

A STUDY OF ADULT CORRECTIONS IN LOUISIANA

--A report prepared by the Louisiana Advisory
Committee to the United States Commission
on Civil Rights

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LETTER OF TRANSMITTAL

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May 1976

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Sirs and Madam:

During early 1974, the Louisiana Advisory Committee, as part of the Commission's national prison project, conducted a 2 1/2-day open meeting in Baton Rouge, Louisiana, to receive information on adult correctional institutions in this State. This report is based in part on the open meeting.

The Advisory Committee found the cold written word to be no substitute for actual visits to the penal institutions. While we witnessed some dramatic changes in our system of adult corrections, we were dismayed at some of the conditions in these institutions, especially those in the Louisiana State Penitentiary located at Angola.

In our report, we chose to deal with facts, not emotions. Our primary concern was to find the best way for Louisiana to deal effectively with the basic problem of corrections - how to provide treatment that will enable offenders to return to society as useful citizens, yet maintain their rights and dignity in an institutional setting.

In addition to examining the adult penal institutions, specific issues include inmate housing conditions, work assignments, health and medical care, visitation and correspondence rights, legal services, disciplinary procedures, rehabilitation programs and vocational training, and inmate representation.

We are offering many recommendations. They are directed mainly to the Louisiana Department of Corrections, the State Legislature, and the Governor. Every attempt has been made to relate these recommendations to the present political, social, and economic realities in this State.

It is our hope that the Commission will support our recommendations and use its influence to help reform the adult penal system in this State.

Respectfully,

/s/

J. D. DE BLIEUX
Chairperson

ACKNOWLEDGMENTS

The Advisory Committee wishes to thank the staff of the Commission's Southwestern Regional Office, San Antonio, Tex., for its help in the preparation of this report.

Charles Miles, no longer with the Commission, was the overall field coordinator for this project, assisted by Lucy Edwards, now with the Commission's Office of General Counsel; Gloria M. Cabrera, regional attorney; Ernest J. Gerlach, writer/researcher; and Norma Valle, secretary. All worked under the direction of J. Richard Avena, regional director.

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Look at the Convict

By: Allen, Wm. T.
73236-Angola

...look at that...look at them...the convicts
...they are walking...smiling...they are walk-
ing and smiling and they are dead...to be sure
they are dead...they are in Hell...burning...
crying...hummmmm...why did that one smile...why
...why...why don't he lay down and die...he is
dead...he is dead...look at the convicts...look,
they are walking...they are walking but they are
dead...they are dead...in Hell, smiling and dead
...and walking...blood...blood...hold it...hold
it...dead...dying...decadent...doomed...damned
dead...dead...the smile...it is a grin...yes...
a grin...the facade of misery...torment...terror
torture and man's inhumanity to man...hell, that
is no smile...a frown...contempt...a grimace...
an insidious distortion of flesh...a web spun
across the identity of man...no...no...not man
...a convict...not man...convict...prisoner...
a penitent...penitent...penitent hell...there is
no penance here...only survival...suffering yes
...nothing smacking penance...the convict is
walking...he is walking...wounded...he is hurt
...he is hurt...he is trying to strike out at
his tormentor...he is smiling...no...no...it is
a frown...watch out...the convict is walking...
he is hurt...he is looking for his tormentor...
the convict is dead...walking...he is dead...
stop the dead...stop the dead...how...how...how
...he killed himself...the convict killed him-
self...Society just buried him in a tomb...I
mean buried him in a cell...a prison...he is dead
but he is walking...the convict is dead but walking
...the grave...the prison...the tomb...WATCH OUT...
the convict is walking...hurt...searching...angry...
mean...mad...maniac...hurt...hurt...grinning...sullen
...wounded...the convict killed himself and someone
...someone...someone...someone...mutilated his mind
...Look at the convict; he is walking out of the grave
...out of the tomb...out of the house of the dead...
out of prison...hummmmm...the convict is walking and
wounded...how much is he hurt...how much???? Do not
say you do not care how much he is hurt for he is now
among you.....walking.

This is Angola Prison
This is a prisoner
Look at him
He is walking

I. INTRODUCTION

On January 30, 31, and February 1, 1974, the Louisiana Advisory Committee to the United States Commission on Civil Rights met in open session in the State Department of Education Building in Baton Rouge, Louisiana, to receive information on adult correctional institutions in their State. Testimony was received from State officials, prison administrators, former and current inmates, representatives from professional associations and community organizations, and employees of the Louisiana Department of Corrections.

This study is part of a larger Commission inquiry into conditions in State and Federal correctional institutions in selected States. The Louisiana study is one of 14 State Advisory Committee projects throughout the country. Each of these projects will be considered by the Commission in preparing a statutory report on prison conditions.

The Commission's prison project was created by expert consultant Donald Goff, former general secretary of the New York Correctional Association and a former member of the Goldman Panel, appointed by New York Governor Nelson A. Rockefeller after the Attica riot in September 1971 to protect the constitutional rights of inmates of that institution. The prison project is designed to accomplish the following: (1) develop information on the need for a set of guidelines to establish basic rights of inmates; (2) develop information on the extent to which women and minority inmates, in particular, are denied opportunities or rights afforded to the general prisoner population, and whether the adoption of uniform minimum standards of treatment will improve the lot of these groups; and (3) develop evidence and support for such minimum standards and for a set of model prisoner rights.

Mr. Goff prepared a set of Minimum Civil and Human Rights for Sentenced Inmates in Correctional Institutions, a working baseline to be used as an instrument to elicit response and ideas from individuals and organizations participating in the study. The rights incorporated in this baseline were derived from principles established by the courts; from models designed by such organizations as the American Correctional Association, the United Nations, and the National Advisory Commission on Criminal Justice Standards and Goals; and from Mr. Goff's own experience.

This report is based on the open meeting held in Baton Rouge and on broad investigations of Commission staff. The report discusses the history of adult corrections in Louisiana and briefly describes the Louisiana Department of Corrections, the State's adult penal system, how it operates, its staffing patterns, and comparisons of the three institutions that make up the adult correctional system. Three sections examine each of the adult facilities in detail. The final section of this report incorporates the findings and recommendations of the Advisory Committee.

Although the Advisory Committee narrowed its inquiry to cover only the State's adult penal institutions, it is aware that adult corrections are only part of the total criminal justice picture. Much testimony was received during the open meeting concerning conditions in juvenile facilities, parish prisons, city jails, and in other phases of corrections. These matters are of vital concern to the Committee and will be considered in later projects.

II. A SHORT HISTORY OF ADULT CORRECTIONS IN LOUISIANA

Adult corrections in Louisiana have long centered on the Louisiana State Penitentiary at Angola. The history of this prison reflects the development of penology in the State.

The Louisiana State Penitentiary was founded by an act of the Louisiana Legislature in 1832. The prison was originally established in Baton Rouge in 1834 and began operations in 1837.¹

Several years later in 1844, the Governor of Louisiana set a precedent that would have profound implications on the development of penology in the State. The Governor leased the entire prison industry for a period of 5 years to private interests. This leasing arrangement proved to be so profitable that in 1848 provisions were written into the original contract to give the State 25 percent of all the profits. In 1850 the State passed legislation to lease all the prisoners and require them to work for a single lessee. At this time, the State also appointed a warden to see that prisoners were not being abused. Fifty years later, after much controversy, the State decided that it was not in the best interests of the prisoners to lease them. With this decision, an important era in Louisiana corrections came to an end.

In 1900 the Prison Control Board (the agency governing the prison at that time) purchased an 8,000 acre farm called Angola, located at the bend of the Mississippi River near Tunica. Shortly

1. State of Louisiana, Louisiana Commission on Law Enforcement and Administration of Criminal Justice, Louisiana Adult Corrections -- New Directions (1970), pp. xvii-xviii (hereafter cited as Louisiana Adult Corrections -- New Directions).

thereafter, a prison farm was established on that site. This initial purchase was later augmented by additions of land amounting to 10,000 acres located largely in Tunica Hills, which surround the prison on three sides.²

Up to 1917 the farm at Angola served as a branch of the main prison in Baton Rouge. In 1917, the administrative offices and all the prisoners were transferred from Baton Rouge to Angola. This move to Angola ushered in a new era for adult corrections in Louisiana.

The population in Angola continued to grow, and along with this increase came additional problems. Mass inmate strikes, riots, and other disturbances eventually brought dramatic attention to conditions in the prison. When 37 prisoners sliced their heel tendons in a protest against brutality in the prison, Gov. Earl K. Long appointed a special committee in April 1951 to investigate conditions at the penitentiary. This committee -- composed of 34 citizens including newspaper and radio reporters, judges, and law enforcement officers -- was shocked and dismayed at the conditions existing in Angola. Sensational charges of brutality, filthy conditions, rampant homosexual activity, the use of inmates as armed guards, the almost complete absence of treatment programs, and the lack of medical facilities shocked the people of Louisiana.³

In 1952 the conditions in Angola became a major issue in the gubernatorial election. Robert Kennon was elected Governor and immediately pushed for prison reform. The legislature, caught up in the reform movement, appropriated nearly \$8 million for a new prison construction program.⁴

In 1953 a new penitentiary complex at Angola was started as part of the overall prison program. Professional correctional personnel were recruited from outside the State. Many inmate guards were replaced by trained correctional officers. Correctional personnel were placed under civil service, and inservice training programs were started. Corporal punishment and other forms of harsh treatment were abolished. Educational and vocational training, medical services, and other rehabilitation programs were established.

2. Ibid., p. xviii.

3. "A Look at Angola -- A State Prison Complex Is Beset With Troubles," Times Picayune, Apr. 9, 1967.

4. Louisiana Adult Corrections -- New Directions, p. xx.

In 1958 the Louisiana Correctional Institute began operations at DeQuincy. In 1960 the name was officially changed to Louisiana Correctional and Industrial School. This institution was designed to accommodate first offenders who were sentenced to Angola. The concept behind this facility was to provide better treatment environment for young first offenders who had the greatest potential for rehabilitation.⁵

An offshoot of this reform movement was the establishment of a "Forgotten Man's Committee." This committee, composed of many well-known citizens throughout the State, was given the task of interviewing inmates in Angola to determine if any had been literally forgotten by the State. A number of subcommittees made individual studies of each prisoner's case. As a result, the committee took 222 names to the State pardon board for further review. One hundred and seven of these were subsequently released from Angola.⁶

The committee also produced a blueprint for revitalization of the penal reform movement in Louisiana. In 1958 it proposed an expanded professional probation and parole system and a department of corrections to coordinate the rehabilitation of prisoners. In addition, it advocated a professionally trained parole board, which would have jurisdiction over all prisoners after they served 1 year (except for narcotics violations). These proposals, however, ultimately died from public and political indifference.⁷

The reform trend continued until the early 1960s when serious cuts were made in penitentiary operating funds during Governor Jimmie H. Davis' administration. In 1962 more than \$1 million, nearly one-third of the total prison budget, was slashed by the Davis administration. As a result, operating costs were drastically reduced. Approximately 100 employees, most of whom were professional correctional personnel, were released. Rehabilitation programs were cut; maintenance of prison facilities and equipment was postponed. Conditions deteriorated as further cuts were made in the budget. The results of these cuts were to stifle reform and reduce the impact of the changes that had been made in the previous years. After 1962

5. State of Louisiana, Louisiana Department of Corrections, Louisiana Correctional and Industrial School, Annual Report: July 1, 1972 - June 30, 1973 (1973), p. 5.

6. Louisiana Adult Corrections -- New Directions, p. xxii.

7. Ibid.

there was a steady period of decline in facilities, personnel, and treatment programs in the adult penal system; the impetus for correctional reform was all but forgotten.⁸

In 1967 the Times Picayune reported that there was still a lack of trained security personnel in Angola. Sexual attacks on inmates were still a problem. Because of insufficient personnel, the educational program persistently lost ground.

The Times Picayune also reported in 1967 that the legislature felt that the penitentiary should become self-supporting and that the Board of Institutions believed their main function was to produce a profit rather than rehabilitate prisoners.⁹

An editorial in the Times Picayune, dated April 17, 1967, stated some of the problems facing Angola:

Conditions at Angola seem to have slowly improved despite effects of politics on administration and a needless turnover in top personnel. The prison performs its function as a lockup to keep felons off the backs of citizens. But at the same time, the limitations of its facilities and trained personnel probably make it as much a school for crime as one of rehabilitating prisoners. It plainly suffers from a lack of equipment, proper type of housing, and trained guards and instructors to perform as it should.¹⁰

In late 1967 Gov. John J. McKeithen placed Lt. Gen. David Wade (USAF - Retired) in charge of the correctional system in Louisiana with full authority to make needed changes. In 1968 an \$11.5 million improvement program was designed to alleviate some of the more obvious shortcomings of the penal system. Almost \$8 million of the funds made available under the improvement program were earmarked for capital improvements. Included in those proposed plans were a new women's prison to be constructed at St. Gabriel (completed in 1973),

8. "A Look At Angola -- A State Prison Complex Is Beset With Troubles," Times Picayune, Apr. 9, 1967.

9. "A Look At Angola -- Prison Conditions Better, But Changes Are Still Needed," Times Picayune, Apr. 15, 1967.

10. "Why Not Up-Date Angola," Times Picayune, Apr. 17, 1967.

a new first offenders prison at New Orleans and additional funds for the completion of a juvenile institution at New Orleans, renovations at two camps at Angola for housing prisoners, and additional classroom space at the Louisiana Correctional and Industrial School. In addition, \$450,000 were earmarked for hiring 100 new correctional officers at Angola to eliminate the use of inmate guards.¹¹

Despite the attempts to alleviate some of the more obvious problems at the prison, serious deficiencies continued to plague Angola. In February 1968 one newspaper reported that the penitentiary housed a sodomy ring, a narcotics operation, and a moonshine still. Neil Lamont, then director of treatment for the State Department of Institutions (later renamed the Louisiana Department of Corrections by the 1968 legislature), alleged that, "The system at Angola was a corrupt system and it was operated by the inmates....The inmates themselves actually set the standards and controlled the prison."¹²

From 1968 to early 1971 tension within the adult penal system continued to increase. In March 1971 a group of attorneys from the young lawyers section of the American Bar Association on a prison visitation and reform mission for U.S. Chief Justice Warren Burger, harshly criticized the conditions at Angola as "archaic," "medieval," and "pure squalor."¹³

Serious problems also plagued the women's prison at St. Gabriel. In April 1971 seven female inmates were allegedly beaten by guards and gassed repeatedly. In August of that year, a suit was filed by inmates of the institution aimed at halting alleged cruel and unusual punishment in that facility. The suit, submitted by the inmates and subsequently upheld by District Judge E. Gordon West, asked that the inmates involved be given the opportunity to defend themselves in cases involving internal disciplinary action. The suit also attempted to have the following actions at St. Gabriel declared unconstitutional: (1) the imposition of disciplinary action without orderly, fair, and constitutional procedures; (2) solitary confinement under circumstances and conditions which are cruel and unusual; and (3) punitive transfer of prisoners without notice or reason.¹⁴

11. "The State of the Big Yard - Angola Training Program Limited," Shreveport Journal, Jan. 16, 1968.

12. "White Told To Quit Top Post At Angola," Morning Advocate (Baton Rouge), Feb. 8, 1968.

13. "Team of Inspectors Critical of La. Pen.," Sunday Advocate (Baton Rouge), Mar. 21, 1974.

14. Pat Terrell et al. v. Louis M. Sowers et al., Civil No. 71-260 (E.D.La., filed Aug. 5, 1971).

A year later tension in Angola reached an explosive point. A suit seeking to order Angola to institute security measures recommended earlier by a West Feliciana Parish Grand Jury was filed by correctional officers in the wake of a murder of a guard at the penitentiary.¹⁵ The suit alleged that because of a lack of sufficient personnel and appropriate security measures, correctional officers were in constant danger of serious bodily harm or death from the inmates.¹⁶

It was further alleged that there was constant turmoil among inmates in attempts to start riots and dissension against guards and correctional officials. The suit also alleged that there was insufficient personnel at the prison; that the classification of prisoners was not effective; and that there were no effective or sufficient measures to discipline inmates who violated the institution's regulations.

