 2015 | | | | | | |
|--|-------------------|--|--|---------------------------------------|-------------------------------|--------------------------|
| Type of Operator | Facilities | Offenders (As of 12/2015) | Fees Paid by Offenders* | Per Diem Paid by State | Commissary Revenue | Total Revenue |
| Private | | | | | | |
| Cedarwood Manor, Inc. | 1 | 94 | \$725,700 | \$306,456 | \$93,790 | \$1,125,947 |
| CINC, Inc.** | Closed | - | - | 63,765 | - | 63,765 |
| City of Faith Prison Ministries** | 1 | 98 | 1,067,701 | 373,534 | - | 1,441,235 |
| Louisiana Workforce | 6 | 948 | 9,839,329 | 4,108,377 | 1,591,611 | 15,539,317 |
| LaSalle Corrections*** | 5 | 220 | 3,037,767 | 1,301,212 | 423,153 | 4,762,132 |
| St. Tammany Workforce Solutions | 1 | 112 | 1,604,226 | 571,210 | 118,993 | 2,294,429 |
| Private Subtotal**** | 14 | 1,472 | \$16,274,723 | \$6,724,554 | \$2,227,547 | \$25,226,825 |
| Sheriff Subtotal | 24 | 1,580 | \$19,248,940 | \$8,773,676 | \$1,910,919 | \$29,933,535 |
| Total | 38 | 3,052 | \$35,523,663 | \$15,498,230 | \$4,138,466 | \$55,160,360 |
| <p>*The wages received from the each offender reflects 62% of wages from January through August of 2015 and 64% of wages from August to December of 2015.</p> <p>**This facility did not report any commissary expenditures and/or fees paid by offenders.</p> <p>***The Claiborne Detention Center TWP was operated by LaSalle Corrections through July 31, 2015. After this date, the Claiborne Sheriff's Office operated the facility.</p> <p>****We included the total revenue for the Bossier Parish TWP, which closed in 2015. This facility was not included in the 24 facilities.</p> <p>Source: Prepared by legislative auditor's staff using self-reported data from TWP facilities provided to Corrections in their monthly reports.</p> | | | | | | |

APPENDIX A: MANAGEMENT'S RESPONSE

Department of Public Safety & Corrections
State of Louisiana
Office of the Secretary

JOHN BEL EDWARDS
Governor



JAMES M. LE BLANC
Secretary

April 6, 2016

Daryl G. Purpera, CPA, CFE, Legislative Auditor
Louisiana Legislative Auditor's Office
P.O. Box 94397
Baton Rouge, LA 70804-9397

Dear Mr. Purpera:

This is in response the recent program audit of our Transitional Work Program (TWP) policy, procedure and practices.

The Department of Public Safety and Corrections provides offenders with the opportunity to participate in these transitional work programs, where offenders are allowed to leave the facility to work in the community and live in an environment where they are allowed controlled access to community services, as a means of preparing them for release back into our communities. This program provides for a direct link between incarceration and the offender's release into the community, while providing assistance in the form of job training, money management and effective communication skills. Offenders who have participated in the program comment positively on the experience and feel it is helpful to their rehabilitative process. Even more important to note is that this program has been found to have a positive impact on reducing offender recidivism. As an example, a review of release data over a five year period shows that offenders who participate in a TWP recidivate on average at a 9% lower rate than offenders who have not participated in a TWP. This reduction in offenders returning to prison is in itself, a significant cost savings to the state, while also improving public safety by returning an offender through a transitional process and not just releasing them from a prison.

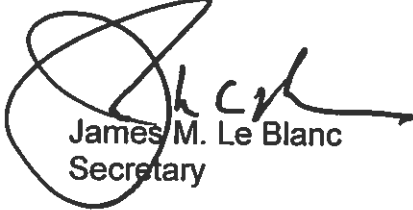
The Department would also like to note the direct savings to the State in the form of a lower per-diem paid to providers for offenders in Transitional Work Programs rather than in a jail setting. This equates to a savings of \$12.4 million annually. The Department has inquired of other states using a similar model for Transitional Work Programs and found the cost the Department allows is in line with what is paid by other states. Additionally, it was found that Louisiana's per diem that is paid from state general funds is significantly lower than any other state reviewed. The policy directive of the State of Louisiana to have offenders pay for a larger portion of their

room and board than other states can be directly correlated to a cost savings to the state's tax payers.

Overall, the Department is appreciative of the feedback received in this report and will use the information to continue to improve the Transitional Work Program. We also appreciate the courtesy and professionalism of the Legislative Auditor's staff shown to the Department's staff throughout this extensive audit process.

I am attaching in response to this audit a summary of the numerous improvements that have been made to the operation and administration of this program in recent years as a reflection of the ongoing, continued attention we have given to this important program to ensure it is best serving our state. In addition, we have provided a response to each of the recommendations of the report.

Sincerely,



James M. Le Blanc
Secretary

JB/aw

enclosure

Over the last several years the Department has made numerous improvements to the operations and administration of the Transitional Work Program requirements. The following is a list of improvements made over the last two years:

Administrative Improvements

1. Any sheriff interested in contracting with a separate private management source must **complete a bid process.**
2. As of January 1, 2015, all TWP facilities, regardless of the amount of gross revenues or number of offenders or who manages the facility, are required to have an annual AUP (Agreed Upon Procedures) engagement performed on offender trust accounts.
3. The guidelines regarding offender funds were improved by adding how to distinguish appropriate segregation of duties; adding a goal for offenders to release with a minimum of \$1,000; added a goal for offenders to release with a minimum of \$1,000; added Minimum Account Balances which required offenders to save \$200 initially and should not be allowed to spend funds until reached and must never go below; revised the offender participation fee to not exceed 64% of gross wages, or \$451.50 per workweek (7 consecutive 24 hour days), whichever is less; provided clarification of how the participation fee should be calculated (% vs max weekly); and below forms were added or revised in order to provide more efficient procedures and reporting (see attachment "A" for complete forms):
 - Form 17-1A Offender Trust Account Monthly Fiscal Package Certification
 - Form 17-1B Offender Trust Account Monthly Summary Report
 - Form 17-1C Offender Trust Account Monthly Reconciliation
4. Added that local jails are to ascertain suitability of offenders for disciplinary, medical and mental health.
5. Clarified that offenders are required to obtain and retain a minimum of one PRIMARY (full time) job give a definition of what we consider as primary/full time. This section also stipulates that an offender may start out working multiple part time jobs which total 32 hours per week until Primary is obtained. Outlines how an offender should be evaluated for a Secondary Job (part time).
6. Added eligibility criteria for offenders participating in the Southwest Transitional Workforce Development Program which provides certified training and skilled labor jobs that pay offenders at a higher rate.

