Representative Cameron Henry Chairman



Representative Franklin Foil Vice Chairman

## FY19-20 HB 105 Review Department of Corrections

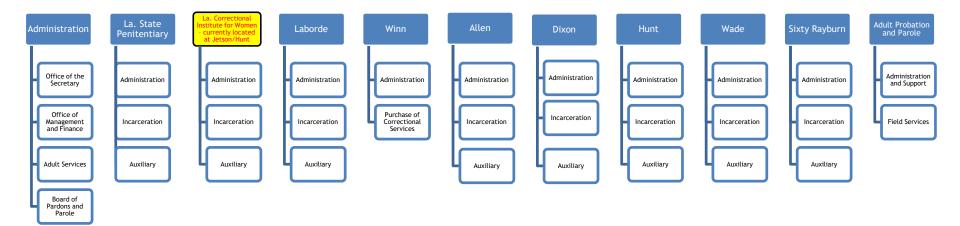
House Committee on Appropriations by the House Fiscal Division

April 15, 2019

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# **DEPARTMENT ORGANIZATION**



## DEPARTMENT FACILITIES MAP



# **DEPARTMENT FUNCTIONS**

#### Administration

- <u>Office of the Secretary</u>- Oversee development and implementation of departmental policy and to give direction and lend support in the administration, control, and operation of departmental programs and other activities related to offenders placed in state custody by the courts.
- <u>Office of Management and Finance</u>- Responsible for fiscal services, budget services, information services, food services, maintenance and construction, performance audit, training, procurement and contractual review and human resources of the department.
- <u>Adult Services</u>- Conducts operational audits of all adult institutions and local facilities, and assists all units with matters relative to the maintenance of American Correctional Association (ACA) accreditation. Adult services also handles offender grievance and disciplinary appeals, and oversight of local facilities.
- <u>Board of Pardons and Parole</u>- Board members are appointed by the Governor and confirmed by the Senate to recommend clemency relief for offenders who have shown that they have been rehabilitated and have been or can become law-abiding citizens.

### Adult Probation and Parole

- Functions as a "community services" division and consists of a headquarters office in Baton Rouge and 20 district offices throughout the state.
- Investigates adjudicated adult offenders for the courts and other decision makers.
- Supervises offenders placed on probation, parole, or work release.
- Enforces the conditions placed on the offender for release into the community.
- Includes two programs- administration and field services.

# DEPARTMENT OVERVIEW

### Louisiana State Penitentiary

- A maximum security facility, located at Angola, Louisiana, on an isolated 18,000- acre site in a bend of the Mississippi River. It was opened in 1901, and is the largest correctional facility in the south, and one of the largest in the United States.
- Within LSP's boundaries are the 2,000-man main prison and four "outcamps," which are largely selfcontained living units of various sizes.
- Main prison includes the reentry court offenders of East Baton Rouge, Orleans, and St. Tammany parishes. The program offers vocational training and social and mental health services for approximately 700 participants.
- The worst behaved, most violent offenders in the LSP population are placed in the court-approved Camp J Management Program.
- The LSP also houses Louisiana's death row and execution chamber.
- On the LSP grounds is a community of approximately 250 homes and 750 people (staff and family members), which is supported by a post office, community center, grocery store, and recreational facilities. The Louisiana State Penitentiary attained American Correctional Association (ACA) accreditation in January 1994 and has since maintained accreditation. LSP was removed from court oversight on April 7, 1999. The La. prison system had been under a federal court order to improve conditions and reduce violence in the units.



• Current operational capacity is 5,813.

# DEPARTMENT OVERVIEW

### Raymond Laborde Correctional Center

- Opened in October 1989 and is located near Cottonport in Avoyelles Parish.
- The prison is located on a 1,187-acre tract that includes 38 acres of vegetable fields and 80 acres on which the institution itself is sited.
- Offender living areas include four dormitories (including an honor dorm for offenders who maintain a very good institutional conduct record) and a working cellblock for maximum custody offenders.
- Current operational capacity is 1,433.

### La. Correctional Center for Women

- Presently closed due to flood. Female inmates are spread throughout the state at Angola, Hunt and the former Jetson youth facility until the prison can be repaired.
- Current capacity is 604 offenders at all 3 locations.

### Winn Correctional Center

- Now a jail, located on a 1,209-acre tract in Winn Parish and was opened in March 1990.
- Winn is a privately managed state correctional institution operated by LaSalle Corrections since Oct. 1, 2015.
  Previously the facility was operated by Corrections Corporation of America.
- Current operational capacity is 1,576 offenders.