The seriousness of the conditions at Angola were underscored in an article published in the Morning Advocate -- a leading Baton Rouge newspaper -- which reported that although there were more than 3,500 inmates in custody at the prison, there were only 600 employees, of whom 360 were classified as correctional officers. More than 100 inmates were still being used as guards.¹⁷

Problems in the Louisiana penal system have changed little over the past 2 decades. In his study of the penal system, Dr. Mark. T. Carleton, assistant professor of history at Louisiana State University in Baton Rouge, indicated three factors which influenced the development of corrections in this State:

(1) public opinion, the ultimate arbiter of policy formation in a democracy, has in Louisiana generally ignored the penal system and has been disinclined to bestow upon it the kind of support readily bestowed upon other State agencies; (2) political control of the penal system has easily occupied the near-vacuum caused by public apathy, with the result that penal policy on all levels in Louisiana has been formulated

15. West Feliciana v. Henderson et al., Civil No. 5050 (W.D., La., filed July 19, 1972).

16. Ibid., Petition for Intervention of Andrew J. Dunn at 2.

17. "Suit on Penitentiary Security Is Continued," Morning Advocate, Aug. 30, 1972. Statistics were verified by the Louisiana Department of Corrections.

exclusively by politicians who have been unable until recently to subordinate completely penological objectives to political considerations of cost, race, and patronage; (3) modern penology, with its necessarily high costs, professional personnel, and popularly exaggerated overtones of convict-coddling, has had a difficult time supplanting the old ways in Louisiana, where public officials have preferred to utilize the penal system as a patronage mill, where public opinion has been satisfied when it could be assured that convicts were being punished, and where both public officials and public opinion have long agreed that the least expensive penal system is the most desirable one.¹⁸

Rev. William Barnwell, president of Community Action for Corrections, a citizens' group concerned with penal reform, asserted at the open meeting in Baton Rouge that the public in Louisiana, for the most part, has never been sympathetic towards prison reform. Rather than seek to change the system in a radical way, he said, the public seems only to cry out for longer and longer sentences and the lawmakers characteristically oblige them. (Transcript, p. 20)¹⁹

State Senator James E. Fontenot from Abbeville, testifying before the Advisory Committee, said that people in the State feel that a man who commits a crime should be punished; that his punishment should not be comfortable; and that it should not be in any way productive. (Transcript, p. 38)

Henry Walker, an attorney from Shreveport, asserted that most people in northern Louisiana are not concerned with what happens to individuals who are sent to prison. The general consensus is that if they are sent to prison, they should be punished, he said. When you coddle them, "You don't teach them a lesson." According to Mr. Walker, many people, including judges, simply have no conception of prison, what it is like to be in prison, and what prisoners undergo after they are sentenced. (Transcript, p. 72)

18. Mark T. Carleton, Politics and Punishment: The History of the Louisiana State Penal System (Baton Rouge: Louisiana State University Press, 1971), pp. 193-194.

19. Page numbers in parentheses cited here and hereafter in the text relate to statements made to the Louisiana Advisory Committee to the U.S. Commission on Civil Rights at its open meeting in Baton Rouge, La., Jan. 30, 31, and Feb. 1, 1974, as recorded in the transcript of that meeting.

The present administration of the Louisiana Department of Corrections, burdened by the shortsightedness of past administrations, has attempted to develop and implement new policies and programs for inmates incarcerated in the State's three adult institutions. Public commitment to change, however, is essential if there is to be any significant improvement in the State's adult correctional system.

III. LOUISIANA DEPARTMENT OF CORRECTIONS

Adult correctional systems in Louisiana exist at four jurisdictional levels: State, regional (multi-parish), parish, and municipal levels.²⁰ At the State level adult correctional services are provided by the Louisiana Department of Corrections. The department is established under Act 192 of the 1968 State legislature. This act merged and consolidated the Louisiana Board of Institutions and the Department of Institutions into a newly created Department of Corrections. Figure 1 on the next page shows the organizational structure of the department.

The Board of Corrections consists of seven members appointed by the Governor with the advice and consent of the Senate. The board, however, does not perform any administrative or executive duties nor does it formulate procedures for the department (LSA-R.S. § 15:822 (Supp. 1975)). The board annually evaluates the department's institutions, personnel services, and programs,

20. State of Louisiana, Louisiana Commission on Law Enforcement and Administration of Criminal Justice, 1973 Comprehensive Law Enforcement Plan (1973) (hereafter cited as 1973 Comprehensive Law Enforcement Plan). Louisiana's regional correctional systems consist of two multi-parish prisons and one regional community correctional system. The two multi-parish prisons and their locations are: Ouachita Area Multi-Parish Prison at Monroe, and East Carroll Area Multi-Parish Prison at Lake Providence. The Community Correction and Research Center (CCRC) is located in Baton Rouge. In addition, there are 64 parish prisons and over 100 municipal jails in the State.

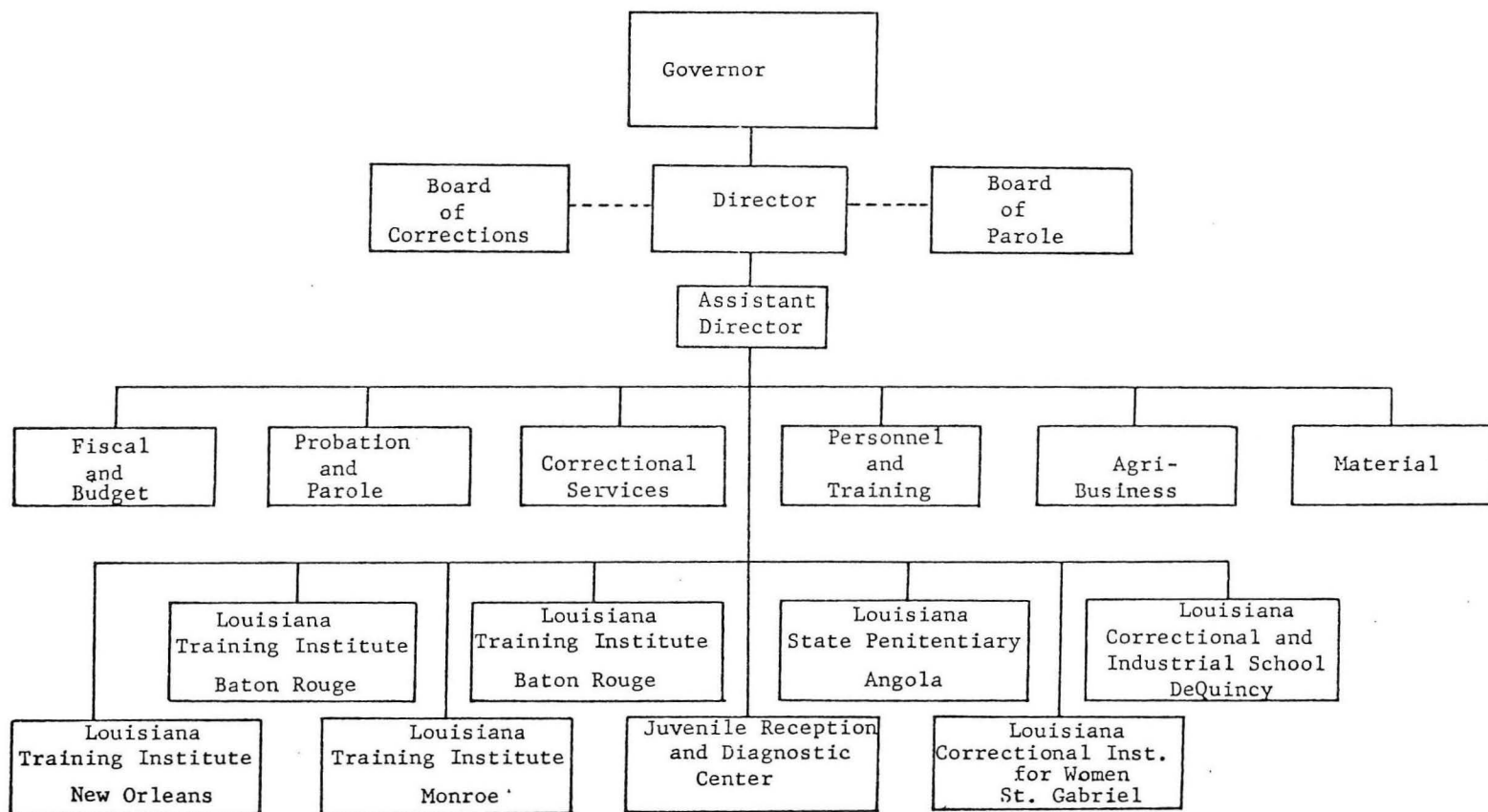


FIGURE 1

ORGANIZATIONAL CHART
LOUISIANA DEPARTMENT OF CORRECTIONS

SOURCE: State of Louisiana, Louisiana Department of Corrections, 30th Annual Report 1971-1972.

determines the adequacy and effectiveness of these elements. It also has the power to grant or deny authorization to the Director of Corrections to lease, purchase, and grant right-of-way to real property owned by the State and under the control of the department.²¹

The Board of Parole consists of five members. The chairperson of the board is appointed by the Governor to serve a 4-year term concurrent with the Governor's term. The remaining board members are appointed to staggered 6-year terms by the Governor with the advice and consent of the Senate. The board meets once a month at each of the department's adult correctional institutions on a regular stated date determined by the chairperson and at such other times as the chairperson may deem necessary.²²

The director of corrections is appointed by and serves at the pleasure of the Governor. The director is the chief executive officer of the department. The director is required to attend all meetings of the Board of Corrections and to implement policies established by that board. In addition, the director is responsible for coordinating and administering the department's facilities, services, and functions.²³

Under the director is the headquarters staff. The staff consist of the following divisions, which service the operating units and carry out the programs of the director:

1. Fiscal and Budget Division
2. Probation and Parole Division
3. Correctional Services Division
4. Personnel and Training Division
5. Agri-Business Division
6. Material Division

The fiscal and budget division is responsible for all functions and programs involving finances. The division is charged with controlling budgetary spending, supervising the fiscal recording of all federally assisted programs, consulting with the director and staff on fiscal matters, performing internal audits, and supervising all programs relating to the above functions.²⁴

21. LSA-R.S. § 15:834 (Supp. 1975).

22. LSA-R.S. § 15:574.2 (Supp. 1975).

23. LSA-R.S. § 15:823 (Supp. 1975).

24. State of Louisiana, Louisiana Department of Corrections, 30th Annual Report: 1971-1972, p. 11 (hereafter cited as 30th Annual Report: 1971-1972)

The probation and parole division is responsible for the supervision of all adult offenders on a probation, parole, or work release status. This division is also responsible for making a presentence or a postsentence investigation on every felony conviction; a presentence report if ordered by the court on every person convicted of a misdemeanor with a potential sentence in excess of 91 days; a preparole report on every inmate before being eligible for parole consideration; a clemency investigation on every application to the parole board; and a clemency investigation on every first offender applying directly to the Governor for pardon.²⁵

The correctional services division is mainly responsible for providing the director and institutional heads with management information related to treatment programs. This division supervises all treatment programs within the system, monitors and directs Federal programs directly relating to treatment activities, maintains liaison between the institutions within the system and other agencies, develops programs in the area of treatment and rehabilitation, and develops methods for collecting and reporting basic information on inmates.²⁶

The personnel and training division is responsible for the recruitment and training of correctional personnel. The training program includes inservice training courses, employee orientation, supervisory training courses, and special workshop/seminar classes.²⁷

The agri-business division is responsible for coordinating, assisting, and reporting to the director on functions pertaining to the revolving fund at the Louisiana State Penitentiary, advising operating units on agricultural programs, consulting with farm supervisors, and consulting with and assisting the industrial supervisors of the various prison industries.²⁸

The material division is mainly responsible for inventory and property control, transportation, purchasing, and contract negotiations for the construction of prison facilities.²⁹

25. 1973 Louisiana Comprehensive Law Enforcement Plan, p. A-153.

26. 30th Annual Report: 1971-1972, p. 32.

27. Ibid.

28. Ibid.

29. Ibid.

The Louisiana Department of Corrections currently operates eight institutions (five for juvenile offenders and three for adult offenders). The juvenile institutions and their locations are:

1. Juvenile Reception and Diagnostic Center, Baton Rouge
2. Louisiana Training Institute, Baton Rouge
3. Louisiana Training Institute, Monroe
4. Louisiana Training Institute, New Orleans
5. Louisiana Training Institute, Pineville

The three adult institutions and their locations are:

1. Louisiana State Penitentiary, Angola
2. Louisiana Correctional and Industrial School, DeQuincy
3. Louisiana Correctional Institute for Women, St. Gabriel

Figure 2 on the following page shows the general location of these facilities.

According to January 1975 figures released by the Department of Corrections, the total inmate population of the three adult correctional units was 4,759. Of this total, 3,304 or nearly 70 percent were black, and 1,295 or about 30 percent were classified as white.³⁰ Louisiana has approximately 1,087,000 black citizens out of a total population of about 3,641,000.³¹ Thus, while blacks constitute almost 30 percent of the State's population, they comprise nearly 70 percent of the inmate population in these three institutions.

As of January 1975, 1,927 people were employed by the Louisiana Department of Corrections. Five hundred and fifty-six or 29 percent of all employees working for the Department of Corrections were black.³²

Table 1 on page 17 shows the distribution of departmental employees by race and sex for each institution. These figures are correct as of January 1975. There are a number of deficiencies in the assignment of employees at the institutional level.

30. Statistics provided by the Louisiana Department of Corrections (correct as of January 1975).

31. U.S., Bureau of the Census, Census of Population: 1970, General Social and Economic Characteristics, Final Report PC(1)-C20 Louisiana.

32. Statistics provided by the Louisiana Department of Corrections.

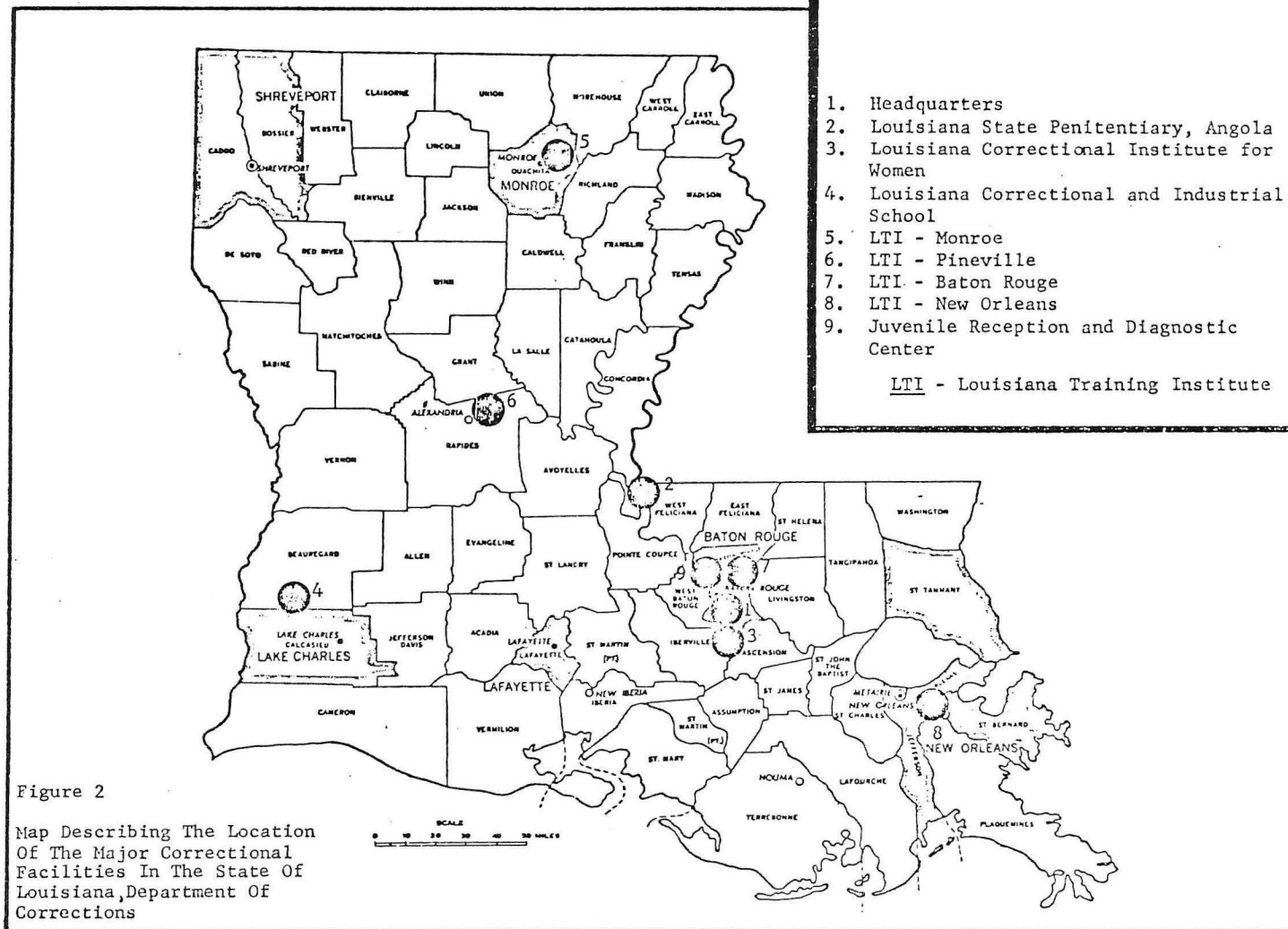


Table 1

DISTRIBUTION OF EMPLOYEES BY RACE AND SEX BY INSTITUTION
LOUISIANA DEPARTMENT OF CORRECTIONS, JANUARY 1975

Unit	Total	White		Black		Spanish Speaking		Percentage Blacks
		M	F	M	F	M	F	
Headquarters	333	157	136	11	24	3	2	10.5%
Juvenile Reception & Diagnostic Center	74	18	10	38	8	0	0	62.2%
La. Training Inst. Baton Rouge	253	35	22	118	78	0	0	77.5%
La. Training Inst. Monroe	156	64	26	47	18	1	0	41.7%
La. Training Inst. New Orleans	115	16	12	67	19	1	0	74.8%
La. Training Inst. Pineville	75	15	37	3	20	0	0	30.7%
La. State Penitentiary	709	529	90	63	16	11	0	11.1%
La. Correctional & Industrial School	110	101	8	0	1	0	0	0.9%
La. Correctional Inst. for Women	58	12	22	3	20	0	1	39.7%
Agri-Business	44	32	10	1	1	0	0	4.5%
Totals	1927	979	373	351	205	16	3	
Percentages		72.4%	27.6%	63.1%	36.9%	84.2%	15.8%	
		1352		556		19		
Overall % of Work Force		70.2%		28.8%		1.0%		

SOURCE: Statistics provided by the Louisiana Department of Corrections, current as of January 1975.