Operational Improvements

1. Added stipulations to the Employer Work Agreement as follows:
 - a. Offenders are not allowed visitors on the job except DPS&C employees
 - b. Acts of sexual activity is in violation of the law and employees are subject to criminal prosecution
 - c. Offenders are not allowed electronic devices without prior approval of the department
 - d. Offenders assigned offshore jobs must return to the TWP facility on their days off
 - e. Prior approval from the department is required for offenders placed in jobs that requires the offender to live off premises of the TWP facility during his tour of duty
 - f. No offender shall be in a position which necessitates his departure from the state of Louisiana, except for those who are employed in industries off the coast such as offshore jobs
 - g. Under no circumstances is an offender allowed to operate a vehicle or equipment on public roadways, unless it is in the scope of their job duties and directly supervised
 - h. Be mindful that participants are convicted felons awarded to the state and any suspicious activity should be reported to TWP staff immediately.
2. The eligibility criteria increased in order to improve the participation rate.
3. Clarified that offenders shall not be employed in a bar, lounge or tavern. Added stipulation that offenders should not be placed in management or supervisory position which gives them authority over other TWP offenders.
4. PREA (Prison Rape Elimination Act) Case Report Format was provided with instructions for reporting.
5. Clarification made to include “tug boat” workers with offshore workers in that they should not be allowed to remain on the job site on days off.
6. Added a stipulation that the facility must make visual contact with offenders who work offshore or within LA waterways at least every 30 days.
7. Placed an emphasis on the programs to add more meaningful and more frequent job site visits to ensure appropriate supervision of offenders is taking place.

While the Department agrees with the need to maximize the number of offenders in TWP, the methodology used by the audit team to indicate program vacancies is flawed. While we do allow for program to have approved slots, this does not always equate to vacant beds that can be occupied by TWP offenders. Several instances were explained where facilities had TWP slots available but they could not be used as the facility was at or near operational capacity as most facilities that operate TWPs are also responsible for housing offenders who are arrested in their Parish and other DPS&C offenders. Many times TWP beds are not available due to this size of this population. Another hurdle is that some facilities have approved slots and do not have employment at the time of review. The employment, especially in rural areas is seasonal in the form of farm employment and while the slots are not always filled, these beds are used at specific times of the year. Using the correct methodology we were able to obtain a more accurate number of actual TWP vacancies. For the census dated February 26, 2016, there were only 1,309 vacancies available to place offenders in TWP and it was reported that there were fewer than 100 opportunities for offender employment by the actual Transitional Work Programs. This is far less than the 2,015 available slots noted in the report. The Department has changed the manner in which TWP vacancies are reflected in our reporting to more clearly show where true vacancies exist.

However, the Department will continue to work with the local facilities to provide for a more comprehensive screening process for offenders. The overall goal is to allow for more offenders to participate in the programs.

Recommendation #1



DOC management should continue to proactively identify offenders housed in local jails who are potentially eligible to participate in TWP.

The report notes that while the Department does not always know where offenders are housed and this represents a safety risk and a risk of duplicate payment. This is not the case as moves of offenders are documented by all facilities and updated in the Department's data system daily. The Department is aware of moves of offenders and can locate any offender in the system when necessary. The report also states that the team did not find an incident of overpayment. The reason the team could not locate an instance of overpayment is because the current system does not allow for overpayment. Additionally, TWPs do notify DOC of the movement of all offenders in a timely manner and the system is updated accordingly. The errors found were primarily human errors.

However, the Department will update its procedures to require that facilities make notification to DPD&C staff on the next business day of any type of offender movement into or out of a TWP.

*Recommendation
#2*



DOC should enforce its requirement that TWP facilities notify them prior to transferring an offender to another location and use monthly invoices to determine whether providers are complying with this requirement.

The report noted a significant decrease of escapes over the last few years and this was done with the efforts of facility and DPS&C staff. We have made it a priority to ensure employers know their responsibilities of offender supervision. This has also been included in the monitoring visits with direct interviews of employers to make sure they know their responsibilities and they take these responsibilities seriously. The Department has also advised TWP's they could no longer allow certain employers to employ offenders in the program who have not followed the proper protocols. These employers have received a ban on the ability to hire TWP offenders and are not able participate in the program in any manner. This reduction has been done without the need for electronic monitoring and has resulted in a decrease in escapes from FY 2012 at 144 to FY 15 at 54 which is a 62.5% decrease over this period of time. Also, the use of electronic monitoring does not come without certain drawbacks due to the movement of offenders in specific lines of employment, offenders who want to escape can remove the monitor and several false reports are generated with the current technology. It should also be noted of the 22 escapes reported from the West Baton Rouge TWP, 16 were offenders who walked away from employment and were captured the same day when they returned. The additional six were apprehended within days of their escape. Offenders in TWP are ones that have been thoroughly screened for participation and are close to release back into their community without the type of close supervision that is provided by a TWP or Halfway House as we previously described. The ability to gradually step offenders down from prison into a TWP allows for a graduated release to the community that is proven to be effective as stated in this report. The Department has determined their risk of escape to be minimal and it is provide that the overall majority stay in TWP without any type of escape from the facility or walk off from their place of employment. While escapes are minimal in comparison to the thousands of offenders who participate in TWP, the Department does take them extremely serious and escape protocols are implemented in every instance to ensure that offenders are apprehended as soon as possible.