### Allen Correctional Center

- Now operated as a state prison, located in Kinder and was opened in 1990 as a privately managed state correctional institution operated by Global Expertise in Outsourcing (GEO Group), Inc. GEO Group opted out of the contract and the state reopened the facility as state run prison. The state owns the building.
- The current operational capacity is 872 offenders.

# DEPARTMENT OVERVIEW

### **Dixon Correctional Center**

- Dixon Correctional Institute (DCI) is located on a 3,000-acre site in Jackson.
- The institution, which opened in 1976 as the first satellite facility built following the decision to decentralize the Louisiana State Penitentiary, is now a multi-security level institution.
- The current operational capacity is 1,800 offenders.

### David Wade Correctional Center

- Located in Claiborne Parish near Homer, this multi-level security institution, opened in 1980, and is located on approximately 1,500 acres of land.
- Offenders are housed in restrictive cellblocks, working cellblocks, or dormitories, according to their custody level, conduct, and needs.
- The current operational capacity is 1,224 offenders.

### Elayn Hunt Correctional Center

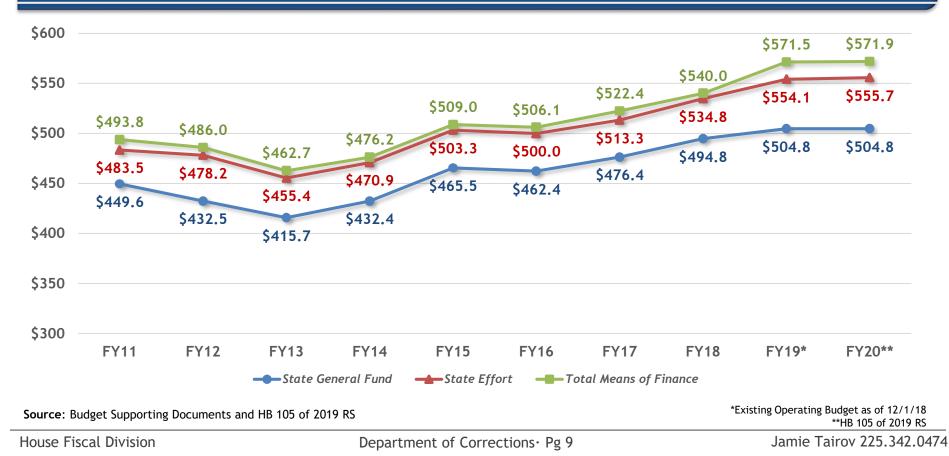
- Elayn Hunt Correctional Center (EHCC) opened in 1979 and is an adult male, multi-level security institution located at St. Gabriel.
- EHCC serves two major correctional functions. In addition to housing male offenders on a permanent basis, EHCC is the primary intake point of adult male offenders committed to the Department of Public Safety and Corrections (DPS&C). This function is known as the Hunt Reception and Diagnostic Center (HRDC). Elayn Hunt offers system-wide medical care.

### B.B. "Sixty" Rayburn Correctional Center

- A medium security facility located on a 1,025-acre site in Washington Parish. Formerly named Washington Correctional Institute, the facility opened in 1983, and has a maximum capacity of 1,314 offenders who must be eligible for release within 20 years. Offenders are housed predominantly in four dormitories. A fifth unit is a maximum custody working cellblock housing 108 offenders.
- The current operational capacity is 1,314 offenders.

• The operational capacity is 1,975.

# BUDGET HISTORY (IN MILLIONS)



# MAJOR SOURCES OF FUNDING

### Self Generated Revenue \$49.9 Million

- Court-ordered probation and parole fees by offenders to reimburse the dept. for the cost of their supervision.
- Inmate Auxiliary Accounts from each facility.
- Collection of telephone commissions.

### Statutory Dedications \$1 Million

- Sex Offender Registry Technology Fund.
- Adult Probation and Parole Officer Retirement Fund.

### Interagency Transfers \$14 Million

- Local Housing of State Adult Offenders- Criminal Justice Reinvestment Initiative Program.
- Louisiana Commission on Law Enforcement (LCLE).
- Louisiana Department of Education- Subgrantee Assistance.
- Prison Enterprises for utilities.
- Dept. of Transportation and Development for security costs associated with providing offender road crews.
- GOSHEP
- Louisiana Dept. of Health

### Federal Funding \$2.2 Million

#### Grants from:

- TTIG- Transitional Training.
- COPS- Child Sexual Predator Program.
- Co-Occurring Disorders Program.
- 2<sup>nd</sup> Chance Act
- Incentive Awards from Social Security Administration for identification of offenders receiving Social Security Benefits.