Out of a total of 110 persons employed at the Louisiana Correctional and Industrial School, there is only 1 black employee. Only 79 blacks out of a total work force exceeding 700 are employed at the Louisiana State Penitentiary. Seventy of these employees are correctional officers. Of 253 persons employed at the Louisiana Training Institute in Baton Rouge, 196 or 77 percent are black.

During the open meeting in Baton Rouge, Elayn Hunt, director of the Department of Corrections, said that substantial progress had been made in increasing the number of black and women employees since May 1972 when she became director. At that time, according to Mrs. Hunt, the racial composition of the work force on a departmentwide basis was approximately 94 percent white and about 6 percent black. In January 1974 the racial composition of the work force was approximately 73 percent white, 26 percent black, and about 1 percent persons of Spanish speaking background. She noted that the employment of women in the department was up from 9 percent in May 1972 to approximately 23 percent in January 1974. (Transcript, pp. 353-354). As Table 1 points out, these trends are continuing. As of January 1975 the racial composition for the department was approximately 70 percent white, 29 percent black, and about 1 percent Spanish speaking background. The employment of women in the department had risen to 30 percent of the total work force.

There is a very high attrition rate among personnel in the Department of Corrections. During fiscal year 1972 the department experienced an attrition rate of nearly 30 percent.³³ In fiscal year 1973 the attrition rate for departmental employees declined to 25 percent.

The turnover rate varies with the institutional unit. Louisiana State Penitentiary, which had 729 authorized positions, experienced a 34 percent turnover rate during fiscal year 1973. The Louisiana Correctional and Industrial School, on the other hand, with 115 authorized positions in fiscal year 1973, had only an 8 percent turnover in personnel.³⁴

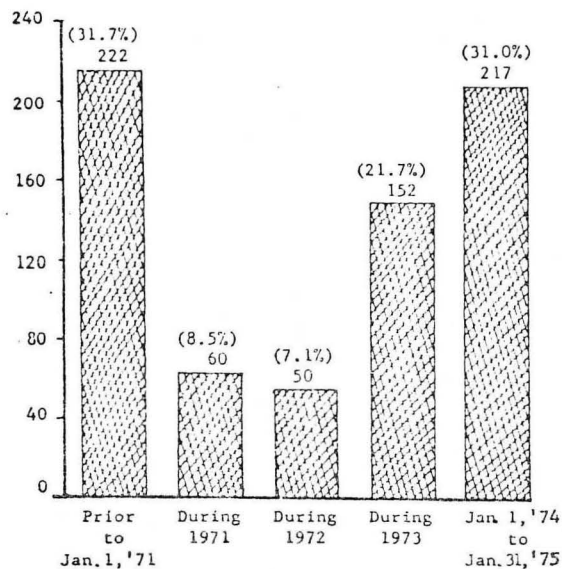
One way of determining the severity of the turnover rate is to analyze the rate of new hires for each institution over a specific time range. Figure 3 on the following page provides the number

33. 30th Annual Report: 1971-1972, p. 30.

34. State of Louisiana, Department of Corrections, Statistical Report for Fiscal Year, 1972-1973, p. 16.

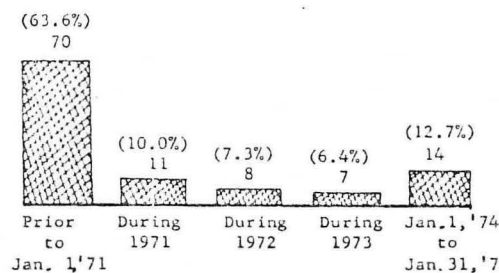
NUMBER
RECRUITED

Figure given in parentheses is the
number hired (given below) as % of
total staff (701) on Jan. 31, 1975.



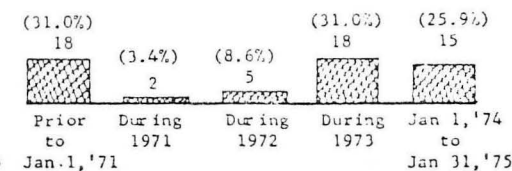
Louisiana State Penitentiary

Figure given in parentheses is the
number hired (given below) as % of
total staff (110) on Jan. 31, 1975.



Louisiana Correctional & Industrial
School

Figure given in parentheses is the
number hired (given below) as % of
total staff (58) on Jan. 31, 1975.



Louisiana Correctional Institute
for Women

FIGURE 3: Numbers of Employees Hired at Each Institute During Selected Periods

Source: Louisiana Department of Corrections.

of new staff employed by each of the adult institutions during selected periods. The first column indicates the total number of employees who were originally hired prior to or during 1970. Subsequent columns show the number of present staff hired in 1971, 1972, 1973 and 1974, respectively. The column depicting 1974 also includes new personnel hired in January 1975.

Figure 3 clearly shows the high rate of new hires in recent years at the Louisiana State Penitentiary. Three hundred and sixty-nine employees, or over half of the present staff have been at Angola for only 2 years. In comparison, only 222, or about one-third of the staff, were hired prior to 1971. In 1974 alone, 217, or 31.0 percent of the current new employees, were hired at this institution.

The distribution of personnel hiring and attrition rates for the other adult institutions appear to be more stable. Seventy employees, or approximately two-thirds of the present staff of 110 at the Louisiana Correctional and Industrial School, were employed prior to or during 1970. At the Louisiana Correctional Institute for Women, over one-third of the present staff of 58 has been with the institution since 1971.

Some of the reasons cited at the open meeting for the rather high turnover at Angola and the general inability of the Department of Corrections to recruit and retain sufficient and adequate professional staff were low salary levels, the isolation of some of the facilities from urban areas, especially Angola, and the overriding emphasis on custodial or security functions rather than rehabilitation of offenders. (Transcript, p. 358)

State employees in Louisiana are generally covered by the State's civil service system. Therefore, salary levels are established under a statewide civil service program; the same pay plan applies to all State employees. According to Department of Corrections officials, the general salary level of State employees, particularly in occupational categories such as correctional officer and probation and parole officer, compare very unfavorably with other States.

Table 2 on the following page describes the overall distribution of the correctional officers for each of the adult institutions by salary level, race, and sex. These figures are correct as of January 1975 and include only correctional officers. One aspect of this table is the large number of correctional officers earning less than \$650 a month. These figures are significant because the officers constitute a large part of the total work force in these institutions.

Table 2

DISTRIBUTION OF CORRECTIONAL OFFICERS BY
INSTITUTION, SALARY, RACE AND SEX: JANUARY 1975

Louisiana State Penitentiary

Step Level	Salary	White	Black	Spanish Speaking	Male	Female	Total	%
00	\$519.00	86	21	0	85	22	107	19.0%
01	582.00	68	17	2	66	21	87	15.5%
02	604.00	72	19	2	84	9	93	16.5%
03	625.00	12	0	0	12	0	12	2.1%
04	646.00	51	9	3	60	2	62	11.0%
05	667.00	67	4	1	71	1	72	12.8%
06	688.00	24	0	2	25	1	26	4.6%
07	709.00	14	0	0	13	1	14	2.5%
08	732.00	8	0	0	8	0	8	1.4%
09	754.00	19	0	0	19	0	19	3.4%
10	776.00	60	0	2	62	0	62	11.0%
Total		480	70	12	505	57	563	99.8% ¹

Louisiana Correctional and Industrial School

Step Level	Salary	White	Black	Spanish Speaking	Male	Female	Total	%
00	\$519.00	3	0	0	3	0	3	4.7%
01	582.00	1	0	0	1	0	1	1.6%
02	604.00	4	0	0	4	0	4	6.3%
03	625.00	1	0	0	1	0	1	1.6%
04	646.00	4	0	0	4	0	4	6.3%
05	667.00	5	0	0	5	0	5	7.8%
06	688.00	3	0	0	3	0	3	4.7%
07	709.00	5	0	0	5	0	5	7.8%
08	732.00	11	0	0	11	0	11	17.2%
09	754.00	4	0	0	4	0	4	6.3%
10	776.00	23	0	0	23	0	23	35.9%
Total		64	0	0	64	0	64	100.2% ¹

Louisiana Correctional Institute for Women

Step Level	Salary	White	Black	Spanish Speaking	Male	Female	Total	%
00	\$519.00	0	3	0	0	3	3	10.7%
01	582.00	2	2	0	0	4	4	14.3%
02	604.00	1	5	0	0	6	6	21.4%
03	625.00	1	1	0	1	1	2	7.1%
04	646.00	0	0	0	0	0	0	0.0%
05	667.00	1	2	0	1	2	3	10.7%
06	688.00	1	1	0	0	2	2	7.1%
07	709.00	0	1	1	0	2	2	7.1%
08	732.00	1	1	0	0	2	2	7.1%
09	754.00	1	0	0	0	1	1	3.6%
10	776.00	3	0	0	1	2	3	10.7%
Total		11	16	1	3	25	28	99.8% ¹

¹ Does not total to 100.0% due to rounding

Source: Statistics provided by the Louisiana Department of Corrections

Out of a total employment of 709 at Angola, 563 or nearly 80 percent are correctional officers. Yet 361, or 64 percent of these employees, earn less than \$650 a month.

In the three institutions there is a concentration of black and female correctional personnel at the lower step levels. More than 90 percent of all black correctional officers earn a monthly salary of less than \$650. In contrast, only 60 percent of all white correctional officers earn less than this salary level. At Angola no black correctional officers earn more than \$670 a month. The same distribution also appears to be true for female correctional officers at Angola. The situation for female officers at the Louisiana Correctional Institute for Women is somewhat better.

Table 3 on the next page shows the relative position of various State employees on the basis of general job categories with respect to median salary levels and average monthly salary.³⁵ The salary ranges for employees working in corrections are approximately the same as those for most State employees. The salary ranges when figured on a monthly basis are also about the same, if not slightly higher, than those of other State employees. However, in using the average monthly salary to determine the overall ranking of State employees, personnel in the corrections field are ranked 11th. Only those State employees working in the areas of natural resources and parks and recreation, hospital care, and housing earn less.

One explanation for this low salary range among corrections personnel is the high turnover rate experienced by the department. Because of the high attrition rate, there is a larger influx of new personnel at the lower grade levels, thereby bringing down the overall average monthly salary level.

Another reason for the high turnover among personnel at Angola is the isolation of the facility from any large urban areas. Baton Rouge, the nearest major city, is more than 50 miles south of Angola. There are very few communities around Angola to house the institutional staff and their families. As a result, a large proportion of the staff reside in Baton Rouge and commute to Angola daily.

35. The median income is the amount which divides the distribution into two equal groups, one having incomes above the median and the other having incomes below the median.

Table 3

SALARIES OF LOUISIANA STATE
EMPLOYEES BY FUNCTION: JANUARY 1974

<u>Code</u>	<u>Function</u>	<u>Annual Salary</u> <u>Range</u> <u>(.000's)</u>	<u>Monthly Salary</u> <u>Range</u>	<u>Monthly Average</u> <u>Salary</u>
01	Administration	\$6.0 - \$7.9	\$500.00-666.66	\$654.89
02	Streets and Highways	\$4.0 - \$5.9	\$333.33-499.99	\$676.78
03	Public Welfare	\$6.0 - \$7.9	\$500.00-666.66	\$801.51
04	Police Protection	\$8.0 - \$9.9	\$666.67-833.33	\$709.78
05	Fire Protection	\$6.0 - \$7.9	\$500.00-666.66	\$651.78
06	Natural Resource Parks & Rec.	\$6.0 - \$7.9	\$500.00-666.66	\$570.96
07	Hospital/Medical	\$4.0 - \$5.9	\$333.33-499.99	\$530.94
08	Health Services	\$6.0 - \$5.9	\$500.00-666.66	\$751.48
09	Housing	\$4.0 - \$5.9	\$333.33-499.99	\$436.70
10	Community Dev.	\$6.0 - \$7.9	\$500.00-666.66	\$606.92
11	Corrections	\$6.0 - \$7.9	\$500.00-666.66	\$600.80
12	Utilities and Transportation	\$6.0 - \$7.9	\$500.00-666.66	\$635.93
13	Employment Security	\$8.0 - \$9.9	\$666.67-\$833.33	\$784.52
14	Other	\$6.0 - \$7.9	\$500.00-\$666.66	\$604.14

SOURCE: State of Louisiana, Department of Civil Service, State and Local Government Employment Information (EEO-4), January 1974.
This form EEO-4 is required to be submitted to the Equal Employment Opportunity Commission on an annual basis by State and local governments.

Mrs. Hunt noted the severity of this problem in her testimony:

To give you an example of some of the difficulties we face (and please do not hold me to these figures, they are approximations) several months ago...at Angola, we were some 70 individuals short on staff.

We were authorized positions and had funds, yet we could not find people at that point who were willing to come and fill those positions.

Something like close to half of the staff at Angola have been with us a year or less. Something close to half of the staff at Angola commutes, some a distance of 150 miles a day. (Transcript, p. 358)

The inadequate budget of the Louisiana Department of Corrections is an additional problem. Increasing personnel requirements and the rising costs of maintaining prisoners have seriously limited the department's ability to function effectively.

The total budgeted expenditures for the department during fiscal year 1972 were approximately \$16,270,000. Nearly one-half or about \$7,500,000 was allocated to the State's three adult penal institutions. The remainder of the funds were allocated to probation and parole (\$2,054,048), capital outlay and work release (\$5,540,163), and headquarters (\$1,203,680). In 1972 Louisiana's expenditures for adult institutions operated by the Department of Corrections was approximately \$2 per capita.³⁶

36. State of Louisiana, Louisiana Commission on Law Enforcement and Administration of Criminal Justice, 1974 Comprehensive Plan, pp. A-173, A-174. In contrast, the per capita expenditures for the operation of adult correctional institutions in eight other States of approximately the same size during FY 1972 were as follows: Alabama (\$1.87), Arkansas (\$1.51), Colorado (\$3.79), Connecticut (\$5.43), Georgia (\$3.43), Maryland (\$7.27), Missouri (\$1.71), Washington (\$3.72), and Wisconsin (\$3.86). Source: U.S. Law Enforcement Assistance Administration and U.S., Bureau of the Census, Expenditures and Employment Data for the Criminal Justice System: 1971-72 (1974), Table 40, p. 260.