*Recommendation
#3*



DOC should create more specific procedures for TWP providers to monitor offenders while they are at their place of work. This could include requiring offenders participating in TWP to wear electronic monitoring ankle bracelets while working.

Recommendation #3 Response Continued

Once offenders are apprehended, they are immediately removed from the TWP, processed and transferred to a DPS&C facility to face some type of disciplinary action. Additional criminal charges can be pressed against the offender who has escaped from the facility or their place of employment adding one more year to their current sentence.

However, the Department will examine our ability to require electronic monitoring for all TWP offenders. The current cost is estimated to be over \$5 million for implementation. We will consider this cost and the implementation of a comprehensive electronic monitoring program when submitting future budget requests or when additional funds become available.

The Department's interpretation of La. R.S. 15:1111 does not allow for the deduction of victim restitution unless we have a specific judgement detailing how much is owed and to whom. Additionally, we randomly selected thirty-five files of offenders in TWP and could not locate any offenders who had been ordered to pay victim restitution as a condition of their incarceration. The lack of judgements requiring offenders to pay restitution or fees as a condition of their incarceration correlates to why the Department only collected a small percentage of what is owed as stated in the report. Without an order or judgement from the Court the ability to enforce this debt is outside the scope of our authority. The Department did collect \$5,135,120 in victim restitution for FY 15 from offenders on supervision as the Court orders payment of restitution as a condition of supervision. We will continue to collect these funds from offenders on community supervision to ensure victims are reimbursed for their loss. The Department will examine our ability to collect the \$33.7 million owed as the offender's other financial obligations while keeping in mind the balance of ensuring offenders release from a Transitional Work Program with funds available to properly reintegrate back into society. This is a vital part of the program's success. These debts will continue to remain active and will definitely continue to be collected as part of the offender's conditions of parole supervision or turned over to the Office of Debt Recovery upon supervision closure.

However, the Department will continue to collect restitution from offenders where we have a signed order from the Court where restitution was ordered as part of the offender's incarceration.

Recommendation
#4



DOC should ensure that providers are deducting victim restitution and other financial obligations from offender wages as required by law and internal policy.

One of the Department's goals of a TWP is to provide offenders with the opportunity to accumulate savings as they prepare for reentry back to their communities. DPS&C has defined \$1,000 as a reasonable minimum goal for offenders to save prior to release with an average stay of 8 months. As such, facilities are instructed to implement policies to set limitations and/or spending limits on offender purchases from canteen/commissary operations to encourage the offender to maximize the opportunity to accumulate savings prior to release. Facilities may also limit the amount of or disapprove weekly cash draws as a method to accumulate savings. It should be noted that a number of offenders did not acquire funds in this amount during the review conducted as the implementation of this requirement was in effect for only half of the time period examined. Additionally, all releasing offenders were reviewed with some only being in the program for brief periods of time due to an immediate release or removal from the program. The requirement of the facility maintaining a minimum of \$200 in an offender's individual account at all times also has a recent implementation date of January 1, 2015, leaving the period of July 1, 2014 to December 31, 2014 without this new requirement. The offender will not have access to this savings portion of his account until he has been released or transferred to another facility and all of his financial obligations at the facility have been met. No commissary/canteen purchases, support for dependents, child support or other debts or weekly allowance deductions shall be processed for an offender until the \$200 minimum savings portion has been met. The only exceptions are to purchase work related items and health care expenses. An offender's account should not go below \$200 at any time after this savings has been accrued without a justifiable reason noted in the offender's file (i.e. health care expenses). We have seen some success in offender's savings with implementation of these new requirements since implementation in January of 2015.

*Recommendation
#5*



DOC should limit the amount of funds offenders can spend on Commissary purchases and cash allowances until all obligations, such as victim restitution, are paid.

Recommendation #5 Response Continued

This success has been seen with offenders who have spent several months in the program compared to those that may only be in the program for short periods of time. Employment also has an impact. Offenders who have developed skills that would allow for a better paying job do have the ability to accumulate a larger amount of savings than those offenders who have to be employed at low wage jobs.

This is why the Department is moving towards a TWP model that not only places an emphasis on employment but also on assisting offenders with developing specific job skills. We have two such programs in existence, one for males and one for females. Both of these programs have an average wage of offenders that is higher than our traditional TWPs.

The amount that offenders spend in the commissary was found to be \$3.40 per day per offender. The amount offenders were allowed to have for their weekly allowance was found to be \$1.85 per day. This is a cost of approximately \$5 per day for personal necessities. The ability to budget funds in their account while having access to a commissary is used as a teaching tool for offenders who will have to budget their money upon release. The ability to budget funds and provide for the basic necessities is a life skill that is vital when the offenders are released to supervision.

The Department agrees that if an offender is ordered to pay restitution, they should be limited on what they can spend in the commissary. Limits will be placed on these identified offenders to ensure the prompt payment of restitution.

The Department does not provide a list of records that the monitors are going to review prior to the monitoring visit. This list is provided at the actual visit once a master list of TWP participants is provided by the agency to the monitor. We agree with this practice as it is already in operation.

Recommendation

#6



DOC should not provide TWP facilities with the list of records monitors are going to review prior to their visit when conducting their annual visits.

This recommendation will be implemented and all monitors will be provided training to determine when this type of action is necessary. The Department does maintain that a systemic issue can be found with the review of a specific number of files and not all the files maintained at the facility.

Recommendation

#7



DOC auditors should pull additional offender files when issues are identified to determine if the issue is systemic.

A physical visit to a facility for follow-up is conducted when such findings warrant this type of follow-up. These findings are primarily related to life safety issues related to the population's quality of life. Over the last several years the Department has approved corrective actions through the use of email, fax or postal mail. The audit report advised that 43% or 111 of the findings were paperwork related and this type of follow-up inspection lends itself to our current practices as paperwork issues can easily be resolved without actually being at the facility. This approval has proven effective in resolving issues at the facility and has proven to be a cost effective approach to ensuring compliance with the Department's requirements. It should be noted that since FY 09 the Department has been cut by \$45,557,746 and 2,032 staff positions. We have worked with limited resources and in order to adequately inspect the TWP's we have had to find efficiencies in how this can be done. While we do not provide for on-site follow-up as stated in the report, we do follow-up with facilities in accordance with Department resources when it comes to life safety issues in the facility.