# FUNDING OVERVIEW

Means of Financing	FY 17-18 Prior Year Actual Expenditures	FY 18-19 Existing Operating Budget	FY 19-20 HB105	\$ Change from Existing	% Change from Existing	\$ Change from Actuals	% Change from Actuals
State General Fund	\$494,773,444	\$504,803,318	\$504,803,318	\$0	0.0%	\$10,029,874	2.0%
Interagency Transfers	\$4,523,136	\$15,139,341	\$14,024,103	(\$1,115,238)	(7.4%)	\$9,500,967	210.1%
Fees and Self-Gen Rev	\$40,010,882	\$48,278,011	\$49,877,094	\$1,599,083	3.3%	\$9,866,212	24.7%
Statutory Dedications	\$54,000	\$1,014,000	\$1,014,000	\$0	0.0%	\$960,000	1,777.8%
Federal Funds	\$674,800	\$2,230,697	\$2,230,697	\$0	0.0%	\$1,555,897	230.6%
Total Means of Finance	\$540,036,262	\$571,465,367	\$571,949,212	\$483,845	0.1%	\$31,912,950	5.9%

\$ 1.6 M Fees and Self-Generated

Replacing SGF with fees based on a projected increase in telephone commission collections in each of the facilities.

#### \$ 1.1 M IAT

Adjustment to eliminate funding related to an IAT agreement with Louisiana Workforce Commission Louisiana Rehabilitative Services grant.

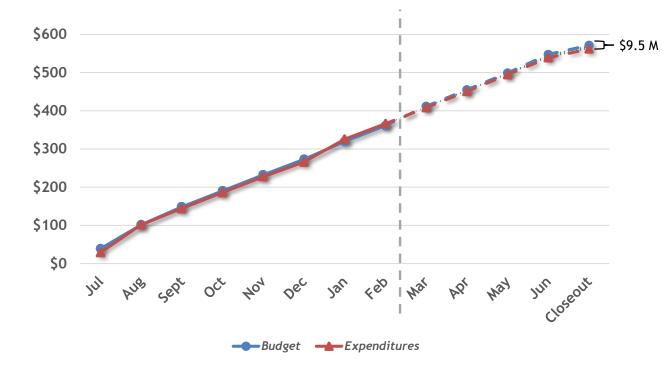
# AGENCY FUNDING

Agency Name	FY 17-18 Prior Year Actual Expenditures	FY 18-19 Existing Operating Budget	FY 19-20 HB105	\$ Change from Existing	% Change from Existing	\$ Change from Actuals	% Change from Actuals	Max Facility Capacity	FY 18 Cost/day/ Offender
Corr. Admin.	\$85,458,114	\$105,132,663	\$103,982,663	(\$1,150,000)	(1.1%)	\$18,524,549	21.7%	N/A	N/A
LSP/Angola	\$142,883,096	\$147,439,036	\$148,034,204	\$595,168	0.4%	\$5,151,108	3.6%	5,813	\$64.51
Laborde	\$30,207,192	\$30,862,607	\$31,117,880	\$255,273	0.8%	\$910,688	3.0%	1,808	\$44.51
LCIW	\$23,724,039	\$23,939,537	\$23,891,522	(\$48,015)	(0.2%)	\$167,483	0.7%	604	\$114.87
Winn	\$13,015,124	\$13,008,504	\$13,008,504	\$0	0.0%	(\$6,620)	(0.1%)	1,576	\$24.63
Allen	\$13,676,941	\$15,399,613	\$15,603,010	\$203,397	1.3%	\$1,926,069	14.1%	872	\$41.54
DCI	\$45,506,083	\$44,899,033	\$45,174,977	\$275,944	0.6%	(\$331,106)	(0.7%)	1,800	\$67.96
Hunt	\$62,551,160	\$63,656,238	\$63,831,647	\$175,409	0.3%	\$1,280,487	2.0%	1,975	\$85.15
Wade	\$27,793,221	\$28,031,177	\$27,943,749	(\$87,428)	(0.3%)	\$150,528	0.5%	1,224	\$60.46
Rayburn	\$25,312,125	\$25,598,428	\$25,862,525	\$264,097	1.0%	\$550,400	2.2%	1,314	\$50.43
Probation & Parole	\$69,909,167	\$73,498,531	\$73,498,531	\$0	0.0%	\$3,589,364	5.1%	N/A	\$3.08
Department Total	\$540,036,262	\$571,465,367	\$571,949,212	\$483,845	0.1%	\$31,912,950	5.9%	16,986	

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## CORRECTIONS FY 19 EXPENDITURE TREND



Analysis shows approximately \$9.5 million, or 1.6%, in total means of finance budget authority could be unspent at year-end based on actuals through February and projections through the remainder of the fiscal year. Based on historical expenditure trends, some funds will remain within each means of finance.