The fiscal year 1973 budget for the Department of Corrections was approximately \$19,115,000. Of this total, \$9,528,242 was allocated to the three adult institutions. According to Elayn Hunt, the Louisiana Correctional and Industrial School received \$1,290,876, the Louisiana State Penitentiary \$7,509,776, and the Louisiana Correctional Institute for Women received \$727,590 during fiscal year 1973. (Transcript, p. 353) Although these figures represent an overall increase of about \$2 million over fiscal year 1972, the present budget has not kept pace with the rising costs of imprisonment. Increasing costs due to inflation alone have caused the Department of Corrections to overextend its budget just to maintain operations at the FY 1972 level. C. Murray Henderson, warden of Angola, said:

One of our problems right now is prices, you know, inflation. Now this is a real problem. I am facing over half a million dollars deficit, probably around 7 or 8 hundred thousand [dollars], but I cannot quit feeding the inmates so I am going to have a deficit. There is no way I can keep from doing it. (Transcript, p. 426)

For fiscal year 1974 the Department of Corrections requested a total of \$32,092,599 to operate and maintain the entire penal system in the State. Over half or approximately \$17,351,000 had been requested to operate the three adult correctional units. Justifying this increase, Mrs. Hunt stated:

That figure, I think, can have no significance... unless you look at the size of this department and its responsibilities, and look at the budget available in other States.

...unless you have comparables, these figures are without meaning, because...this State...is the 13th largest in terms of the number of individuals admitted to our care and custody.

We also have a cost factor not usually carried by other States....Unlike other States we are responsible for the care of juveniles....

We also have...in our custody, individuals who properly belong in mental institutions and in schools for the retarded.

These elements are extremely high cost items, she added.
(Transcript, p. 351) She further stated:

While the budget in this department has doubled within the last 5 years, you cannot wipe out an accumulation of 50 years of needs that have gone unanswered in this State in less than a 5-year period.
(Transcript, p. 352)

Another important source of funding for the Department of Corrections is the Federal Government. During fiscal year 1973 the department received approximately \$2.1 million from Federal agencies, including nearly \$1.5 million from the Law Enforcement Assistance Administration (LEAA), U.S. Department of Justice. One grant of about \$340,000 was provided to the department to expand probation and parole supervision throughout the State. Slightly more than \$800,000 was granted for the construction of a new facility for the Louisiana Correctional Institute for Women, and nearly \$50,000 was provided to maintain the training program for correctional, probation, and parole officers at the Louisiana State University in Baton Rouge. An additional \$240,000 grant was provided by the LEAA to the Louisiana Department of Public Welfare to expand and improve existing probation and parole services of that department.³⁷

Despite the infusion of these Federal funds, the overall budget is still inadequate. As a result, according to prison officials, adult institutions have for the most part failed to provide offenders with the skills and experience necessary for successful reintegration into society. Those programs which are available are too limited in scope and reach only a very small part of the prison population.

The Louisiana Commission on Law Enforcement and Administration of Criminal Justice noted in its 1973 State plan that the Department of Corrections offered little meaningful treatment to offenders confined in its adult institutions. The commission further noted that funds budgeted specifically for educational, recreational, religious, and medical programs in these institutions were inadequate. The fiscal year 1972 budget for the Louisiana State Penitentiary allocated only 3 percent of its total funds for educational, recreational, and religious functions and only 5 percent for medical treatment. The Louisiana Correctional and Industrial School spent approximately 10 percent of its funds for these program elements,

37. U.S., Department of Justice, Law Enforcement Assistance Administration, Awards To Louisiana For Adult Corrections, Computer Printout, Dec. 7, 1973.

whereas the Louisiana Correctional Institute for Women spent slightly more than 10 percent. In contrast, 38 percent of the funds allocated to the State penitentiary were used for security and related functions. Slightly more than 40 percent of all funds expended at the Louisiana Correctional and Industrial School were for security purposes, but nearly 50 percent of all funds were used for security functions at the Louisiana Correctional Institute for Women.³⁸ Table 4 on the following page gives the total expenditures for each correctional institution by functional category.

The inadequate budget of the Louisiana Department of Corrections severely limits its ability to meet the needs of inmates presently incarcerated in the State's three adult institutions. Because of low salaries, the remoteness of its largest institution, the Louisiana State Penitentiary, and other impediments to job satisfaction, the department has not been able to hire or retain professional correctional personnel in sufficient numbers to maintain present programs. There is a significant lack of minority correctional staff at the three institutions, especially at the administrative levels. Although more than 70 percent of the inmates in these institutions are black, only about 20 percent of the employees are black. The majority of black employees are in custody-related jobs. Only a small percentage of the department's budget is actually used to treat and rehabilitate inmates. Inadequate funds and lack of qualified personnel do not permit the development of adequate treatment programs at any of the three institutions in the foreseeable future.

The next three sections will examine each of the adult penal institutions in detail. These sections will discuss the purpose of each institution, its functions, the nature and extent of its treatment programs, disciplinary procedures, inmate work assignments, rights afforded to inmates, and the institution's response to the needs of those inmates under its care.

38. 1974 Louisiana Comprehensive Law Enforcement Plan, p. A-156. See also pp. A-201, A-202, and A-203.

Table 4

TOTAL EXPENDITURES BY FUNCTION OF THE
THREE ADULT INSTITUTIONS: FISCAL YEAR 1972
LOUISIANA DEPARTMENT OF CORRECTIONS

	<u>Louisiana State Penitentiary</u>		<u>Louisiana Correctional & Industrial School</u>		<u>Louisiana Correctional Institute for Women</u>	
<u>Budget</u>	<u>Budget</u>	<u>Percent of Total</u>	<u>Budget</u>	<u>Percent of Total</u>	<u>Budget</u>	<u>Percent of Total</u>
Administrative	\$ 901,331	15.3	\$ 172,880	14.3	\$ 47,839	12.8
Security	2,260,913	38.4	486,267	40.4	185,659	49.6
Subsistence	1,303,454	22.1	223,546	18.5	56,776	15.2
Maintenance	462,646	7.9	160,418	13.3	29,416	7.9
Medical	294,938	5.0	26,260	2.2	26,270	7.0
Education	115,119	2.0	61,363	5.1	4,491	1.2
Recreation/Religion	37,968	0.6	30,503	2.5	8,078	2.2
Class-Records	164,523 ¹	2.8	---	---	15,540	4.2
Other	348,365	5.9	43,864	3.6	---	---
TOTAL	\$ 5,889,257	100.0	\$ 1,205,101	99.93	\$ 374,069	100.1 ³

1. Includes automobile expenses and work release.

2. Includes Forestry.

3. Does not add to 100.0% due to rounding.

SOURCE: 1973 Comprehensive Law Enforcement Plan.

IV. LOUISIANA CORRECTIONAL AND INDUSTRIAL SCHOOL

Overview

The Louisiana Correctional and Industrial School (LCIS) is located about 3 miles north of DeQuincy in Beauregard Parish. The Woodworth Forestry Project, which is a unit of LCIS, is located at Woodworth, approximately 15 miles south of Alexandria in Rapides Parish.

The institution began operations August 1, 1958. At that time it was called the Louisiana Correctional Institute. In 1960 the name was officially changed to its present designation. The facility is designed to accommodate 500 inmates. As of January 1974, the institutional population was 472 inmates. Three hundred and thirty-five or slightly more than 70 percent of the inmate population were black.³⁹

The facility is situated in a rural setting within commuting distance to Lake Charles, 30 miles away. There are no physical barriers to isolate institutional staff from inmates, and the facility operates without armed posts.

The institution specifically accommodates selected first offenders who have previously been sentenced to the Louisiana State Penitentiary at Angola. Its official function is to maintain consistent custody and discipline of all inmates under its care. The

39. Louisiana Correctional and Industrial School, Questionnaire: Inmate Work Assignments at LCIS, Jan. 21, 1974.

administrative mandate of LCIS is to provide an organization of qualified correctional personnel to enforce and maintain the policies and procedures of the institution and the Department of Corrections.⁴⁰

LCIS has buildings and other facilities which are clearly designed to function successfully as a correctional institution. The American Correctional Association reported that LCIS comes very close to being a model correctional institution with regard to its design and location near an urban area.⁴¹

Housing

The housing arrangement at LCIS includes both dormitories and honor cottages. Each of the eight dormitories is designed to house approximately 50 inmates; each of the four honor cottages can only accommodate up to 15.

Those inmates assigned to cottages have individual rooms. Each room usually has a locker, two chairs, a bed, and a lamp. Inmates are also permitted to have some personal furnishings and property in their rooms. They also can maintain some degree of individual control over ventilation and lighting.

Those assigned to the open dormitories have sparse furnishings and stricter supervision. Each inmate is provided with a floor locker, which is generally stored underneath the bed, and an up-right locker. The beds are arranged in a head-to-foot manner. Inmates are not allowed to turn heaters, fans, or lights on or off. If a change in temperature or lighting is desired, inmates are required to see the dormitory officer.

Housing assignments are made by an initial classification board. Shortly after their arrival from Angola, inmates are brought before this board for assignment to quarters. Once an inmate is assigned housing, he cannot request a change for 60 days unless there is an emergency or other extenuating circumstances. After 60 days, an inmate can formally request a change in quarters provided he has had no disciplinary reports or classification changes during this period.

Inmates are assigned to honor cottages on the basis of their performance and involvement in activities at the institution. A

40. State of Louisiana, Department of Corrections, Louisiana Correctional and Industrial School, Annual Report, July 1, 1972 - June 30, 1973, p. 5.

41. Louisiana Adult Corrections - New Directions.

grade point system (which will be explained in greater detail under the section dealing with disciplinary procedures) is used as a major placement tool. If an inmate has a consistently high grade point average, he will be considered a candidate for placement in a cottage. Once assigned to an honor cottage, however, the inmate must maintain a high grade-point average or face the possibility of being transferred back to the dormitory.

Table 5 below describes housing assignments by race as of January 1974. Statistics show a total of 360 inmates assigned to dormitories and 24 to honor cottages. Another 18 inmates (12 black, 6 white) were assigned to the Woodworth Forestry Project. An additional 46 (33 black, 13 white) were on work release status, and 5 (4 black, 1 white) were in administrative segregation.⁴²

Table 5

INMATE HOUSING ASSIGNMENTS BY RACE
LOUISIANA CORRECTIONAL AND INDUSTRIAL SCHOOL
(AS OF JANUARY 1974)

<u>Dormitories</u>	<u>White</u>	<u>Black</u>	<u>Total</u>
H1	14	32	46
2	10	38	48
3	15	35	50
4	16	34	50
5	13	30	43
6	10	33	43
7	8	26	34
8	13	33	46
Total	99	261	360
<u>Honor Cottages</u>	<u>White</u>	<u>Black</u>	<u>Total</u>
HC1	3	3	6
2	1	4	5
3	1	4	5
4	0	8	8
Total	5	19	24

SOURCE: Louisiana Correctional and Industrial School, Master Roster, January 1974.

⁴². Louisiana Correctional and Industrial School, Master Roster, January 1974.

Work Assignments

When inmates are brought before an initial classification board for assignment to quarters, they are also assigned a job. Since they have transferred from Angola, their records have already been prepared and test results recorded. These are used by the classification board for assigning inmates to jobs. Once assigned, an inmate must wait for about 2 months before requesting a change in work assignment. The superintendent can make emergency transfers, but these transfers are subject to board review before they become official.⁴³

Approximately 390 of the 472 inmates in the institution held jobs as of January 1974. Table 6 on the following page shows the distribution of work assignments by race and job category. Black inmates, who constitute about 70 percent of the inmate population, alleged in interviews with Commission staff that there was racial discrimination in job assignments. They held that blacks were often given the less desirable jobs and that the easy, more desirable jobs were frequently assigned to whites.⁴⁴

An analysis of job assignments for the month of January 1974 (see Table 6) reveals that more black inmates were detailed to such job activities as kitchen aide (74.5%), laundry worker (100.0%), and orderly (84.2%) than white inmates. Moreover, nearly 69 percent of all inmates assigned to the institution's farm sector were black. Overall, of the 142 inmates assigned to kitchen, laundry, and orderly duties, 118 or 83 percent were black.

According to Jerald Dowers, education coordinator for inmates at LCIS, work assignments are seldom integrated with the training given at the institution. This is mainly due, he said, to the few job assignments at LCIS that utilize skills being taught to inmates.⁴⁵

43. Louisiana Correctional and Industrial School, Trainee General Rules and Regulations, p. 10.

44. Inmates LCIS-A and B, interviews in Louisiana Correctional and Industrial School, DeQuincy, Dec. 5, 1973. Note: To protect the inmates' anonymity, a code has been used to identify each inmate. The first component of the code identifies the institution and the second the inmate.

45. Jerald Dowers, education coordinator, interview in Louisiana Correctional and Industrial School, Dec. 5, 1973.

Table 6

INMATE JOB ASSIGNMENTS BY RACE
LOUISIANA CORRECTIONAL AND INDUSTRIAL SCHOOL
(AS OF JANUARY 1974)

<u>Inmate Job Assignment</u>	<u>White</u>	<u>Black</u>	<u>Total</u>
Clerical Positions	9 (37.5%)	15 (62.5%)	24
Runners and Porters	0	0	0
Kitchen	15 (25.5%)	44 (74.5%)	59
Dining Hall	0	0	0
Laundry	0 (0.0%)	26 (100%)	26
Trashmen (Orderlies)	9 (15.8%)	48 (84.2%)	57
Construction	0	0	0
Plumbing Shop	4 (80.0%)	1 (20.0%)	5
Electric Shop	6 (85.7%)	1 (14.3%)	7
Paint Shop	3 (30.0%)	7 (70.0%)	10
Carpenter Shop	3 (27.3%)	8 (72.7%)	11
Power House	4 (100.0%)	0 (0.0%)	4
Farm	46 (31.1%)	102 (68.9%)	148
Service Station	0 (0.0%)	2 (100.0%)	2
Warehouse	2 (25.0%)	6 (75.0%)	8
Plasma Unit	3 (17.6%)	14 (82.4%)	17
Auto Mechanics	2 (66.7%)	1 (33.3%)	3
Barber and Shoe Repair	<u>1 (11.1%)</u>	<u>8 (88.9%)</u>	<u>9</u>
Total	107 (27.4%)	283 (72.6%)	390

SOURCE: Louisiana Correctional and Industrial School, January 1974.

Health and Medical Care

According to Gene Hope, the prison hospital supervisor at LCIS, no doctors are employed at the institution on a full-time basis. He noted, however, that the institution has two doctors under contract from Lake Charles who visit LCIS at least 2 times a week to hold routine sick calls. The only other medical services available to inmates in their absence are provided by two medical technicians - a medical specialist and a prison hospital supervisor - supported by inmate paramedical personnel. No medical services of a specialized nature, Mr. Hope said, are available at the institution. Arrangements, however, have been made with hospitals in Lake Charles, Lafayette, Baton Rouge, and New Orleans to handle emergency cases and to provide specialized services as the need arises.⁴⁶

Although the provision of medical services at LCIS has improved over the past years, it is by no means sufficient in any of its facilities or services. Using model standards of the American Correctional Association, the Commission's baseline concludes that the basic medical staff for an institution of approximately 500 inmates should include: one full-time chief medical officer, one full-time dental officer, 1 full-time psychologist, 5 full-time registered nurses or licensed practical nurses, and a suitable complement of consultants in various medical and surgical specialties.⁴⁷ LCIS does not have a full-time chief medical officer. At the time of the open meeting, there were also no full-time dental officer, psychologist, or nurses assigned to the facility.⁴⁸

Mr. Hope pointed out that all inmates receive a thorough admission physical at the Louisiana State Penitentiary before they

46. Gene Hope, prison hospital supervisor, interviewed in Louisiana Correctional and Industrial School, Dec. 6, 1973. Medical services of a specialized nature include services in internal medicine, radiology, cardiology, and pathology.

47. "Minimum Standards of Civil and Human Rights for Inmates in Correctional Institutions" prepared by Donald H. Goff, expert consultant, for the U.S. Commission on Civil Rights, May 9, 1973 (First Revision, July 29, 1973; Second Revision, Aug. 18, 1973).

48. Gene Hope, prison hospital supervisor, interview in Louisiana Correctional and Industrial School, Dec. 6, 1973.

are transferred to LCIS. When an inmate is transferred, he added, his records are reviewed, and if the inmate requires any special medical attention, immediate followup is implemented.

Mr. Hope further noted that medication is usually dispensed by a medical technician. Although inmate paramedics do assist the technicians and the doctors with the daily treatment of other inmates, they are not allowed to dispense drugs, he said.