The Department does not agree that an actual follow-up in the form of facility inspections would be the best use of State resources unless life safety issues arise. We will continue to monitor programs utilizing the current practices as this has proven to be an effective method to ensure compliance with expected practices. While our staffing is limited, the DPS&C staff that conducts the monitoring of the 38 TWP's does an excellent job identifying deficiencies and working with facility staff to address these deficiencies.

Recommendation

#8



DOC should conduct follow-up visits on critical or repeat findings identified during its monitoring visits to ensure these findings are addressed in a timely manner.

“Certified Treatment and Rehabilitative Programs” offered at TWP facilities is a project that has taken several years to achieve our current level of programming. The Department does encourage all TWPs to offender programming but smaller programs may only provide one program due to the difficulty of having all offenders at the facility at the same time. This is difficult to achieve when there may only be ten participants who work at different places of employment and at different times. Also, please note that the Department does consider Transitional Work Programs as a program that provides services to releasing offenders. This can be demonstrated with a direct correlation to a reduction in recidivism as noted previously. We are pleased with the fact that through our partnership with many of these programs offenders are offered the opportunity to participate in rehabilitative programs listed in Attachment B.

Offenders in TWP have access to these programs to provide them with a better chance of success as they reenter society. It should be noted that if any offender has a specific need for treatment, the Department ensures this treatment is received prior to placement in a TWP. For instance, if an offender has a court recommendation for substance abuse, they will be required to complete this program prior to placement in a TWP.

However, the Department does agree that additional CTRP programs can be offered by these programs and we will continue to work with the programs to expand and provide additional classes.

Recommendation

#9



DOC should require that TWP providers offer rehabilitation programs such as therapy, parenting, anger management, and substance abuse treatment to offenders who need these types of programs during their participation in TWP.

Attachment A
Offender Funds

Form A-04-002-SOP-17-1A
01 January 2015

State of Louisiana
Department of Public Safety and Corrections
Offender Trust Account Monthly Fiscal Package Certification

Transitional Work Program Facility:
For The Month Ending:

Contents of this monthly fiscal package:

- | | |
|---|--|
| <ul style="list-style-type: none"> 1.) Offender Trust Account Monthly Summary Report <i>(Form A-04-002-SOP-17-1B)</i> 2.) Offender Trust Account Monthly Reconciliation <i>(Form A-04-002-SOP-17-1C)</i> 3.) Supporting Document Copies <ul style="list-style-type: none"> a.) Offender Trust Monthly Bank Statement <i>(all pages)</i> b.) Offender Positive Balance Report <i>(Offender Name, DOC #, Ending Balance, Report Total)</i> c.) Offender Negative Balance Report <i>(Offender Name, DOC #, Ending Balance, Report Total)</i> d.) Monthly Bank Reconciliation e.) List of Outstanding Checks <i>(Check #, Check Date, Payee, Amount, Description of Expense)</i> f.) Shortage Repayment Documentation <i>(if applicable)</i> <ul style="list-style-type: none"> 1.) Copy of reimbursement check from operating account 2.) Copy of deposit slip 3.) Copy of bank's receipt of the deposit | <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> <input style="width: 50px; height: 30px; border: 1px solid black;" type="checkbox"/> |
|---|--|

I certify the information provided in this packet is complete and accurate, to the best of my knowledge. I further certify all copied documents in this packet to be a complete, exact, and true copy of the originals, which will be maintained in this office.

TWP Accountant:

| | | |
|--------------|-----------|------|
| Printed Name | Signature | Date |
|--------------|-----------|------|

TWP Accountant Supervisor:

| | | |
|--------------|-----------|------|
| Printed Name | Signature | Date |
|--------------|-----------|------|

DPS&C Adult Services Staff Review & Acceptance:

| | | |
|--------------|-----------|------|
| Printed Name | Signature | Date |
|--------------|-----------|------|

State of Louisiana
Department of Public Safety and Corrections
Offender Trust Account Monthly Summary Report

Transitional Work Program Facility: _____

For The Month Ending: _____

- | | | | |
|---|---|----|-------|
| 1 | Offender Trust Account's Reconciled Bank Balance: | \$ | _____ |
| 2 | Positive Balances from the Monthly Offender Balance Report: | \$ | _____ |
| 3 | Negative Balances from the Monthly Offender Balance Report: | \$ | _____ |
| 4 | Total Net Wages Earned by Offenders: | \$ | _____ |
| 5 | Major Monthly Offender Expenses: | | |
| | a.) Room & Board | \$ | _____ |
| | b.) Commissary | \$ | _____ |
| | c.) Weekly Draws | \$ | _____ |
| | d.) Family Funds | \$ | _____ |
| | e.) Medical | \$ | _____ |

Total of Major Expenses = \$ _____

I certify the information provided above and on the supporting documents attached is complete and accurate, to the best of my knowledge, as of the date signed below.

TWP Accountant:

| | | |
|--|--|--|
| | | |
|--|--|--|

Printed Name

Signature

Date

TWP Accountant Supervisor:

| | | |
|--|--|--|
| | | |
|--|--|--|

Printed Name

Signature

Date

State of Louisiana
Department of Public Safety and Corrections
Offender Trust Account Monthly Reconciliation

Transitional Work Program Facility:

For The Month Ending:

- | | | | |
|---|---|----|---|
| 1 Offender Trust Account's Reconciled Bank Balance: | | \$ | <input style="width: 90%; height: 20px;" type="text"/> |
| 2 Total Positive Balances from the Monthly Offender Balance Report: | - | \$ | <input style="width: 90%; height: 20px;" type="text"/> |
| 3 Subtract line 2 from line 1. | | \$ | <input style="width: 90%; height: 20px; border-bottom: 3px double black;" type="text"/> |

4 If line 3 is more than \$0, there is an overage in the Offender Trust Account that must be explained. List below to whom this money is owed (*i.e., vendors to be paid*). The total of the checks below must equal Line 3. Attach additional list of checks to be written if necessary.