In FY 18, \$21.7 million, or 3.8%, was remaining at the end of the year. No general fund remained. \$10.9 million in IAT budget authority, \$9.2 million in fees and self generated revenue, and \$1.5 million in federal funds remained.

## ADJUSTMENTS IN HB 105

#### **Personal Services**

• \$203,329 in IAT and Fees and Self-Generated Revenue for personal services including market rate increases, salary base adjustments, retirement rate and base adjustments, group insurance adjustments and attrition.

#### Agency Specific Adjustments

- (\$1,150,000) decrease in IAT to eliminate funding related to an agreement with the Louisiana Workforce Commission so that Louisiana Rehabilitative Services program could provide basic skills and training for adult offenders.
- (\$176,735) decrease in projected telephone commissions at Louisiana Correctional Institute for Women and Wade Correctional Center.
- (\$8,908) decrease in IAT from the Department of Transportation and Development for offender work crews at the David Wade Correctional Center.
- \$1.6 M increase in Fees and Self-Generated Revenue in telephone commissions expected in LSP, Laborde, Allen, Dixon, Hunt and Rayburn Correctional Centers.
- \$43,833 increase in IAT from the Department of Transportation and Development for offender work crews at Allen, Hunt, and Rayburn Correctional Centers.

## POTENTIAL SGF ADJUSTMENTS

#### **Personal Services**

- \$8.3 M increase for the market rate adjustment for classified employees.
- \$7.1 M increase for the retirement rate adjustment.
- \$4.7 M increase for related benefits and group insurance.
- \$1.2 M increase for Civil Service Training Series
- (\$5.2M) decrease for Salary and attrition adjustments

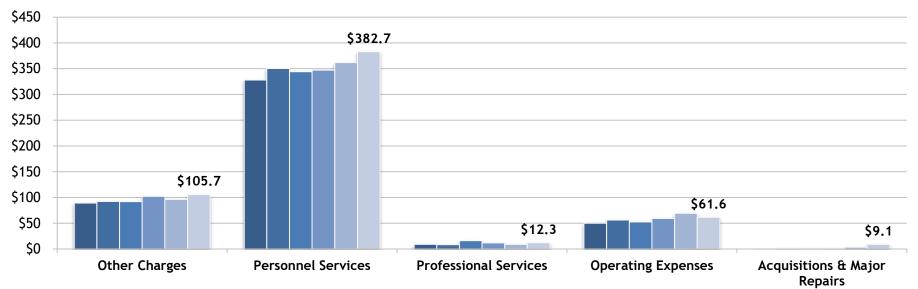
#### Statewide Adjustments

- \$3.4 M increase for risk management
- \$1.2 M increase for Office of Technology Services (OTS)
- \$0.2 M increase for all other adjustments

#### Agency Specific Adjustments

- \$3.3 M increase to provide funding for shift differential pay for Correctional Security Officers (CSO's), not yet approved by Civil Service.
- (\$1.6M) replace SGF with Fees and Self-Generated Revenue due to projected increase in telephone commission collections.

# EXPENDITURE HISTORY



Fiscal Year: 2013-14 2014-15 2015-16 2016-17 2017-18 2018-19 EOB

Source: Budget Supporting Documents and HB 105 of 2019 RS

# **OTHER CHARGES ITEMS**

AMOUNT	DESCRIPTION
\$25,503,931	Funding for the delivery of healthcare services to offenders.
\$12,798,310	Per diem payments for the care of offenders, medical costs, hospital security and DOTD work crew for Winn Correctional.
\$4,800,000	Expenditures related to the annual Angola Prison Rodeo events- LSP Auxiliary Account.
\$3,000,000	Operational expenditures for Winn Correctional Center.
\$1,132,811	Federal grant from Dept. of Justice for three programs.
\$750,000	Increase in federal funding for the Justice Reinvestment Initiative.
\$700,000	Expenditures associated with the Louisiana Opioid State Targeted Response Grant.
\$306,400	Grant from LTCTS for Adult Education to hire contract teacher aides.
\$300,000	P&P substance abuse treatment
\$281,945	Interagency Grants from LA Department of Education for educational supplies.
\$198,539	Certified Treatment and Rehabilitation Program (CTRP) expansion.
\$117,899	Residential Substance Abuse Grant from LCLE for Hunt Correctional.
\$107,000	copies, reimbursements, etc.
\$75,000	Discharge pay for released offenders.
\$24,460	SCAAP grant from the U.S. Dept. of Justice to offset costs of services provided for the federal government.
\$14,887,015	Purchase of supplies for canteen operations at all facilities.
\$41,943,790	Various interagency transfers which includes medical services to LHSC, Office of Technology Services, Risk Management, Legislative Auditor, etc.