Psychiatric care at the institution is limited, Mr. Hope noted. Initial psychiatric screening is done at Angola. If the need arises, inmates at LCIS are sent to the mental health unit in Lake Charles for treatment.

Many interviewed inmates voiced complaints about the extent and quality of medical services, but few had criticisms of the limited dental care at the facility. At the time of the open meeting, one dentist was available for 16 hours a month to handle approximately 500 inmates. Because of a lack of equipment, no major dental surgery is done at the facility. Dental work, according to Mr. Hope, consists mainly of handling toothaches and extractions and filling cavities. If dentures are required, they are usually secured from the dental lab located in Angola, he said.

Visits

In Louisiana there are no statutes dealing specifically with an inmate's right to have visitors. The authority to establish rules in this area has been given to the director of the Department of Corrections. (LSA-R.S. §15.833 (Supp. 1975)). However, interviews with officials of the department indicated that visitation should be considered a right rather than a privilege for the general inmate population. In this respect, they are in general agreement with the goals promulgated by the National Commission on Criminal Justice, which state in part:

The walls of correctional institutions have served not merely to restrain criminal offenders but to isolate them. They have been isolated from the public in general and from their families and friends. As a result, the public does not know what is happening in prisons, and in large part the offender does not know what is going on outside the prisons. While many restrictions on communications were imposed under theories of institutional security, they have resulted in making correctional programs more difficult.

If corrections are to assure that an offender will readjust to the free society upon release, the adjustment process must begin long before the day of release. To accomplish this...the offender must retain his ties to the community and his knowledge of what the free community is like if he is to be able to live there satisfactorily upon release.⁴⁹

Inmates at LCIS are allowed two visits per month with each designated visitor. All visitors must be on an approved list. Each inmate is allowed up to nine visitors on the list. The superintendent or assistant superintendent, however, may approve other visitors under unusual circumstances. Duration of visits, according to Superintendent Warren Cormier, is usually restricted to 2 hours unless special permission is granted. Out-of-State visitors can visit for 4 hours if time and space permit. Inmates are carefully searched before and after visits for contraband. Although visitors are not searched, they are not permitted to take any packages or handbags into the visiting room.⁵⁰

According to the institution's rules and regulations, all inmates and visitors except those who abuse the visiting procedure will be provided equal opportunity for visiting. Those who violate these procedures can expect to have restrictions imposed on them. However, disciplinary measures imposed for offenses not related to visiting cannot be used as a basis for denying an inmate visitors. Under no circumstances can an inmate be denied a visit with his attorney. An inmate at LCIS is not required to see a visitor whom he does not wish, but he must sign a statement to that effect.⁵¹

Lack of facilities for visiting is a major source of discontent among inmates at LCIS. One inmate commented to Commission staff that the visiting room is so small that it is almost impossible for a schedule to be worked out that allows visitors to take the entire 2 hours.

49. National Advisory Commission on Criminal Justice Standards and Goals, Report on Corrections (Jan. 15, 1973), p. C-68.

50. Louisiana Correctional and Industrial School, Trainee General Rules and Regulations, Section x, p. 18.

51. Louisiana Correctional and Industrial School, Employees' Handbook, Section iii, "Inmate Visiting," pp. 12-13.

Correspondence

Each inmate is authorized nine individuals on his mailing list. Although no restrictions are placed on the number of pieces of mail exchanged between an inmate and his approved correspondents, all letters consist of only one or two sheets of State-issued paper. The cost for postage on outgoing mail is usually borne by the inmate except when he is unable to furnish postage on his own. Two letters per week can also be sent at institutional expense as well as any correspondence of an emergency nature.⁵²

Some inmates believed that their mail was being censored by the institution. In response to this allegation, Superintendent Cormier said that outgoing mail was neither censored or inspected. He noted, however, that all incoming mail was inspected for contraband. (Transcript, pp. 455-456)

Disciplinary Procedures

If an inmate is the subject of an infraction of a rule governing the institution, he is usually written up by the correctional officer and placed in administrative segregation if the infraction is sufficiently severe.⁵³

As soon as possible after the offense report is written, a copy is provided to the inmate, and within 24 hours the disciplinary committee is convened. This committee consists of a five-person panel appointed by the superintendent and usually chaired by the assistant superintendent. If the offense occurs after noon on a Friday, the case is then heard on the next regular workday. (Transcript, p. 463) When the disciplinary committee convenes, the inmate is given a copy of the offense report and is told that he may choose counsel if he wishes.

There are no inmate lawyers at LCIS. Instead, prison staff members serve as counsels. Superintendent Cormier said that three staff persons have been designated by him to serve in this capacity. One of the three is usually selected by the accused inmate. The counselor then is responsible for investigating the incident, and within 24 hours a hearing is conducted. (Transcript, p. 464)

52. Louisiana Correctional and Industrial School, Trainee General Rules and Regulations, Section ix, pp. 16-17.

53. Administrative segregation refers to confinement in a cell while the inmate awaits a hearing to determine whether he has, in fact, committed an infraction.

If the inmate is guilty, the committee is charged with the responsibility of passing sentence on the accused. The inmate, however, can appeal directly to the superintendent and to the director of the Department of Corrections to review the findings of the disciplinary committee.

Those found guilty by the committee may be disciplined in the following manner: (1) reprimands; (2) restriction of movement to certain areas; (3) warnings; (4) loss of privileges; (5) extra duty; and (6) change of work, custody, housing assignment, or any combination of these penalties. If the infraction is appreciably serious, the inmate can also be placed in punitive segregation.⁵⁴

According to Superintendent Cormier, only about 7 percent of the total prison population at LCIS are ever involved in some form of disciplinary action. More than 90 percent of the inmates remain in what is called a "first class status." (Transcript, p. 456) This status is based on a point system. An inmate is graded in three areas: work, treatment (participation in educational and vocational training programs), and dormitory. To be assigned to a first class status position an inmate must make a total of at least 108 grade points each month. To achieve this total, an inmate has to make a minimum of 60 work points, 28 treatment points, and 20 dormitory points. Inmates can make more than the minimum by being involved in numerous activities. During any given week at LCIS there are some 45 extra-curricula activities scheduled as additions to the regular work and educational programs. (Transcript, p. 458)

Inmates at LCIS indicated through Commission staff interviews and testimony at the open meeting that they have little confidence in the institution's disciplinary procedures. Some felt that it was hopeless to bring forth complaints concerning the justification of the "arbitrary" rules of the institution. One inmate stated that they as a group have no way of making their grievances known to prison officials. Another inmate indicated that the inmates do not have anyone with whom to discuss their problems. Other alleged that there is great fear among many of the inmates at LCIS of being sent back to Angola. Another felt that the institution does not provide adequate procedural safeguards to protect their interests, nor do the present procedures satisfy the basic preconditions for due process and redress of grievances.⁵⁵

54. Louisiana Correctional and Industrial School, Trainee General Rules and Regulations, Section iv, p. 9.

55. Inmates LCIS-A, D, E, and F, interviews in Louisiana Correctional and Industrial School, Dec. 5, 1973.

Rehabilitation Program and Vocational Training

According to the institution's annual report, the treatment program at LCIS is based on five basic principles. First, the institution will strive to establish "proper attitudes" on the part of the inmate towards useful work by enabling him to take part in such activities at the facility. Second, staff will attempt to assess the aptitudes and interests of the inmates. Once this assessment has been accomplished, every effort will be made by the institution to develop these in a vocation for which there is a need, thus assuring him of the means to seek gainful employment upon release. Third, the institution will evaluate the inmate's academic abilities and strive to develop these abilities to the highest degree possible during his period of confinement. According to Superintendent Warren Cormier, the intent is to make the inmate a more stable employee by giving him the means to acquire information about his world and to use the information to make intelligent decisions. Fourth, to enhance this effort, the institution through its various programs will provide the inmate with leisure time activities that "will be acceptable to society." Finally, staff at LCIS will encourage and provide the inmate with the opportunity to participate in the religion of his choice."⁵⁶

To implement these principles, inmates at LCIS are required to work at least 4 hours a day and attend academic or vocational training classes for the rest of the day. There is also an active recreational program at the institution to provide a wide range of activities during their leisure time.

The educational program at LCIS consists of academic and vocational components. Inmates may sign up for classes 30 days after they arrive at the institution. Before inmates are assigned to a class, they are usually administered the California Achievement Test. This test is used mainly as a grade placement tool. Between July 1, 1972, and June 30, 1973, 70 inmates attended classes on a daily basis out of a total average prison population of 470. As of January 1974, 46 (9.7 percent) inmates were enrolled in academic classes, and 80 (16.9 percent) were attending vocational training classes out of a total institutional population of 472. Another 55 were on work release status.⁵⁷ During the year, approximately 240 inmates attended

56. Louisiana Correctional and Industrial School, Annual Report, July 1, 1972 - June 30, 1973, p. 2.

57. Louisiana Correctional and Industrial School, Questionnaire: Inmate Work Assignments - LCIS, Jan. 21, 1974.

academic classes at the institution.⁵⁸ Table 7 on the following page shows the inmate enrollment in each of the academic and vocational training classes from July 1, 1972, to June 30, 1973.

The academic program includes the following: Adult Basic Education (grades 1-9), General Education Development (GED) (grades 8-12), College Level Speech Class, Advanced Speech Discussion Group, and Chorus.

All classes are conducted from 6:40 a.m. until 3:00 p.m. with the exception of the GED and the college level special classes. In the GED program, the class in mathematics is generally scheduled from 5:30 p.m. until 6:30 p.m., twice a week, because the institution uses contract teachers from the local school. The college speech class is held once a week from 6:00 p.m. to 9:00 p.m.

The elementary and junior high school program consists of mathematics, English, reading, and social studies, which are usually of 1 hour duration.

In the GED program, three subjects are taught: mathematics, English, and literature. After an inmate has progressed through the GED program, he is given the California Achievement Test to evaluate his progress. The inmate student must score at least a 12.0 grade level on the test to take the High School Equivalency Test at McNeese State University. During fiscal year 1972, six inmates graduated and received high school equivalency diplomas through this program.⁵⁹

The academic education department is responsible for testing each new inmate received from Angola for possible enrollment in the vocational training program. It is the institution's policy to have a guidance counselor from Sowela Technical Institute in Lake Charles administer the test as quickly as possible after the inmate's arrival at LCIS. According to the superintendent, the only justification for an inmate not being administered the achievement test is that he cannot read or write. If this is the case, the inmate is encouraged to enroll in what is called a Lauback program, which is designed specifically to teach illiterates how to read and write.⁶⁰

During fiscal year 1972, approximately 95 percent of the inmates received at LCIS were tested for possible enrollment in the vocational

58. Annual Report July 1, 1972 - June 30, 1973, p. 12.

59. Jerald Dowers, educational coordinator, interview in Louisiana Correctional and Industrial School, Dec. 5, 1973.

60. Annual Report July 1, 1972 - June 30, 1973, pp. 12-13.

Table 7

INMATES ENROLLED IN ACADEMIC
AND VOCATIONAL CLASSES
AT
LOUISIANA CORRECTIONAL AND INDUSTRIAL SCHOOL
ANNUAL EDUCATION REPORT
JULY 1, 1972 - MAY 31, 1973

	Academic Classes				Vocational Classes											Total	
	Grade Level 1-3	4-6	7-8	9-12	Auto Mechanics	Welding	College Correspondence	CIE	Current Events	Discussion Group	Creative Encounter	Chorus	Advanced Discussion	Speech	Advanced Speech		
July	10	29	36	17	26	48	2	3	--	--	--	--	--	18	18	207	41
Aug.	8	26	30	20	23	44	2	3	--	--	--	--	--	--	26	182	
Sept.	10	37	34	24	22	40	2	3	19	25	--	--	--	18	--	234	
Oct.	9	28	28	14	17	40	5	--	19	--	--	--	--	19	23	202	
Nov.	6	24	21	11	15	39	5	--	17	--	--	--	--	16	21	175	
Dec.	5	14	15	15	16	40	5	--	16	--	--	--	--	15	20	161	
Jan.	4	15	18	16	18	48	5	--	--	25	25	--	--	20	--	194	
Feb.	5	19	27	16	19	50	5	--	--	22	20	25	--	19	--	227	
Mar.	6	18	24	15	21	49	6	--	--	--	17	40	--	16	20	232	
Apr.	7	21	30	12	18	52	7	--	--	--	--	35	21	11	--	214	
May	5	28	34	16	19	54	7	--	--	--	--	35	22	10	--	230	

SOURCE: Louisiana Correctional and Industrial School, Annual Report, July 1, 1972 - June 30, 1973.

training program. Due to limitations in staff and facilities, only 15 percent of those tested were actually enrolled in the program.⁶¹

The vocational program at LCIS includes courses in welding and auto mechanics. These classes are taught in coordination with Sowela Technical Institute. Generally, students enrolled in this program attend classes for about 3 1/2 hours a day, 5 days a week. Overall, over 140 inmate students were enrolled in these classes between July 1, 1972, and June 30, 1973. Only 14 students graduated during the year, however.⁶²

According to Superintendent Cormier, the educational and vocational programs at LCIS are more widely utilized by inmates and probably more effective than those provided by the other adult institutions. The increased effectiveness, he added, is due in large measure to the selected prisoners sent there.⁶³

The recreational department at LCIS offers a number of activities to meet the needs of different interests and abilities of inmates. According to James Lowry, recreation supervisor, intramural leagues are conducted in basketball, softball, and football. Also offered are weight lifting, table tennis, tennis, and track and field events. For inmates who are not as able or do not care to participate in physical sports, the following are available: dominoes, chess, shuffleboard, and a hobby shop.⁶⁴

The library at LCIS consists of more than 10,000 books, magazines, and films. The average number of library materials circulated on a monthly basis between July 1972 and June 1973 was 1,481. The library also subscribes to more than 80 newspapers and magazines and sponsors weekly group discussions and monthly film seminars. Recommended reading lists and book reviews are usually presented in the institution's newspaper, The Turning Point.⁶⁵ Table 8 on the following page presents library statistics for fiscal year 1973.

61. Ibid., p. 13.

62. Ibid., p. 15.

63. Superintendent Warren Cormier, interview in Louisiana Correctional and Industrial School, November 1973.

64. James Lowry, recreation supervisor, interview in Louisiana Correctional and Industrial School, Nov. 9, 1973.

65. Annual Report July 1, 1972 - June 30, 1973, p. 19.

Table 8

LIBRARY STATISTICS FOR
LOUISIANA CORRECTIONAL AND INDUSTRIAL SCHOOL
JULY 1, 1972 - JUNE 30, 1973

1.	Total Registered Users (staff and trainees)	483
2.	Total Circulation:	
	a. Fiction	1,421
	b. Nonfiction and films	5,298
	c. Magazines	1,334
	d. Paperback Books	2,419
	e. Number of Patrons Checking Out and Listening to Recordings and Cassette Tapes	6,976
	f. Filmstrips	41
	g. Recordings	249
	h. Vertical File	32
	i. Combined Total	17,770
3.	Louisiana State Library Materials (LSL) (Includes Borrowing From Other Libraries)	672
4.	Average Number of Materials Circulated on a Monthly Basis	1,481
5.	Total Number of Books in Collection	5,483
6.	Total Number of New Books Received Through the Processing Center at LSL	19

SOURCE: State of Louisiana, Department of Corrections, Louisiana Correctional and Industrial School, Annual Report, July 1, 1972 - June 30, 1973, p. 19.

Louisiana law does not mention inmate access to the library. The statutes only state that the director of the Department of Corrections may pursue all programs which promote rehabilitation. No State funds are specifically appropriated for the support of prison libraries. Much of the funds for library services at LCIS and the other adult institutions are drawn from inmate welfare funds. However, the Louisiana State Library in Baton Rouge as well as the Regional Film Libraries of the Louisiana State Department of Education have assisted the library service at LCIS.⁶⁶

Inmate Representation

Within the institution, at the present time, there is no formal inmate advisory group which can represent inmates on matters affecting the inmate body as a whole. Consequently, communications between the prison administration and the inmates are limited. Inmates have no effective way of bringing forth their complaints to the prison administration since there is no active prisoner grievance committee. This condition is further aggravated by the fact that there are a large number of black inmates at the institution and no black correctional officers or administrative officials. According to some inmates, this has served to reduce any kind of meaningful interaction between inmates and prison officials. It has also resulted in a situation in which mutual understanding is severely limited.