| Check # | Check Date | Payee | Amount |
|---------|------------|-------|--------|
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |

TOTAL OF CHECKS TO BE WRITTEN:

5 If line 3 is less than \$0, there is a shortage in the Offender Trust Account that must be reimbursed immediately from the TWP's operating account. List below the deposit information and reason for the shortage. The total deposits must equal Line 3. In addition, TWP's must provide a copy of the following with this form: (1) the reimbursement check from the operating account, (2) the deposit slip, and (3) the bank's receipt of the deposit

| Deposit Date | Deposit Amount | Reason for Shortage |
|--------------|----------------|---------------------|
| | | |
| | | |

TOTAL OF DEPOSITS TO REIMBURSE SHORTAGE

I certify the information provided above and on the supporting documents attached is complete and accurate, to the best of my knowledge, as of the date signed below.

TWP Accountant:

| | | |
|--------------|-----------|------|
| Printed Name | Signature | Date |
|--------------|-----------|------|

TWP Accountant Supervisor:

| | | |
|--------------|-----------|------|
| Printed Name | Signature | Date |
|--------------|-----------|------|

Attachment B
Rehabilitative Programs at TWP

JOB SKILL TRAINING

Medical Office Specialist
Avoyelles Parish Facilities

Office Systems Technology
Avoyelles Parish Facilities

Workforce Welding Program
Southwest Workforce Development TWP

VALUES DEVELOPMENT AND FAITH-BASED INITIATIVES

Celebrate Recovery
Webster Parish TWP

Healing and Eliminating Abusive Relationships through Scripture (HEARTS)
Calcasieu Parish Facilities
Southwest TWP for Women

Preparing for Success on the Outside
Avoyelles Parish Facilities
Iberia Parish TWP
Lafayette Parish TWP
Rapides Parish Facilities
Southwest TWP for Women
Terrebonne Parish Facilities
West Baton Rouge Parish TWP

TREATMENT

Cage Your Rage
East Baton Rouge Parish TWP
East Feliciana Parish TWP
Livingston Parish TWP
Iberia Parish TWP
Southwest Workforce Development TWP
St. Tammany Work Force Solutions TWP
Terrebonne Parish TWP
West Feliciana Parish TWP

Domestic Abuse Intervention Program (For Men)
Avoyelles Parish Facilities

Inside/Out Dad Program

City of Faith TWP
East Feliciana Parish Prison and TWP
St. Tammany Workforce Solutions TWP

Living in Balance

Avoyelles Parish Facilities
East Baton Rouge TWP
East Feliciana Parish Prison and TWP
Iberia Parish Jail and TWP
Livingston Parish TWP
Southwest Workforce Development TWP
St. Tammany Workforce Solutions TWP
Terrebonne Parish TWP
West Feliciana Parish TWP

Louisiana Risk Management Model: Phase I & II

Avoyelles Parish Facilities
Calcasieu Parish Facilities
East Baton Rouge Parish TWP
East Feliciana Parish TWP
Morehouse Parish TWP
Tangipahoa Parish TWP
Terrebonne Parish Facilities
Union Parish TWP
Webster Parish TWP

Nurturing Parenting

East Feliciana Parish TWP

Our Best Interest (For Women)

Avoyelles Parish Facilities

Partners in Parenting

Avoyelles Parish Facilities
Calcasieu Parish Facilities
East Baton Rouge Parish TWP
East Feliciana Parish TWP
Morehouse Parish TWP
Tangipahoa Parish TWP
Terrebonne Parish Facilities
Union Parish TWP
Webster Parish TWP

Project 180 (Renew, Restore, Reenter) (A version of Celebrate Recovery)

St. Tammany Workforce Solutions TWP

Thinking for a Change

Avoyelles Parish Facilities
Calcasieu Parish Facilities

East Baton Rouge Parish TWP
East Feliciana Parish TWP
Morehouse Parish TWP
Tangipahoa Parish TWP
Terrebonne Parish Facilities
Union Parish TWP
Webster Parish TWP

Understanding and Reducing Angry Feelings

Avoyelles Parish Facilities
Calcasieu Parish Facilities
East Baton Rouge Parish TWP
East Feliciana Parish TWP
Morehouse Parish TWP
Tangipahoa Parish TWP
Terrebonne Parish Facilities
Union Parish TWP
Webster Parish TWP

MISCELLANEOUS

Standardized Pre-Release Curriculum - 2010

Phase 1

Module 1: Personal Development
Module 2: Problem Solving/Decision Making
Module 3: Anger Management
Module 4: Values Clarification, Goal Setting, Achieving
Module 5: Victim Awareness/Restitution

Phase 2

Module 6: Employment Skills
Module 7: Job Placement Assistance
Module 8: Money Management
Module 9: Reentry Support Resources
Module 10: Counseling on Individual Community Reentry Concerns

Facilities:

Avoyelles Parish Facilities
Calcasieu Parish Facilities
Lafourche TWP
Morehouse Parish Facilities
St. Tammany Workforce Solutions TWP
Terrebonne Parish TWP
W. Feliciana Parish TWP

Approved College Credit Correspondence Courses - All Facilities

APPENDIX B: SCOPE AND METHODOLOGY

We conducted this performance audit under the provisions of Title 24 of the Louisiana Revised Statutes of 1950, as amended. The purpose of this audit was to evaluate the Louisiana Department of Public Safety and Corrections – Corrections Services’ (Corrections) oversight of the Transitional Work Program (TWP) and the benefits of TWP for the state, offenders, providers, and businesses. Our audit covered the period from July 1, 2014, through December 31, 2015. Our audit objectives were to:

- 1. Evaluate Corrections’ oversight of the TWP.**
- 2. Identify the benefits the TWP provides for the state, offenders, providers, and businesses.**

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. To answer our objectives, we reviewed internal controls relevant to the audit objectives and performed the following audit steps:

- Researched and reviewed Louisiana Revised Statutes and agency policies and regulations to determine TWP criteria.
- Obtained a copy of Corrections’ offender tracking and billing data system, CAJUN, and performed data reliability testing to ensure we could use the data for our purposes.
- Using CAJUN, calculated the number of offenders potentially eligible to participate in TWP housed in local jails and state institutions, excluding those offenders who were set to be released within six months and habitual offenders; offender transfers; and how much was owed in victim restitution from TWP offenders.
- Obtained monthly activity reports from each TWP facility to determine the amount of commissary item purchases and cash allowances given to offenders participating in the TWP for all TWP facilities for calendar year 2015.
- Using the monthly activity reports, identified and selected potential duplicate payments and received copies of the billing invoices for these selected TWP facilities. These invoices were generated from CAJUN.