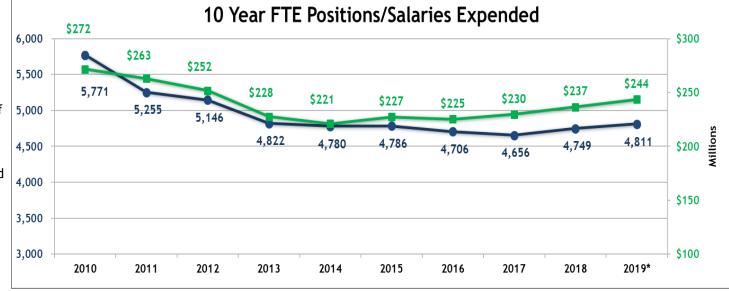
Source: Proposed Budget Supporting Documents

# **PERSONNEL INFORMATION**

#### Authorized Positions

FY 19-20

- 4,899 (4,827 classified and 72 unclassified)
- DOC had 278 vacancies as of 12/1/2018
- 0 Other Charges Positions
- 23 Non-T.O. FTE Positions
- 0 Vacancies were eliminated



Source: Data from the Dept. of Civil Service and the Budget Supporting Documents

## **CORRECTIONS DEBT SERVICE-** SCHEDULE 20-923

Means of Financing	FY 17-18 Prior Year Actual Expenditures	FY 18-19 Existing Operating Budget	FY 19-20 HB 105	\$ Change from Existing
State General Fund	\$5,049,828	\$5,050,566	\$5,079,780	\$29,214
Interagency Transfers	\$0	\$0	\$0	\$0
Fees and Self-Gen Rev	\$0	\$0	\$0	\$0
Statutory Dedications	\$0	\$0	\$0	\$0
Federal Funds	\$0	\$0	\$0	\$0
Total Means of Finance	\$5,049,828	\$5,050,566	\$5,079,780	\$29,214

The increase from FY 19 to FY 20 of \$29,214 consists of the following adjustments:

- \$41,214 Adjustment to provide for an increase in the debt service payment for the Energy Services Contract due to normal increase in the subsidy payments, maintenance charges, as well as the bank's management fees.
- (\$12,000)- Adjustment to decrease the annual changes in interest and principal for service on the bonds for the Steve Hoyle Rehabilitation Center based on the amortization schedule.
- FY 20 principal and interest payments are:
- \$2,989,554 for the Steve Hoyle Rehabilitation Center
- \$2,090,226 for the ESCO contract

Provides for the principal and interest payments for the Louisiana Correctional Facilities Corporation (LCFC) Lease Revenue Bonds which were sold for the construction, improvement, or purchase of correctional facilities.

Currently making payments on two bonds

- Energy Services Company (ESCO)
  - Bonds totaling \$30,318,245
  - Sold in FY 2011.
  - Used for equipment and other improvements that were designed to manage utilities more efficiently, which will result in a yearly savings to the institutions.
- Steve Hoyle Rehabilitation Center
  - Bonds totaling \$30,531,075 in principle, interest, and fees.
  - Sold in FY 2008.
  - Purchase of the Steve Hoyle Rehabilitation Center in Tallulah.
  - Department of Corrections had been leasing the facility since 2004.
  - Initial payment made in December 2007.
  - The facility was closed as a state-run facility effective July 1, 2009.
  - The Madison Parish Sheriff's Office currently utilizes it as a local correctional facility for the housing of adult female offenders in state custody.
  - Final payment on the bonds is scheduled for FY 20.

## LOCAL HOUSING OF STATE ADULT OFFENDERS

Means of Financing	FY 17-18 Prior Year Actual Expenditures	FY 18-19 Existing Operating Budget	FY 19-20 HB 105	\$ Change from Existing	% Change from Existing	\$ Change from Actuals	% Change from Actuals
State General Fund	\$163,217,765	\$176,885,680	\$161,221,046	(\$15,664,634)	(8.9%)	(\$1,996,719)	(1.2%)
Interagency Transfers	\$0	\$0	\$0	\$0	0.0%	\$0	0.0%
Fees and Self-Gen Rev	\$0	\$0	\$0	\$0	0.0%	\$0	0.0%
Statutory Dedications	\$14,498,154	\$0	\$0	\$0	0.0%	(\$14,498,154)	(100.0%)
Federal Funds	\$0	\$0	\$0	\$0	0.0%	\$0	0.0%
Total Means of Finance	\$177,715,919	\$176,885,680	\$161,221,046	(\$15,664,634)	(8.9%)	(\$16,494,873)	(9.3%)