66. Ibid., p. 17. Money for this fund is derived mainly from income generated by the institution through the sale of goods purchased by inmates from the prison commissary and vending machines. Another major source of income for the welfare fund at LCIS is the blood plasma program conducted by SARA, Inc. During fiscal year 1973 this program produced and supplied revenues of \$20,289 to the welfare fund and \$70,235 to the inmate accounts.

V. LOUISIANA CORRECTIONAL INSTITUTE FOR WOMEN

Overview

The Louisiana Correctional Institute for Women (LCIW) was established by the State legislature in 1970 (LSA-R.S. §15:892 (Supp. 1975)). This facility, which is located approximately 17 miles south of Baton Rouge at St. Gabriel, is maintained specifically for female offenders convicted of felonies and sentenced to imprisonment.⁶⁷

As of January 1974 there were 124 female offenders at LCIW. Of this total, 42 were white and 82 were black. There were also eight male inmates assigned to the institution from the Louisiana State Penitentiary at Angola to help maintain the facilities.⁶⁸

Housing

In the new quarters each inmate is assigned her own room. All rooms are equipped with a lavatory, bed, at least one chair, and a combination desk and drawer. Each inmate is also permitted to have some personal furnishings and property in her room. To ensure some degree of privacy, she is allowed to keep her own room key.

67. Prior to the open meeting in Baton Rouge, female offenders confined at St. Gabriel had just completed moving from an old facility to a newly constructed facility, which can house up to 200 inmates. All of the interviews conducted by Commission staff were at the old facility.

68. Louisiana Correctional Institute for Women, Questionnaire: Inmate Work Assignment at LCIW, Jan. 22, 1974.

Housing assignments are made by a classification committee. According to Faye H. Fletcher, assistant superintendent at LCIW, before an inmate is assigned a room every effort is made to determine whether she has a behavioral problem. Those who are found to have a behavioral problem are sent to a psychiatrist as soon as possible. Special consideration is also given to her in terms of room assignment. The institutional policy is not to assign more than one inmate to a room.⁶⁹

Upon arrival at LCIW all inmates are given an orientation. The orientation usually lasts for about 3 days. During this time the inmate lives in the infirmary until she has had a physical examination and has received instructions concerning institutional rules, regulations, and policies.⁷⁰

Work Assignments

Work assignments for inmates include clerical, orderlies, food services, laundry, maintenance, and garment factory. As of January 1974, 111 of the 132 inmates at LCIW were assigned jobs. Table 9 on the following page describes the distribution of job assignments by race and job category. Thirty-three inmates, or one-fourth of the inmate population, were assigned to the garment factory; another 25, to the kitchen. The remaining inmates (45) were assigned to clerical work, orderly, laundry, maintenance, and sewing class. Six inmates were on work release, and two were on study release.⁷¹

An analysis of job assignments for the month of January 1974 (see Table 9) reveals that a majority of the black inmates (62.7%) were assigned to such jobs as runners and porters, kitchen aides, laundry workers, and workers in the garment factory.

The garment factory is the major source of work for inmates at LCIW. According to Rita Westmoreland, assistant superintendent of the factory, there are 40 machines, and inmates make clothing and related articles for other State correctional facilities as well as for other State-operated institutions such as hospitals. Since most inmates assigned to the garment factory have no prior experience

69. Faye H. Fletcher, assistant superintendent, interview in Louisiana Correctional Institute for Women, Dec. 3, 1973.

70. Ibid.

71. Louisiana Correctional Institute for Women, Questionnaire: Inmate Work Assignments at LCIW, Jan 22, 1974.

Table 9

INMATE JOB ASSIGNMENTS BY RACE
LOUISIANA CORRECTIONAL INSTITUTE FOR WOMEN
(AS OF JANUARY 1974)

<u>Inmate Job Assignment</u>	<u>White</u>	<u>Black</u>	<u>Total</u>
Clerical Positions	9 (75.0)	3 (25.0%)	12
Runners and Porters (Orderlies)	0 (0.0)	7 (100.0)	7
Kitchen	12 (48.0%)	13 (52.0%)	25
Laundry	0 (0.0)	2 (100.0%)	2
Maintenance	2* (12.5%)	14 (87.5%)	16
Garment Factory	8 (24.3%)	25 (75.7%)	33
Sewing Class	5 (31.3%)	11 (68.7%)	16
	36 (32.4%)	75 (67.6%)	111

*Denotes one male maintenance person assigned from Louisiana State Penitentiary. Overall, eight male inmates are assigned to LCIW (3 white and 5 black).

SOURCE: Louisiana Correctional Institute for Women.

on commercial machines, she added, inmates are given an intensive training course in their operation. Mrs. Westmoreland indicated that those inmates who do well in the garment factory are given the opportunity to enroll in the vocational sewing class, which is sponsored by the State Department of Education. This program is a 2-year course of study and is considered by the Department of Corrections to be vocational training.⁷²

Mrs. Westmoreland commented that many of the inmates assigned to the factory actually do not want to work there. She also said that the work in the garment factory is not intended to serve as vocational training although training is provided. Mrs. Westmoreland noted that no efforts are made to find out whether this training is valuable for the inmates. To her knowledge, none of the inmates have secured employment in the garment field after leaving St. Gabriel.

Rates of pay for inmates on work assignments are minimal. J. D. Middlebrooks, acting superintendent for LCIW at the time of the open meeting, emphasized that wages are set by the State legislature. During the first 6 months, the inmate is paid no wages. After the inmate has been at LCIW for 6 months, she becomes eligible to receive pay. There are basically three pay grades. As of November 1973, 85 percent of all inmates at LCIW received only 2 cents an hour for an 8-hour workday, and approximately 10 percent received about 3 cents an hour. Only about 5 percent of the total inmate population made the maximum: 5 cents an hour (or 40 cents a day). (Transcript, pp. 438-439)

Work assignments are rarely integrated with vocational training programs provided at the institution. Mrs. Fletcher said that the only possibility of integrating work assignments and training at LCIW is in the garment factory. Other than this, there is no attempt to supplement work assignments with vocational training.⁷³

When an inmate has 8 months or less remaining on her sentence before her parole or discharge date, she becomes eligible for work release. As of January 1974, six women were on work release status. Most of those on work release continue to stay at LCIW and work in Baton Rouge.

72. Rita Westmoreland, assistant superintendent of the garment factory, interview in Louisiana Correctional Institute for Women, November 1973.

73. Faye H. Fletcher, assistant superintendent, interview in Louisiana Correctional Institute for Women, Dec. 3, 1973.

Health and Medical Care

All newly received inmates are given a physical examination during the orientation period. A routine gynecological examination is also given and as frequently thereafter as the doctor recommends.⁷⁴

Mr. Middlebrooks stated in his testimony before the Advisory Committee that there is no permanent physician assigned to St. Gabriel. The institution, however, does have two physicians on retainer. One physician is on contract for 24 hours a month, and the other is on contract for 14 hours a month. One registered nurse is on duty at the institution 40 hours a week. There are no provisions for around-the-clock medical staff in the facility. A doctor is usually available for all sick calls each Monday, Wednesday, and Friday in the morning. If the inmate wishes to see the doctor, she is required to give her name to the officer on duty before 6:30 a.m. At that time the list is closed unless there is an accident or an emergency. An eye doctor visits the institution at least once a month, and a dentist is under contract for 4 days a month.⁷⁵ (Transcript, p. 431)

Joyce Maddox, the nurse-in-charge of the infirmary at St. Gabriel at the time of the open meeting, said that she dispenses all medication to inmates if the doctor is not available. Since there is no pharmacy at the institution, prescriptions are prepared outside the facility. As a precautionary measure, she added, only 3 days of medication are provided to inmates at any one time.⁷⁶

Prenatal and gynecological services for inmates at St. Gabriel are limited. Specialized care, however, is provided by outside agencies. All inmates, for example, are required to attend a family planning program in Baton Rouge. According to Rebecca H. Hutchinson, chief of security at LCIW, there were at one time as many as five pregnant women at the institution. She added that the Earl K. Long Hospital in Baton Rouge provides specialized prenatal care for women incarcerated at LCIW and is usually the place of delivery. Mrs. Hutchinson noted that the birth certificate indicates the hospital

74. Joyce A. Maddox, nurse-in-charge, interview in Louisiana Correctional Institute for Women, Nov. 5, 1973.

75. State of Louisiana, Louisiana Correctional Institute for Women, Inmate Manual (1972), p. 12.

76. Joyce A. Maddox, nurse-in-charge, interview in Louisiana Correctional Institute for Women, Nov. 5, 1973.

as the place of birth. She said that in most instances the parents or other relatives of the inmate care for the children. If the need arises, staff at the institution will assist in making arrangements for welfare assistance to support these children.⁷⁷

Basic personal hygiene items such as soap, toothpaste, and sanitary napkins are provided to the inmates by the institution. These items also are available for purchase at the commissary. Inmates at LCIW are required to shower daily but may do so more often.⁷⁸

Clothing is provided to inmates at the institution. This clothing must be worn during working hours. Free-world clothing, however, is permitted after work and on Saturdays, Sundays, and holidays except for those on duty during these days. According to the institution's inmate manual, inmates must be dressed in uniform at all times when on duty. If the inmate has visitors during the week, she must see them in uniform. Free-world clothes are considered to be a privilege and can be taken away at any time.⁷⁹

Visits

Visiting privileges are not felt to be a major issue among inmates at St. Gabriel. Each inmate is allowed nine persons on her visiting list. Married couples are usually considered as one if they live at the same address. Visiting days are usually Saturday and Sunday. Approved visitors from out-of-State are the exception. These visitors may visit any day of the week if permission is requested and granted in advance. All visitors, however, must be on an approved list, and each one is allowed only two visits per month. Visits are limited to 2 hours. Extended visits, however, are permitted for reasonable cause. Although minimal supervision is usually maintained by institutional staff, efforts are made to ensure that no visitor carries contraband onto or off the grounds of the institution. In some instances, visitors are searched. Inmates, on the other hand, are usually searched for contraband.⁸⁰

77. Rebecca H. Hutchinson, chief of security, interview in Louisiana Correctional Institute for Women, Nov. 6, 1973.

78. State of Louisiana, Louisiana Correctional Institute for Women, Inmate Manual (1972), pp. 7-9.

79. Ibid., p. 7.

80. Ibid., pp. 10-11.

Correspondence

During the orientation period the classification officer will ask the inmate for the names of those with whom she wishes to correspond while at St. Gabriel. No more than nine persons will be approved for the inmate's correspondence list. All persons on this list must be of good character and reputation without serious criminal or police records. Married inmates are not permitted to write to persons of the opposite sex except to their husband and close relatives. Single persons are not permitted to write to married men outside their families.⁸¹

The classification officer usually does not notify the correspondents on the list; the inmate must do so. After the initial interview, the inmate may request an addition to the list within 30 days. After that period, she is not permitted to add more correspondents to her list until 60 days have elapsed. Any violations of the rules governing mail privileges at LCIW by either the inmate or her correspondents may "cause a loss of privileges or a suspension of this privilege."⁸²

Inmates can usually purchase stamps at the prison store or receive them from persons on the approved correspondence list. Also, packages containing items such as hair spray, deodorant, toothpaste, bath powder, perfume, and cosmetics may be received once a month by the inmate as long as these packages are sent by persons on her correspondence list. Items of clothing and other wearing apparel may be received by the inmate once every 3 months.

Rebecca H. Hutchinson stated that inmate mail is not censored. Incoming mail, she added, is opened and searched for contraband, but it is not read. There is no specific prohibition on reading material that inmates may receive, but the superintendent does reserve the right to ban certain literature. She also noted that none of the mail to and from attorneys, judges, or correctional staff is read or censored.⁸³

81. Ibid., p. 10.

82. Ibid., p. 11.

83. Rebecca H. Hutchinson, chief of security, interview in Louisiana Correctional Institute for Women, Nov. 6, 1973.

Access to News Media

Acting superintendent J. D. Middlebrooks stated that all major State newspapers and popular magazines are received by the institution. The institution, however, does restrict the kinds of newspapers, magazines, and other publications which can be mailed directly from the publisher to the inmate. The superintendent at St. Gabriel uses the list approved by the American Correctional Association in selecting newspapers, magazines, and other reading material. Publications from ex-offender organizations are usually permitted in the institution. The superintendent makes the final determination on which publications to be received by the institution.⁸⁴

Inmates can correspond with newspaper reporters. Furthermore, reporters are permitted to interview inmates at the institution as long as they have their permission. On occasion the use of cameras and television has been allowed in the institution. This, however, is subject to the superintendent's authorization, and permission must be given by the inmate if she is to be video taped.⁸⁵

Disciplinary Procedures

Upon admission all inmates receive a handbook containing the rules and regulations of the institution, a listing of expected conduct, and a listing of rule infraction penalties. The handbook also contains information concerning visiting and correspondence procedures, work program, sick call procedures, and information on the institution's point system.

According to Mrs. Hutchinson, inmates are kept informed of not only the rules and regulations but also of the specific penalties possible for each rule infraction. All incoming inmates, she added, are briefed on these rules during their orientation period. She pointed out that current bulletins are posted throughout the facility to keep inmates advised of any changes in the rules.⁸⁶

Violations of rules, policies, or procedures which are serious enough to merit a written report by institutional personnel are handled in the following manner: First, a report is written as soon as possible after the infraction is committed, and a copy is then given to the inmate. Second, a disciplinary committee composed of at least three but not more than seven employees reviews the case. Usually the chief of security serves as the chairperson for the committee; other members of the committee include security personnel. The accuser does not serve on the

84. J. D. Middlebrooks, acting superintendent, interview in Louisiana Correctional Institute for Women, December 1973.

85. Ibid.

86. Rebecca H. Hutchinson, chief of security, interview in Louisiana Correctional Institute for Women, Nov. 6, 1973.

committee. The disciplinary committee is responsible for advising the inmate of the charge and the evidence against her. The inmate, in turn, is given the opportunity to present her defense. Upon hearing the evidence, the committee must then make a decision as to her guilt or innocence and then set the penalty. If the inmate is found guilty, she can appeal to the superintendent of the institution. The superintendent is required to review and approve all penalties assessed by the disciplinary committee.⁸⁷

The following penalties may be applied: reprimand; loss of privileges; warnings; restrictions; extra duty assignments; punitive segregation; forfeiture of good time; change of work assignment, custody, or housing assignment; or any combination of these penalties.⁸⁸

For the more serious cases, punitive segregation is used. In this form of segregation the inmate is confined in a cell and physical liberty is absolutely limited; this constitutes solitary confinement. A variation of this type of confinement is administrative lockdown. Administrative lockdown is often used to confine an inmate in a cell for a short period until the disciplinary committee can review her case.⁸⁹

The maximum length of time an inmate can be held in solitary confinement is 10 days. While the inmate is in solitary confinement, there is no specific requirement for periodic medical examinations by a doctor. The nurse is required to visit the inmate if she is on medication or has a medical problem. No recreational activity is allowed. The inmate, however, is usually given some time outside the cell for exercise. Furnishings in the cell are sparse; only a mattress and a blanket are available to the inmate at night.⁹⁰

The inmate is permitted to wear regular prison clothing while in solitary confinement. An inmate loses all privileges when she

87. State of Louisiana, Louisiana Correctional Institute For Women, Inmate Manual (1972), pp. 17-18.

88. Ibid., p. 18.

89. Rebecca H. Hutchinson, chief of security, interview in Louisiana Correctional Institute for Women, Nov. 6, 1973.

90. Ibid.

is placed in this type of confinement. She can, however, shower once every other day, and the food she receives is the same as that which other inmates receive.⁹¹

Religion

At the time of the open meeting in Baton Rouge, there were two official chaplains on duty at St. Gabriel - one Catholic and one Protestant-both white. A black minister was also available on a contract basis.