- Toured four TWP facilities and met with a transitional work employer to gain an understanding of TWP facility processes and obtain the perspective of an employer regarding using TWP offenders.
- Shadowed Corrections employees during an annual monitoring visit of a TWP facility and during the screening process for potential TWP offenders housed in state institutions.
- Obtained all TWP monitoring reports for calendar years 2014 and 2015, as well as any responses from TWP facilities or follow-up monitoring visits conducted by Corrections.
- Obtained financial data for each TWP facility for calendar year 2015 and calculated the amount of per diem paid for each TWP facility (Corrections financial reports), the amount offenders paid in state and local taxes, child support, and victim restitution (monthly activity reports).
- Obtained gross wages for all offenders at one transitional work facility to ensure correct participation fees were deducted.
- Obtained contracts for all TWP facilities, reviewed occupancy rates and rehabilitation programs offered at each facility.
- Sent a survey regarding TWP to all TWP facilities.
- Contacted four states (Washington, Florida, Alabama, and Texas) to obtain information about their transitional work programs and how they compare to Louisiana.

APPENDIX C: FACILITY LISTING AS OF DECEMBER 31, 2015

| Facility Name | Parish | Operator | Approved Capacity (As of 6/26/2015) | Occupancy Rates (As of 6/26/2015) | Average Hourly Wage (FY 15) | Average Offender Savings Upon Release (FY 15) | Child and Family Support Paid (CY 15)* | Court-Ordered Restitution Paid (CY 15)* |
|---|------------------|---|---|---|--------------------------------|---|--|---|
| 1. Avoyelles Bunkie Detention Center | Avoyelles | Sheriff | 150 | 61% | \$7.93 | \$1,907 | \$69,689 | \$1,055 |
| 2. Avoyelles Women's Correctional Center | Avoyelles | Sheriff | N/A - Combined with Avoyelles Bunkie Detention Center | N/A - Combined with Avoyelles Bunkie Detention Center | 7.73 | 975 | 13,340 | None |
| 3. Caddo Transitional Work Program | Caddo | Sheriff | 240 | 54 | 8.13 | 1,538 | 80,100 | 97 |
| 4. Calcasieu Correctional Center | Calcasieu | Sheriff | 48 | 25 | 9.11 | 4,917 | 8,328 | None |
| 5. Catahoula Correctional Center | Catahoula | Private - LaSalle Corrections, LLC | 19 | 26 | 7.89 | 1,594 | 11,570 | 230 |
| 6. City of Faith - Monroe | Ouachita | Private - City of Faith Prison Ministries | 162 | 61 | 8.51 | 3,729 | 69,941 | 823 |
| 7. Claiborne Detention Center Transitional Work Program | Claiborne | Private - LaSalle Corrections, LLC | 30 | 33 | 7.78 | 2,222 | 22,819 | None |
| 8. Concordia Parish Transitional Work Program | Concordia | Sheriff | 224 | 19 | 8.33 | 1,210 | 56,627 | None |
| 9. East Baton Rouge Parish Transitional Work Program | East Baton Rouge | Private - Louisiana Workforce, LLC | 250 | 93 | 8.19 | 1,283 | 81,914 | None |

| Facility Name | Parish | Operator | Approved Capacity (As of 6/26/2015) | Occupancy Rates (As of 6/26/2015) | Average Hourly Wage (FY 15) | Average Offender Savings Upon Release (FY 15) | Child and Family Support Paid (CY 15)* | Court-Ordered Restitution Paid (CY 15)* |
|---|----------------|------------------------------------|-------------------------------------|-----------------------------------|-----------------------------|---|--|---|
| 10. East Feliciana Parish Transitional Work Program | East Feliciana | Sheriff | 125 | 58% | \$8.66 | \$1,270 | \$62,999 | None |
| 11. Franklin Parish Detention Center | Franklin | Sheriff | 125 | 18 | 7.25 | 2,092 | 31,170 | None |
| 12. Iberia Transitional Work Program | Iberia | Private - Louisiana Workforce, LLC | 163 | 63 | 8.91 | 3,756 | 88,564 | None |
| 13. Jackson Correctional Center Transitional Work Program | Jackson | Private - LaSalle Corrections, LLC | 128 | 52 | 8.43 | 1,553 | 36,997 | None |
| 14. Lafayette Parish Transitional Work Program | Lafayette | Sheriff | 200 | 41 | 9.15 | 4,245 | 42,253 | \$511 |
| 15. Lafourche Transitional Work Program | Lafourche | Sheriff | 174 | 87 | 10.13 | 7,071 | 145,654 | None |
| 16. LaSalle Correctional Center | LaSalle | Private - LaSalle Corrections, LLC | 54 | 37 | 11.77 | 5,137 | 27,621 | None |
| 17. Lincoln Parish Detention Center | Lincoln | Sheriff | 75 | 32 | 7.93 | 673 | 20,469 | None |
| 18. Livingston Parish Transitional Work Program | Livingston | Private - Louisiana Workforce, LLC | 150 | 43 | 9.37 | 1,312 | 37,593 | None |
| 19. Morehouse Parish Detention Center | Morehouse | Sheriff | 150 | 76 | 7.28 | 1,591 | 97,358 | None |
| 20. Natchitoches Transitional Work Program | Natchitoches | Sheriff | 48 | 71 | 8.46 | 5,017 | 94,589 | None |
| 21. Orleans Transitional Work Program (Warren McDaniel TWP) | Orleans | Sheriff | 150 | 35 | 8.20 | 5,647 | 8,832 | None |