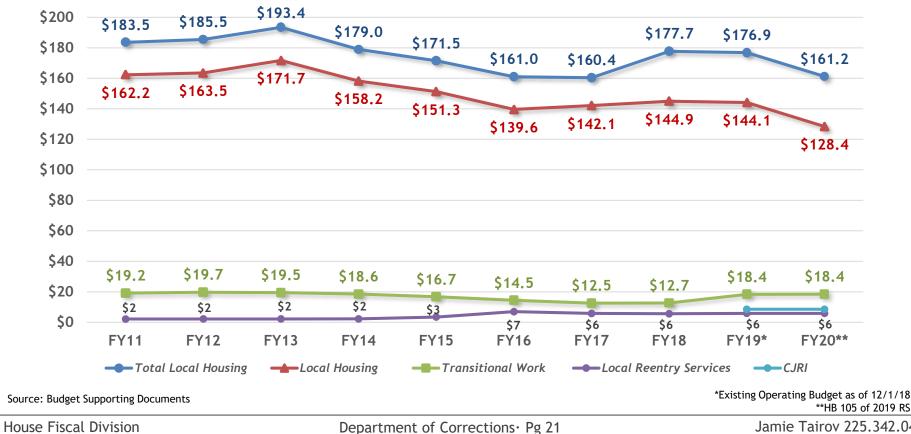
#### Located in Schedule 20- Other Requirements in HB 105

- Provides housing to state inmates in local jail facilities. The daily rate remains at \$24.39 per day per offender.
- Provides funding for the Transitional Work Program.
- Provides funding for local reentry services
- Provides for funding of the Criminal Justice Reinvestment Initiative.

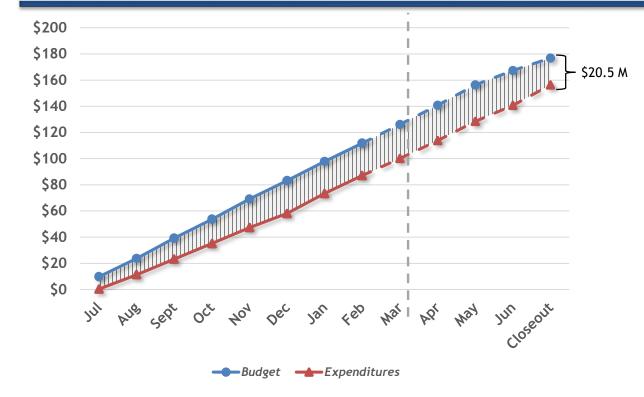
#### \$15.7 M General Fund

- (\$4,000,000)- reduced funding provided for parole holds.
- (\$5,216,549)- reduced funding provided to sheriffs for housing state adult offenders in local jails.
- (\$6,498,075)- reduced to align housing payments to projected offender population.
- \$49,798- provides one additional day of per diem payments to account for leap year.

# LOCAL HOUSING BUDGET HISTORY (IN MILLIONS)



## LOCAL HOUSING FY 19 EXPENDITURE TREND



Analysis shows approximately \$20.5 million, or 12%, in General Fund budget authority could be unspent at year-end based on actuals through February and projections through the remainder of the fiscal year.

This analysis assumes that all funds will be expended within the reentry programs and Justice Reinvestment Initiative programs. It also takes into account the reduced number of offenders in the state local housing program that were projected by the department.

### CRIMINAL JUSTICE REINVESTMENT INITIATIVE SAVINGS CALCULATOR

#### Act 261 of the 2017 Regular Session

Beginning in FY 2019, the JRI savings breakdown will be as follows:

- 30% of the calculated savings for Justice Reinvestment will be returned to the State General Fund.
- 20% will go to the Office of Juvenile Justice (OJJ).
- 50% of the savings go to the Department of Public Safety and Corrections. Of this amount:
  - 30% is to award incentive grants to parishes, judicial districts, and nonprofit community partner organizations to expand evidence-backed prison alternatives and reduce admissions to the state prison system, or reduce recidivism.
  - 20% will go to the Louisiana Commission on Law Enforcement (LCLE) and the Administration of Criminal Justice to award competitive grants for victims services.
  - The remaining amount will be for targeted investments in reentry services, community supervision, education and vocational programming, transitional work programs, and contracts with parish jails and other local facilities that house state inmates to incentivize expansion of recidivism reduction programming and treatment services.
- In FY 2018, no funds were allocated to the Office of Juvenile Justice. Implementation of the 20% to that agency began in FY 2019 and is to continue in future years.