Rev. Keith Mills, the Protestant chaplain, explained that formal religious services are usually held for Protestant and Catholic inmates at the institution. He noted that he has never received any requests from black inmates requesting services in the Muslim religion. He also stated that when economically possible, religious dietary laws are complied with and inmates who are members of a particular sect are permitted to observe their holidays in accordance with their beliefs.⁹²

According to Reverend Mills, inmates are not required to attend religious services, nor are they forced to see a clergyman either of their own religion or of any other. One inmate, however, stated in an interview that although most of the black inmates do not particularly want to attend the services, they continue to do so because church participation is one of the criteria for determining the issuance of good time.⁹³

Legal Services and Access to Legal Materials

At the time of the open meeting, there was no law library at the facility, nor did the present library contain any legal material other than very general lawbooks. Although many inmates at LCIW have retained outside attorneys, some do correspond with inmate lawyers at Angola and do secure legal assistance from them.⁹⁴ Mr. Middlebrooks

91. Ibid.

92. Rev. Keith Mills, Protestant chaplain, interview in Louisiana Correctional Institute for Women, Nov. 4, 1973.

93. Inmate LCIW-A, interview in Louisiana Correctional Institute for Women, Nov. 4, 1973.

94. Inmate LCIW-B, interview in Louisiana Correctional Institute for Women, Nov. 4, 1973.

indicated that a law library was being planned for the facility and that once established, formal instruction would be provided to inmates on its use; however, there were no indications that a legal services program would be established.⁹⁵

Rehabilitation Programs and Vocational Training

Most of the inmates at St. Gabriel are young; many are married; and more than half of them have children. Many come from large urban areas and a disproportionate number are black. The types of jobs they held before coming to LCIW were usually low-skilled and carried little status. Nearly half have less than a high school education. Thus, for the most part, female offenders at LCIW lack basic job skills and education. Underlying these serious deficiencies is the fact that many will have to support themselves and their dependents or work to supplement family income upon release.⁹⁶

The present educational program at St. Gabriel has two primary elements: academic education and vocational training. Academic classes are conducted Monday and Thursday for 3 hours each evening. The classes are taught by two certified teachers from the local school district on a contract basis. Subjects offered include English, mathematics, reading, spelling, health, and social studies. The average attendance in these classes is about 15 students. There are no remedial education classes available at the institution.⁹⁷

Vocational training programs at St. Gabriel are sewing, cosmetology, secretarial training, and tailoring, with the last three being offered under the study release program. Classes in dress-making and sewing are taught in conjunction with Memorial Area Vocational School, located in New Roads, La.⁹⁸

95. J. D. Middlebrooks, acting superintendent, interview in Louisiana Correctional Institute for Women, December 1973.

96. State of Louisiana, Department of Corrections, 30th Annual Report (October 1972), p. 79.

97. J. D. Middlebrooks, acting superintendent, interview in Louisiana Correctional Institute for Women, December 1973.

98. Barbara T. Le Blanc, vocational training program supervisor, interview in Louisiana Correctional Institute for Women, November 1973.

As of January 1974, only 16 inmates were enrolled in the 2-year sewing class. Two additional inmates were attending vocational training classes outside of the institution, and four were on work release. Thus, only 22 out of a total of 124 inmates, or 18 percent of the total inmate population at St. Gabriel, were actually involved in any kind of vocational training program.

A report prepared by the Louisiana Commission on the Status of Women in 1972 asserted that the vocational training program for women at the prison was both inadequate and sex-typed. It also pointed out that the training which women receive at LCIW bears little relation to their post-release employment patterns. For example, it was pointed out that very few inmates actually seek work in the outside world as a seamstress. The fact that only a limited number of former inmates were working in jobs that were related to their prison work experiences, the report adds, suggests a high degree of non-transfer of this type of training to the noninstitutional world.⁹⁹

Rita Westmoreland, assistant superintendent of the garment factory at St. Gabriel, noted that few inmates working in the garment factory or attending sewing and tailoring classes actually secure employment in these fields when they are released.¹⁰⁰

Barbara Le Blanc, head of the vocational training program at St. Gabriel, explained that the present program is operated by the Memorial Area Vocational School and is funded through the State Department of Education. She noted that she is the only staff person at St. Gabriel assigned to vocational training on a full-time basis. Despite the fact that the class has been relatively successful in providing training in sewing, dressmaking, pattern drafting, upholstery, and drapery making to inmates at St. Gabriel, the program itself has not been given a great deal of support by the officials at the prison, she said.¹⁰¹

99. Susan Holton, Work Training Programs and Job Finding Assistance for Female Offenders at the Louisiana Correctional Institute for Women, Commission on the Status of Women, State Department of Labor (February 1972), pp. 1-3.

100. Rita Westmoreland, assistant superintendent of the garment factory, interview in Louisiana Correctional Institute for Women, November 1973.

101. Barbara T. Le Blanc, vocational training program supervisor, interview in Louisiana Correctional Institute for Women, November 1973.

An outside craft committee, she added, has been established to advise her on the type of training that should be provided to inmates to enhance their placement in a good job upon release from prison. The class works mainly with donated materials, and the inmates can sell the things which they make to people on the outside. The moneys derived from these sales, she said, goes into the inmates' personal accounts. The inmates may also make clothes for themselves and their families.

At the time of the open meeting, the program was not accredited. Mrs. Le Blanc noted that an effort was being made to get some kind of accreditation but that this effort was being hampered by inadequate facilities. She also expressed her opinion that the institution was not really interested in expanding vocational training in any form because "it would not leave enough inmates to do the janitorial work."¹⁰²

Work assignments and vocational education are not related to one another except in the garment factory, where inmates are given the opportunity to participate in classes relating to dressmaking and sewing.

Olivia Heatly, recreational supervisor at St. Gabriel, told Commission staff that the program she is attempting to develop is being hampered by security considerations. She asserted that almost every activity that goes on at the institution takes a secondary role to security considerations. She noted that facilities at the previous site were totally inadequate for any kind of effective recreational program. The new facility, however, has adequate space for outdoor activities and a gym that can be used as an auditorium.¹⁰³

Ms. Heatly pointed out that inmates at St. Gabriel have been recently allowed to attend various social and cultural activities in the Baton Rouge area. This program, however, has been restricted by the refusal of the prison administration to provide security personnel to accompany inmates on field trips. In order for inmates to attend these outside activities, she said, security personnel must volunteer their time. She asserted that both the superintendent and the security chief would rather not have any activities.

102. Ibid.

103. Olivia Heatly, recreational supervisor, interview in Louisiana Correctional Institute for Women, Nov. 4, 1973.

An integral part of the overall recreational program at the institution is the library. Ms. Heatly stated that the library is small and totally inadequate. Most of the books, she said, are old. Many of these books were donated by various civic and service organizations in the Baton Rouge area. She commented that the types of books to be placed in the library are determined by the superintendent. Furthermore, there are very few books relevant to black inmates. Books dealing with sex and romance, she said, are not allowed in the library.

Commissary

A commissary is available at St. Gabriel to afford inmates the opportunity to purchase items not furnished by the institution. The profits made at the commissary go into the inmate welfare fund.

Mrs. Fletcher noted that items in the commissary are slightly higher than outside retail costs. She said that inmates are permitted to order special items through the commissary when there is not sufficient inmate demand to regularly stock that item.¹⁰⁴

One problem voiced by some inmates is that they receive so little money for their work at the institution that they have difficulty in purchasing items at the commissary. For an inmate to purchase a pack of cigarettes, for example, she must work approximately 1 week. Because of the limitations placed on inmate wages by the State legislature, inmates sometimes have to wait almost 9 months before their first check is received. To ease the burden, inmates can request a \$10 loan from the institution. This is the maximum and no additional loans can be made until the original loan is paid in full.

Inmate Representation

To provide some communications with the prison population and to allow for the resolution of legitimate inmate grievances, an inmate council has been established at St. Gabriel. Members of the council are elected by the inmate population. The council has been used to assist the prison administration in working up rules and regulations for the inmate body. The council may also be used for grievance resolution, but one inmate asserted that it was not used very much

104. Faye H. Fletcher, assistant superintendent, interview in Louisiana Correctional Institute for Women, Dec. 3, 1973.

for this purpose. Most of the inmates have a negative attitude toward the council.¹⁰⁵ On the other hand, Mrs. Hutchinson, chief of security, felt that the council has been effective and that it has been responsible for bringing about some positive changes at St. Gabriel.¹⁰⁶

105. Inmate LCIW-A, interview in Louisiana Correctional Institute for Women, Dec. 3, 1974.

106. Rebecca H. Hutchinson, chief-of-security, interview in Louisiana Correctional Institute for Women, Nov. 6, 1973.

VI. LOUISIANA STATE PENITENTIARY

Overview

The Louisiana State Penitentiary at Angola is the main adult correctional unit operated by the Department of Corrections. The penitentiary was designed to house an inmate population of about 3,500, making it one of the largest penal institutions in the United States.

Not only is this penitentiary one of the largest institutions of its kind, but it is also one of the most isolated. The prison is located on 18,000 acres of land in the bend of the Mississippi River near Tunica in the northwestern part of West Feliciana Parish, far from any major urban center. It is more than 50 miles from the nearest major metropolitan area, Baton Rouge.

As of January 1974 slightly more than 3,500 inmates were housed in this facility. Nearly 2,500, or approximately 70 percent of the total inmate population, were black.¹⁰⁷

Housing

More than half of the inmates are quartered in the main prison, which provides the housing for three custody groups: maximum, medium, and minimum security.

107. State of Louisiana, Louisiana State Penitentiary, Questionnaire: Inmate Population and Job Assignments, Jan. 23, 1974.

In the maximum security section of the main prison, inmates are housed in individual cells. This area is surrounded by two fences and four guard towers. Also located within this compound is the prison control center and the education department.

Medium security inmates are housed in open dormitories directly adjacent to the maximum security area. These dormitories are surrounded by a fence with guard towers around the perimeter.

Opposite the medium security section is the minimum security area. Inmates here are housed in open dormitories. The distinguishing feature of this area is that there are no fences or guard towers surrounding the compound.

Inmates are also housed in four farm camps scattered throughout the grounds of the institution. As of January 1974, approximately 600 inmates were being housed at these camps.

In addition, about 450 inmates are housed at the reception center and hospital at any one time. The reception center is a fortress-like building located near the front gate of the prison. It holds all new admissions in medium security dormitories. It also has six maximum security cell tiers, with 15 cells to a tier. Two of these tiers are death row, and the others keep the most incorrigible inmates.

Figures 4 and 5 on the following pages show the general layout of Angola and the main prison, respectively.

Altogether there are 32 dormitories -- 16 medium security and 16 minimum security -- in the main prison complex, with each capable of housing up to 60 men. There are also four cellblocks in the maximum or closed security compound. Each cellblock has four tiers of 15 cells each. Two tiers are used for maximum security prisoners. The other two tiers are used mainly for punitive and administrative lockdown.

In the dormitories inmates are provided with a bed, an attached locker, and a mattress. Each dormitory is linked up with three other dormitories to form a compound arrangement similar to the letter "H." Usually a security post is located at the center of the compound. All dormitories are raised and cantilevered over a structure of low ventilated bases. The reason for this type of construction is that the prison complex is located on a flood plain and subject to periodic flooding.

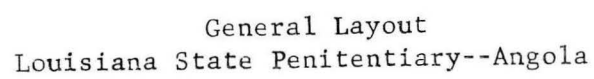


Figure 5
General Layout, Main Prison Complex
Louisiana State Penitentiary

There are only 340 single cells in the facility. About 240 are located in the maximum security compound. Individual cells are furnished with a bed, linens, washbasin, small table, and toilet. Each cell has approximately 50 square feet, and all cells have barred fronts. Light and heat for these cells are controlled externally by security officers. Radios, televisions, and other personal possessions are permitted.¹⁰⁸

Privacy for inmates housed either in the dormitories or in the cellblock areas is virtually nonexistent. Inmates are not permitted to hang anything across the front of their cells. The dormitories are open, and no partitions are allowed for security reasons. Both dormitories and cells are usually overcrowded. Maj. Richard Wall, a correctional officer at Angola, said at the time of the open meeting that there were more than 270 inmates assigned to some of the housing units at the institution. A housing unit consists of four dormitories. Normally, each dormitory unit is designed to house a maximum of 240 inmates. (Transcript, p. 569)

After arriving at Angola, an inmate is immediately placed in a medium security cell in the reception center. Here he undergoes a general orientation process, which includes instruction on the rules and regulations of the institution. He is also examined and tested to assess his academic and vocational potential, interviewed, given a physical examination, and issued prison clothing. Once this process is completed, housing assignments are made by the classification board. The inmate is assigned to a dormitory in either the medium or minimum security area of the prison complex.¹⁰⁹

Table 10 on the following page describes the distribution of the inmate population at the penitentiary by race and housing unit as of December 1973. Racial breakdowns of cell and dormitory assignments indicate that in three of the cellblocks the racial composition did not vary markedly from that of the total prison population. Only in Cellblock A was there a high degree of racial segregation.

In the dormitory areas, however, statistics indicate a high degree of racial segregation in the following dormitories - Ash, Hickory, Pine, and Walnut. Oak, Magnolia, and Spruce dormitories appear to be fairly well integrated. Cypress dormitory has no residents.

108. State of Louisiana, Louisiana State Penitentiary, Inmate Rules and Regulations, Revised as of January 1, 1973.

109. Ibid.

Table 10

DISTRIBUTION OF THE INMATE POPULATION AT
LOUISIANA STATE PENITENTIARY BY RACE AND HOUSING UNIT
(AS OF DECEMBER 1973)

<u>Housing Unit</u> <u>(Camps)</u>	<u>White</u>	<u>Black</u>	<u>Total</u>	<u>Capacity</u> <u>of Unit</u>
Camp A	23 (24.7%)	70 (75.3%)	93	216
Camp F	77 (52.4%)	70 (47.7%)	147	230
Camp H	115 (42.6%)	154 (57.3%)	269	243
Camp I	15 (14.4%)	89 (85.6%)	104	160
Total of Camps	230 (37.5%)	383 (62.5%)	613	849
<u>Reception Center</u>	165 (33.1%)	333 (66.9%)	498	323
<u>New Prison</u>				
Oak Dormitory	82 (40.2%)	122 (59.8%)	204	240
Pine Dormitory	0	216 (100.0%)	216	240
Walnut Dormitory	0	198 (100.0%)	198	240
Ash Dormitory	0	211 (100.0%)	211	240
Magnolia Dormitory	96 (48.5%)	102 (51.5%)	198	240
Cypress Dormitory	0	0	0	240
Spruce Dormitory	65 (29.0%)	159 (71.0%)	224	240
Hickory Dormitory	2 (10.0%)	18 (90.0%)	20	240
Total of Dormitories	245 (19.3%)	1,026 (80.7%)	1,271	1,920
<u>Cellblock Area</u>				
Cellblock A	16 (14.8%)	92 (85.2%)	108	60
Cellblock B	34 (33.0%)	69 (67.0%)	103	60
Cellblock C	29 (28.1%)	74 (71.9%)	103	60
Cellblock D	38 (46.9%)	43 (53.1%)	81	60
Total of Cellblocks	117 (29.6%)	278 (70.4%)	395	240
<u>Hospital</u>				
Working Personnel	29 (69.0%)	13 (31.0%)	42	39
Patients	22 (51.2%)	21 (48.8%)	43	69
T.B. Ward	0	0	0	19
Total Hospital	51 (60.0%)	34 (40.0%)	85	127
<u>Dog Pen</u>	6	3	9	7
<u>C.C.E.</u>	0	0	0	36
GRAND TOTAL	814 (28.4%)	2,057 (71.6%)	2,871	3,502

SOURCE: Louisiana Department of Corrections, December 1973.

Work Assignments

Nearly 2,300 of the more than 3,500 inmates in the institution held jobs as of January 1974. Table 11 on the following page shows the distribution of work assignments by race and job category.

An analysis of Table 11 reveals that 18 percent of the inmate population were assigned to the agricultural or farm sector.¹¹⁰ A large proportion of inmates (41 percent of the total inmate population at Angola) were assigned to such menial jobs as runners and porters (496), kitchen helpers (226), and dining hall attendents (211). Another 22 percent, or about 500 inmates, were assigned to clerical, construction, and maintenance-type jobs. The rest were either assigned to one of the prison industries, medical sector, or shop area.

Further analysis reveals that black inmates are concentrated in low-skilled or menial job assignments more than whites. For example, 78 percent of all inmates assigned to the farm sector were black. Black inmates also constituted the majority of those inmates assigned to the kitchen (78.4%), dining hall (91.9%), laundry (95.9%), cannery (93.0%), mattress factory (100.0%), tag plant (89.3%), and dairy (89.2%). White inmates, on the other hand, were mainly assigned to clerical positions (75.6%), maintenance (36.4%), and construction (42.8%).

Job assignments at Angola are made primarily by the classification board. The classification board consists of the two associate wardens or their designated representatives and the director of education. None of these officials are black. (Transcript, pp. 410-411) Emergency transfers can be authorized by shift supervisors or higher level personnel if the need arises. Inmates can also request certain work assignments.