| Facility Name | Parish | Operator | Approved Capacity (As of 6/26/2015) | Occupancy Rates (As of 6/26/2015) | Average Hourly Wage (FY 15) | Average Offender Savings Upon Release (FY 15) | Child and Family Support Paid (CY 15)* | Court-Ordered Restitution Paid (CY 15)* |
|---|-------------|--|-------------------------------------|-----------------------------------|-----------------------------|---|--|---|
| 22. Ouachita Parish Transitional Work Program - Female | Ouachita | Sheriff | 35 | 100% | \$7.30 | \$1,080 | \$33,235 | None |
| 23. Ouachita Parish Transitional Work Program - Male | Ouachita | Sheriff | 250 | 83 | 7.28 | 992 | 352,457 | None |
| 24. Rapides Parish Transitional Work Program | Rapides | Sheriff | 255 | 77 | 8.01 | 2,209 | 80,408 | \$9,268 |
| 25. Richland Parish Detention Center | Richland | Sheriff | 185 | 41 | 7.77 | 1,816 | 103,337 | None |
| 26. Richwood Correctional Center | Ouachita | Private - LaSalle Corrections, LLC | 259 | 62 | 8.05 | 1,513 | 177,327 | None |
| 27. Southwest Transitional Work Program - Female | Calcasieu | Private - Cedarwood Manor, Inc. | 100 | 99 | 8.71 | 1,589 | 9,982 | None |
| 28. Southwest Transitional Work Program - Male | Beauregard | Private - Louisiana Workforce, LLC | 250 | 65 | 10.04 | 1,659 | 96,075 | None |
| 29. St. Charles Correctional Center Transitional Work Program | St. Charles | Sheriff | 60 | 30 | 8.37 | 4,560 | 17,979 | None |
| 30. St. Mary Law Enforcement Center Transitional Work Program | St. Mary | Sheriff | 52 | 29 | 14.38 | 9,088 | 19,000 | None |
| 31. St. Tammany Parish Transitional Work Program | St. Tammany | Private - St. Tammany Workforce Solutions, LLC | 135 | 95 | 9.52 | 1,651 | 65,153 | None |
| 32. Tangipahoa Parish Jail | Tangipahoa | Sheriff | 85 | 73 | 8.97 | 4,547 | 21,561 | 6,905 |

| Facility Name | Parish | Operator | Approved Capacity (As of 6/26/2015) | Occupancy Rates (As of 6/26/2015) | Average Hourly Wage (FY 15) | Average Offender Savings Upon Release (FY 15) | Child and Family Support Paid (CY 15)* | Court-Ordered Restitution Paid (CY 15)* |
|---|------------------|------------------------------------|-------------------------------------|-----------------------------------|-----------------------------|---|--|---|
| 33. Terrebonne Transitional Work Program | Terrebonne | Private - Louisiana Workforce, LLC | 244 | 68% | \$9.16 | \$4,697 | \$155,833 | None |
| 34. Union Parish Prison | Union | Sheriff | 15 | 113 | 7.91 | 142 | 6,907 | None |
| 35. Vernon Correctional Facility | Vernon | Sheriff | 60 | 70 | 8.34 | 2,056 | 89,127 | None |
| 36. Webster Transitional Work Program (Bayou Dorcheat Correctional Center) | Webster | Sheriff | 90 | 66 | 8.64 | 2,010 | 54,315 | None |
| 37. West Baton Rouge Parish Transitional Work Program | West Baton Rouge | Sheriff | 262 | 87 | 8.45 | 2,653 | 83,945 | None |
| 38. West Feliciana Parish Transitional Work Program | West Feliciana | Private - Louisiana Workforce, LLC | 276 | 59 | 7.75 | 1,081 | 90,491 | None |
| Closed facilities during 2015 (Bossier Parish Transitional Work Program and CINC) | N/A | N/A | N/A | N/A | N/A | N/A | 4,619 | \$295 |
| Total | | | 5,278 | 62% | \$8.63 | \$2,686 | \$2,570,178 | \$19,184 |

*Corrections did not start requiring TWP facilities to submit this information until January 2015.

Source: Prepared by legislative auditor's staff using self-reported data from TWP facilities provided to Corrections.

APPENDIX D: REHABILITATIVE PROGRAMS

Comparison of Good Time¹ Programs Offered by TWP, Local Jails, and State Facilities² As of September 2015

| Number | Program Name | TWP Facilities | Local Jails | State Facilities |
|--------|--|----------------|-------------|------------------|
| 1 | Air Conditioning | | | √ |
| 2 | American Sign Language Intern | | | √ |
| 3 | American Sign Language Interpreter | | | √ |
| 4 | Ass. Degree of Gen. Studies | | | √ |
| 5 | Auto Body/Collision Repair | | | √ |
| 6 | Automotive Technology | | | √ |
| 7 | Barbering | | | √ |
| 8 | Basic Education (GED, Literacy, Special Education) | √ | √ | √ |
| 9 | Building Technology | | | √ |
| 10 | Cage Your Rage | √ | √ | √ |
| 11 | Carpentry | | √ | √ |
| 12 | Celebrate Recovery | √ | √ | √ |
| 13 | Commercial/Custom Sewing | | | √ |
| 14 | Communications Electronics | | | √ |
| 15 | Computer Specialist/Application/Operation/Support | | | √ |
| 16 | Cornerstone University | | | √ |
| 17 | Culinary Arts | | | √ |
| 18 | Didactic Program | | √ | |
| 19 | Diesel Power Equipment Technology | | | √ |
| 20 | Domestic Abuse Intervention Program (For Men) | | √ | |
| 21 | Drafting and Design | | | √ |