## FY18 CRIMINAL JUSTICE REINVESTMENT INITIATIVE

#### FY 2018 SAVINGS / INVESTMENT DISTRIBUTION

	30% to State	70% to Justice Re-Investment					
TOTAL SAVINGS	State General Fund	30% Grants	20% LCLE Victim Serv.	50% DOC Inv	Total		
\$12,203,000	\$3,660,900	\$2,562,630	\$1,708,420	\$4,271,050	\$8,542,100		

MONTH	BASE POPULATION 10/31/2017	PROJ POST- CJR POPULATION	DIFFERENCE	NET SAVINGS FY 2018
October-17	35,961	35,961	0	\$0
November-17	35,961	33,968	1,993	\$1,108,526
December-17	35,961	33,739	2,222	\$1,253,597
January-18	35,961	33,487	2,474	\$1,462,278
February-18	35,961	33,389	2,572	\$1,546,814
March-18	35,961	33,269	2,692	\$1,822,933
April-18	35,961	33,417	2,544	\$1,592,179
May-18	35,961	33,425	2,536	\$1,644,496
June-18	35,961	33,186	2,775	\$1,772,177
				\$12,203,000

Source: DOC documents

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## FY19 CRIMINAL JUSTICE REINVESTMENT INITIATIVE

#### FY 2019 SAVINGS / INVESTMENT DISTRIBUTION

TOTAL	30% to State	20% to OJJ	20% to OJJ 50% Justice Re-Investment			
SAVINGS	State General Fund	O11	30% Grants	20% LCLE Vic	50% DOC Inv	TOTAL
\$16,663,181	\$4,998,954	\$3,332,636	\$2,499,477	\$1,666,318	\$4,165,795	\$8,331,591

MONTH	BASE POPULATION 10/31/2017	PROJ POST- CJR POPULATION	STATE ADJUST	DIFFERENCE	NET SAVINGS FY 2019
July-18	35,961	32,648	-300	3,013	\$2,207,625
August-18	35,961	32,684	-300	2,977	\$2,181,248
September-18	35,961	32,612	-300	3,049	\$2,234,002
October-18	35,961	32,799	-300	2,862	\$2,096,987
November-18	35,961	32,450	-300	3,211	\$1,244,174
December-18	35,961	32,397	-300	3,264	\$1,137,936
January-19	35,961	32,065	-300	3,596	\$1,172,511
February-19	35,961	32,174	-300	3,487	\$1,008,111
3/1/2019*	35,961	32,169	-300	3,492	\$735,655
4/1/2019*	35,961	32,179	-300	3,482	\$959,082
5/1/2019*	35,961	32,191	-300	3,470	\$897,973
6/1/2019*	35,961	32,167	-300	3,494	\$787,877
					\$16,663,181