| Number | Program Name | TWP Facilities | Local Jails | State Facilities |
|--------|--|----------------|-------------|------------------|
| 22 | Electrician/Electronics | | | √ |
| 23 | Faith- and Character-Based Dormitory | | √ | √ |
| 24 | FDIC Money Smart for Young Adults | | √ | |
| 25 | Financial Management/Solutions to Poverty | | | √ |
| 26 | From the Inside Out | | √ | |
| 27 | General Construction | | | √ |
| 28 | Graphic Communications | | | √ |
| 29 | Hazeldon's A New Direction | | √ | |
| 30 | Healing and Eliminating Abusive Relationships Through Scripture (HEARTS) | √ | √ | |
| 31 | Heating | | | √ |
| 32 | Horticulture (including Golf Course Maintenance) | | | √ |
| 33 | Inner Healing | | √ | |
| 34 | Inside/Out Dad Program | √ | √ | √ |
| 35 | Job Life Skills (Vocational) | | | √ |
| 36 | Knowledge is the Effect Program | | √ | |
| 37 | LA Risk Management Model | √ | √ | √ |
| 38 | Life Skills Training Program | | √ | |
| 39 | Life's Healing Choices | | | √ |
| 40 | Living in Balance | √ | √ | √ |
| 41 | Malachi Dads | | √ | √ |
| 42 | Marketing Management | | | √ |
| 43 | Masonry | | | √ |
| 44 | Medical Office Specialist | | √ | |
| 45 | Men's Work | | √ | √ |
| 46 | Moral Reconciliation Therapy | | √ | √ |
| 47 | New Orleans Baptist Theological Seminary – Associate's Degree | | | √ |
| 48 | New Orleans Baptist Theological Seminary - Bachelor's Degree | | | √ |
| 49 | New Orleans Baptist Theological Seminary - Spiritual Growth Certificate | | | √ |
| 50 | Nurturing Parenting | √ | √ | √ |
| 51 | Office Systems Technology | | √ | √ |
| 52 | Offset Printing | | | √ |

| Number | Program Name | TWP Facilities | Local Jails | State Facilities |
|--------|--|----------------|-------------|------------------|
| 53 | Options Re-entry Program | | √ | |
| 54 | Our Best Interest (For Women) | | √ | |
| 55 | Outdoor Power Technology | | | √ |
| 56 | Partners in Parenting | √ | √ | √ |
| 57 | Pipefitter Fabricator | | | √ |
| 58 | Plumbing | | | √ |
| 59 | Praise Program | | √ | |
| 60 | Preparing for Success on the Outside | √ | √ | √ |
| 61 | Project 180 | √ | | |
| 62 | Residential Substance Abuse Treatment (RSAT) | | √ | |
| 63 | Residential Drug Abuse Program | | √ | |
| 64 | S.T.A.R. Long Term Program | | √ | |
| 65 | School of Faith Bible Institute | √ | √ | √ |
| 66 | Sex Offender Treatment | | √ | √ |
| 67 | Standardized Pre-Release Curriculum | √ | √ | √ |
| 68 | Strengthening Families | | | √ |
| 69 | Thinking for a Change | √ | √ | √ |
| 70 | True Freedom Program | | | √ |
| 71 | Understanding and Reducing Angry Feelings | √ | √ | √ |
| 72 | Upholstery Technology | | | √ |
| 73 | Ventilation and Refrigeration | | | √ |
| 74 | Victim Awareness | | | √ |
| 75 | Victory Bible Institute | | | √ |
| 76 | Welding | √ | √ | √ |
| 77 | Youthful Offender Program | | | √ |

¹ Offenders who participate in good time programs can potentially receive an earlier release date.
² This comparison only includes the programs offered in local jails that also offer TWP.
Source: Prepared by legislative auditor’s staff using data from Corrections and self-reported data from TWP facilities provided to Corrections.

APPENDIX E: OFFENDER JOB TITLES FY 2015

| TWP Offender Job Distribution | |
|--------------------------------------|-----------------------------|
| Occupation | Number of Offenders* |
| Laborer - General | 5,366 |
| Kitchen Worker - General | 571 |
| Factory Worker | 471 |
| Laborer - Construction | 407 |
| Dishwasher | 375 |
| Butcher/Meat Handler | 331 |
| Cook - Prep | 212 |
| Offshore - Deckhand | 202 |
| Cook - Line | 188 |
| Warehouse Labor | 173 |
| Cook - Grill | 171 |
| Landscaper | 161 |
| Shop Hand | 160 |
| Construction - General | 154 |
| AC Repair | 114 |
| Machinists | 98 |
| Welder | 89 |
| Automotive - Detailer | 81 |
| Automotive - Tire Technician | 81 |
| Detailer | 72 |
| Maintenance General | 68 |
| Farm Worker - Crop | 60 |
| Janitor | 58 |
| Welder/Fitter | 54 |
| Welder/Helper | 53 |
| Stock Clerk | 49 |
| Maids and Housekeeping Cleaners | 48 |
| Mechanic - Automotive | 41 |
| Offshore - Oil/Rigger | 40 |
| Automotive Technician | 36 |
| Carpenter | 34 |
| Cashier | 32 |
| Farm Worker - Animals | 30 |
| Heavy Equipment Operator | 28 |
| Porter | 28 |
| Electrician | 27 |
| Automotive - Paint and Body | 25 |

| Occupation | Number of Offenders* |
|---|----------------------|
| Metal Oxidizer | 24 |
| Offshore - Galley Hand | 24 |
| Painter | 24 |
| Cook - Baker | 20 |
| Mechanic - Small Engine | 17 |
| Plumber | 15 |
| Offshore - Roustabout | 13 |
| Receptionist | 8 |
| Cook - Caterer | 7 |
| Utility Hand | 7 |
| Offshore Operator | 6 |
| Office - Clerical | 4 |
| Offshore - Cook | 3 |
| Painter/Blaster | 3 |
| Service Technician | 3 |
| Pipefitter | 2 |
| Cement Finisher | 1 |
| Drywall Finisher | 1 |
| Offshore - Mechanic | 1 |
| Sandblaster | 1 |
| <p>*These numbers are higher than the total number of participants because one TWP participant may have had several different jobs in one year. Source: Prepared by legislative auditor's staff using self-reported data from TWP facilities provided to Corrections.</p> | |