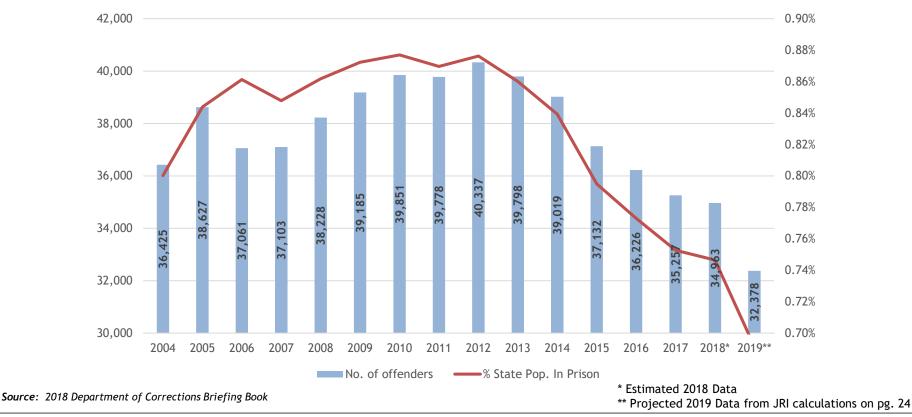
\* Projected population

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Source: DOC documents

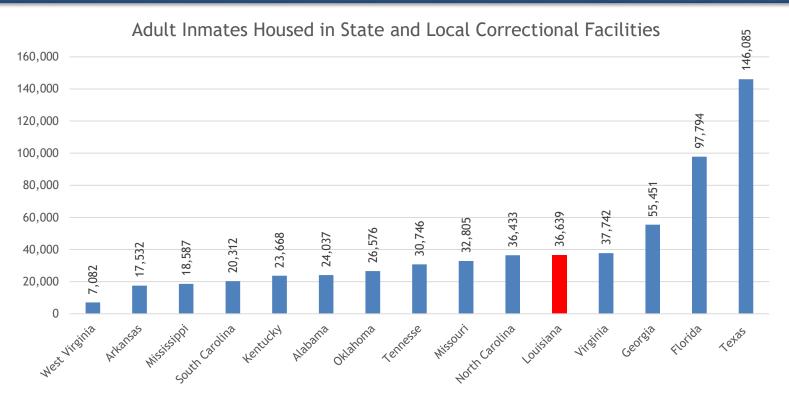
# **15-YEAR OFFENDER HISTORY**



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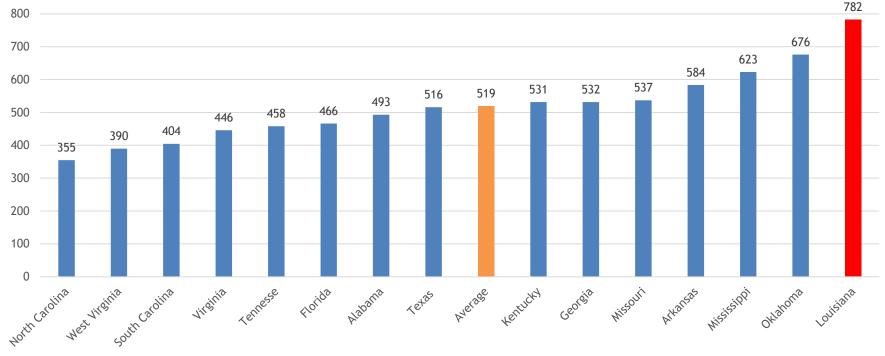
### 2017 SOUTHERN REGION STATE INMATE POPULATION



Source: 2017 LFO report to the Southern Legislative Conference

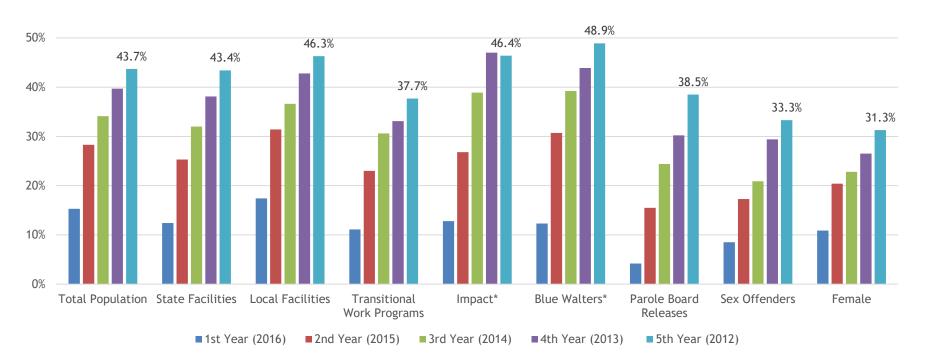
### 2017 SOUTHERN REGION STATE INMATE POPULATION PER 100,000

#### State Inmate Population per 100,000



Source: 2017 LFO report to the Southern Legislative Conference

# LA. RECIDIVISM RATES

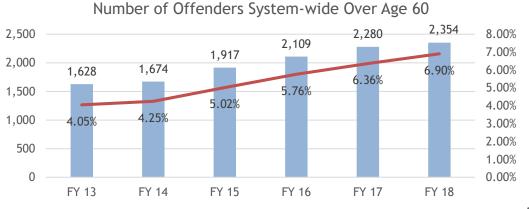


\* Programs no longer operating. Will not track in future years.

Source: DOC Briefing Book FY 18

60%

## COST DRIVERS



Number of Offenders System-wide Over Age 60

-----Offenders Over Age 60 as a Percentage of System-wide Population

Average Age of Offenders System-wide 37.50 36.80 37.00 36.60 36.50 36.20 36.00 35.70 35.50 35.50 35.00 34.50 FY 13 FY 14 FY 15 FY 16 FY 17 FY 18

**Source:** LaPAS Performance Indicator Tracking- Division of Administration, DOC data

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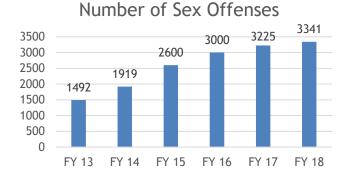
## COST DRIVERS

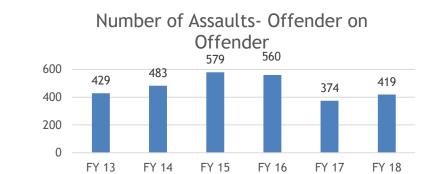
Source: LaPAS Performance Indicator Tracking- Division of Administration

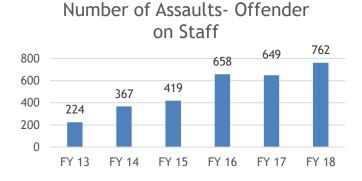
#### Correctional Security Officer Turnover Rate \*



\* Average of all facilities, except Winn and Allen







# DEPARTMENT CONTACTS



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