The amount of compensation allowed for inmates is governed by the State legislature. In 1956 the legislature enacted what is called

¹¹⁰. The institution has approximately 9,500 acres devoted to agricultural production. About 2,600 acres are set aside for the production of sugar cane; 4,415 acres are devoted to pasture; 1,500 acres are used for growing vegetables and corn; and another 500 acres are used for cotton production. The industrial area consists of a sugar mill, canning factory, license plate factory, furniture shop, and numerous smaller industrial shops. Source: Louisiana Department of Corrections.

Table 11

INMATE JOB ASSIGNMENTS BY RACE
LOUISIANA STATE PENITENTIARY
(AS OF JANUARY 1974)

<u>Inmate Job Assignment</u>	<u>White</u>	<u>Black</u>	<u>Total</u>	<u>Percent of All Job Assignment</u>
Clerical Positions	108 (75.0%)	36 (25.0%)	144	6.4%
Runners and Porters	146 (29.4%)	350 (70.6%)	496	21.9%
Kitchen	49 (21.7%)	177 (78.3%)	226	10.0%
Dining Hall	17 (8.1%)	194 (91.9%)	211	9.3%
Laundry	2 (4.2%)	46 (95.8%)	48	2.1%
Trashmen	0 (0.0%)	2 (100.0%)	2	0.1%
Construction	62 (42.8%)	83 (57.2%)	145	6.4%
Plumbing Shop	13 (86.7%)	2 (13.3%)	15	0.7%
Electric Shop	10 (83.3%)	2 (16.7%)	12	0.5%
Paint Shop	5 (50.0%)	5 (50.0%)	10	0.4%
Carpenter Shop	0 (0.0%)	1 (100.0%)	1	0.0%
Power House	6 (100.0%)	0 (0.0%)	6	0.3%
Prison Industries by Shop:				
Cannery	3 (6.1%)	46 (93.9%)	49	2.2%
Dental Lab	4 (22.2%)	14 (77.8%)	18	0.8%
Mattress Factory	0 (0.0%)	18 (100.0%)	18	0.8%
Soap Plant	5 (45.5%)	6 (54.5%)	11	0.5%
Tag Plant	18 (10.7%)	150 (89.3%)	168	7.4%
Dairy	5 (17.8%)	23 (82.2%)	28	1.2%
Medical	12 (46.2%)	14 (53.8%)	26	1.1%
Maintenance	77 (36.3%)	135 (63.7%)	212	9.4%
Farm	93 (22.2%)	325 (77.8%)	418	18.5%
Total (All Job Assignments)	635 (28.0%)	1,629 (72.0%)	2,264	--

SOURCE: Louisiana State Penitentiary, January 1974.

the "incentive pay" statute.¹¹¹ This statute provides for all working inmates to be paid 2 cents an hour beginning after their first 6 months in the institution. Half of the inmates pay is automatically deducted and deposited in his savings account, and this money is given to the inmate upon his release from prison.¹¹² The maximum any inmate can earn in a 3-month period is \$5.72, which is placed in his drawing account. There are two other pay-scales of 3 1/2 cents and 5 cents per hour. However, the few inmates who are on these scales still have a maximum of \$5.72 per quarter deposited to their drawing accounts. The remainder goes into their savings account.

Although there are a number of good vocational training courses available to inmates at Angola, these programs involve only a very small portion of the total inmate population. As of January 1974, only 213 or approximately 6 percent of the inmate population were involved in vocational training.¹¹³ Inmates at the institution reported that correctional officers have frequently expressed negative attitudes toward the whole idea of vocational training. They also reported that the needs of the institution always have priority over inmate needs or qualifications. Graduates of the vocational training program are seldom given related work assignments to increase job skills, and there is no job security, they said. An inmate can be removed from his job at any time.¹¹⁴

The sense of hopelessness and desperation among Angola inmates regarding the lack of meaningful employment and job training is typified by the following:

...at this point I am thoroughly disgusted with the Louisiana prison system and my overall attitude has begun to take a very negative aspect.

111. LSA-R.S. § 15:869 et seq. (1956).

112. Ibid.

113. State of Louisiana, Louisiana State Penitentiary, Questionnaire: Inmate Population and Job Assignments, Jan. 23, 1974.

114. Inmates LSP-A, B, C, E, and F, interviews in Louisiana State Penitentiary, November and December 1973.

I have been confined 3 years and I have not accomplished anything at all which would help me to function as a more complete person in the free society.

There is no future in dishwashing nor is there any future in common labor for the ex-convict.

I feel that this institution...is pushing me in the direction of a life of crime. (Transcript, p. 178)

Perhaps one of the most successful programs at Angola and systemwide is the work release program authorized by State law and operated under the jurisdiction of the Louisiana Department of Corrections.¹¹⁵ The work release program allows selected inmates to be gainfully employed on a full-time basis outside the institution. Inmates on work release must return to institutional custody during nonworking hours.¹¹⁶

According to the Department of Corrections, the purpose of the program is to "help the selected inmate prepare for release and to assist him in making a successful transition from the structured institutional environment back into the community."¹¹⁷

At the present time, the Department of Corrections operates five work release centers throughout the State. Their location and approximate capacity are: Jackson Barracks, New Orleans (100); Camp Beauregard, Pineville (30); Louisiana Correctional and Industrial School, DeQuincy (35); and Ouachita Parish Jail, Monroe (15).¹¹⁸

More than 1,000 inmates from Angola have been placed on work release since the program began in 1968. During fiscal year 1973, slightly more than 500 inmates were on work release status at one

¹¹⁵. LSA-R.S. § 15:1111 (Supp. 1975).

¹¹⁶. State of Louisiana, Department of Corrections, The Work Release Program (January 1970), p. 1.

¹¹⁷. Ibid., p. 2.

¹¹⁸. State of Louisiana, Department of Corrections, Statistical Report for Fiscal Year 1972-1973, p. 27.

time or another.¹¹⁹ As of January 1974, approximately 110 inmates at Angola were on work release. Since 1968, about 160 on work release have been returned to Angola because of serious violations or other reasons. However, the overall recidivism for those who have participated in work release prior to their release from prison is approximately 20 percent. This figure is considerably below the estimated rate of recidivism for inmates not placed on work release prior to their discharge from prison. According to the Louisiana Commission on Law Enforcement and Administration of Criminal Justice, the estimated recidivism rate for inmates not given the opportunity to participate in work release is about 40 percent.¹²⁰

Health and Medical Care

Numerous lawsuits alleging inadequate medical care for inmates in Angola have been filed against the State of Louisiana and the Department of Corrections over the last 7 years.¹²¹ A 1969 suit, for example, charged that the majority of medical care and treatment received by inmates at this institution was allegedly delivered by unlicensed and educationally unqualified individuals. Later suits alleged that medicines and drugs were being administered by inmates assigned to the hospital and that the general level of medical care for inmates was inadequate.

119. Ibid.

120. Louisiana Commission on Law Enforcement and Administration of Criminal Justice, 1974 Comprehensive Plan, p. A-178.

121. Delos C. Dancer, III, V. The Department of Corrections, Civil Action No. 69-61 (Middle District of La.) filed Apr. 7, 1969; John Edward Ames v. Louisiana State Penitentiary, et al., Civil Action No. 69-154 (Middle District of La.) filed July 28, 1969; Larry Triggs v. Louis M. Sowers, Director, etc., et al., Civil Action No. 71-178 (Middle District of La.) filed Feb. 18, 1971; William R. Bersch v. Louis M. Sowers, Director, etc., et al., Civil Action No. 72-37 (Middle District of La.) filed Feb. 4, 1972; Richard Curtis v. Louis M. Sowers, Director, etc., et al., Civil Action No. 72-119 (Middle District of La.) filed Apr. 19, 1972; Frank Mulcahy v. Elayn Hunt, Director, etc., et al., Civil Action No. 72-217 (Middle District of La.) filed July 24, 1972; and Issac Jones v. Elayn Hunt, Director, et al., Civil Action No. 73-67 (Middle District of La.) filed Feb. 12, 1973.

Part of the problem has been the inability of the institution and the Department of Corrections to attract qualified medical personnel. Both Elayn Hunt, director of the department, and C. Murray Henderson, warden at the Louisiana State Penitentiary, attributed this situation in the past to the low pay provided to physicians employed by the State and the extreme isolation of the institution.

At the time of the open meeting, however, the problem of securing qualified physicians for Angola appeared to have been largely resolved. In his testimony before the Louisiana Advisory Committee, Warden Henderson stated that there were four full-time physicians on duty at Angola. He stressed the fact that doctors were on call every night to handle any emergency case that might arise. He pointed out, however, that there was a pressing need for registered nurses and auxiliary paramedical staff to assist regular medical personnel at the facility. (Transcript, p. 405)

As of January 1975, in addition to the four physicians, there were eight medical specialists, one hospital supervisor, one physical therapist, one medical lab technician, and two dentists employed at Angola. Medical personnel under contract included: one physician (9 days a month), one psychologist (8 days a month), one psychiatrist (72 hours a month), one psychiatric social worker (8 days a month), two physicians (one for 24 hours a month and the other for 40 hours a month), one pharmacist (24 hours a month), one oral surgeon (8 days a month), and one chest specialist (16 hours a month).¹²²

The hospital at Angola consists of a general ward, surgery unit, a clinic, and a tuberculosis ward. Under normal conditions, the hospital can house up to 70 inmates in the general ward and another 15 in the tuberculosis ward at any one time. Both the clinic and the surgery unit are well equipped and can usually handle the day-to-day medical needs of the inmate population. Arrangements have also been made with the Earl K. Long Hospital in Baton Rouge and the Charity Hospital in New Orleans to provide specialized medical care to inmates as the need arises.

Several inmates alleged, however, that there was a problem in securing adequate medical care, especially in the cellblock areas. One inmate asserted:

Inmates confined in the cellblocks must live with the constant knowledge that medical care is not always available to them.

122. State of Louisiana, Department of Corrections, Race/Ethnic Report, Louisiana State Penitentiary, Jan. 28, 1975.

On numerous occasions, inmates must resort to shaking the doors, the bars of the door...to attract the attention of the security guards in order to request medical assistance. Often inmates [in the cellblocks] are not allowed to visit the hospital because [security] personnel do not want them to mingle with inmates in the general population. (Transcript, pp. 181-182)

Another inmate alleged that to obtain medical attention in the cellblock area, inmates sometimes have to resort to drastic action such as self-mutilation. A report to the prison grievance committee cited a case in which an inmate allegedly set himself on fire because of his dire need for medical attention.¹²³

There is a routine daily sick call conducted by medical technicians for the medium and minimum security units in the prison complex except on weekends. Medical technicians are also required to make daily visits to the maximum security cellblock area. Inmates in the cellblock area, however, alleged that this was not always the case and that medical care was virtually nonexistent for those in maximum security. (Transcript, p. 182)

Dental services at Angola consist mainly of extracting and filling teeth and making partial and full plates. Inmates generally felt that the services were adequate, but because there are normally only two dentists to service an inmate population of about 3,500, the number of inmates receiving dental care is limited.

Psychiatric care for emotionally disturbed inmates at Angola is seriously limited. The gravity of the problem was noted by Mrs. Hunt in her testimony before the Advisory Committee and later corroborated by Warden Henderson. Using 1972 figures, Mrs. Hunt said that approximately 400 inmates at Angola were taking some form of antipsychotic medication. About 200 of these, she added, were serious enough to be placed under psychiatric care. Overall, approximately 250 inmates were being seen on a regular basis by psychiatric teams. (Transcript, p. 367)

Warden Henderson said there was "probably close to 200 ambulatory schizophrenics at Angola." This institution, he added, probably had the largest number of mentally disturbed patients of any other prison

123. Statement to the Prison Grievance Committee, Louisiana State Penitentiary, Apr. 6, 1973.

in the United States. He stressed the need for a psychiatric unit to be added onto the hospital with sufficient personnel to staff it. But even if Angola were to get the funds, he said, there would still be the problems of recruiting and retaining staff because of the penitentiary's isolated location. (Transcript, p. 406)

Carey Jones, chief psychologist at Angola, said in an interview with Commission staff that he tries to determine whether an inmate has any kind of mental disorder or behavior problem at the time of his admission. If the inmate is emotionally disturbed, he is required to recommend treatment. Although outside agencies have helped to some extent, he added, the small size of his staff was totally inadequate to deal with the large number of inmates at Angola who desperately need help. Although many of the inmates have some kind of emotional problem before coming to Angola, a large number develop emotional problems after being in prison for any length of time, he said.¹²⁴

In the area of programming, Mr. Jones has set up some group therapy sessions. Because of insufficient staff, sessions are usually conducted by classification officers who are not trained to facilitate these groups. He also said that he is trying to establish programs that will tie in the institution with the larger community. This effort, however, is being hampered by the almost total isolation of the prison from any large urban area, where some kind of community interaction could be effected.

Basic personal hygiene items such as soap, toothpaste, razors, and shaving cream are provided to inmates. These items are also available for purchase at the commissary in the institution. Inmates at Angola are permitted to shower once a day but may do so more often.¹²⁵

Clothing is provided inmates at the institution. Inmates may also wear personal clothing during off-hours and for trips outside the institution. Special work clothing is provided for inmates with jobs in food service, hospital, and other special work areas at the prison.¹²⁶

124. Carey Jones, chief psychologist, interview in Louisiana State Penitentiary, Nov. 8, 1973.

125. State of Louisiana, Department of Corrections, Louisiana State Penitentiary, Inmate Rules and Regulations, Revised as of Jan. 1, 1973.

126. Ibid.

The quality of food served at Angola was considered poor by many inmates. One inmate described food preparation as "a disaster." The serving area, mess hall, and kitchen facilities were alleged to be dirty and lacking even the most basic kinds of sanitary safeguards and precautions.¹²⁷ One inmate vividly described the serving area:

The food is in open inserts [pans] and placed on a steam table [that doesn't work] to be served. One has to wade through massive puddles of water in the trustees dining room...to go down the line to get one's food; the same 7-ounce cups are on the table to serve as salt and pepper dispensers, and there is a punched open one gallon can of syrup on the table. The cups of watery Kool-Aide have been poured long before we enter the dining room and are sitting on the ends of the table. The ice bin where the ice is kept...is nasty, scummy, and filthy with dirt [and] cockroaches.... Squadrons of birds live in the high-ceilinged, airplane-hanger-type messhall, and their droppings are everywhere. The messhall is stifling hot in the summer and freezing cold in the winter.¹²⁸

Inmates alleged that little effort is made by institutional staff to provide special medical diets to prisoners. The only deviation reported from the normal diet is a medically prescribed milk diet consisting of a 7-ounce paper cup of milk at lunch and another at supper.¹²⁹

Visits

Each inmate is authorized nine individuals on his list. Only members of the immediate family, lawyers, and religious advisors may visit an inmate. Visitors are usually allowed two visits per month

127. Inmates LSP-A and B, interviews in Louisiana State Penitentiary, November and December 1973.

128. Douglas Dennis, Angola Research Document (November 1973), pp. 5-6 (hereafter cited as Angola Research Document).

129. Inmates LSP-A, B, and C, interviews in Louisiana State Penitentiary, November and December 1973.

for approximately 2 hours each on Saturday and Sunday between 8:00 a.m. and 3:00 p.m.¹³⁰ At the time of the open meeting, there were no provisions for visitors during weekdays because of inadequate facilities. (Transcript, p. 413) Special visits for unusual circumstances and for those who cannot normally visit on regular visiting days are permitted with the approval of the warden.¹³¹

According to departmental regulations, visitors and all inmates except those inmates who violate visiting procedures are provided equal opportunity for visiting. Disciplinary measures imposed on inmates for offenses are not related to visiting cannot be used as a basis for denying visits. An inmate is not required nor can he be compelled to see a visitor he does not wish. If this situation occurs, the inmate is required to sign a statement to that effect.¹³²

According to Warden Henderson, the major reason for having restrictions on visiting at Angola is that the visiting area is rather small. The visiting room, or shed as it is sometimes called, is located near the maximum security section of the prison. It can accommodate approximately 300 people at one time. Visiting is usually informal, and privacy is nonexistent. Tables are located throughout the room, and a number of concession stands are situated in the visiting area to enable inmates and visitors to purchase refreshments. (Transcript, pp. 414-415)

Visitors are not usually searched but are issued identity cards, which must be presented to the security guard at the front gate to enter the visiting area.¹³³

Correspondence

At Angola there are no restrictions on the number of persons with whom an inmate can correspond as long as those persons are approved.¹³⁴ Outgoing letters must be kept unsealed for inspection. All incoming

130. State of Louisiana, Department of Corrections, Louisiana State Penitentiary, Inmate Rules and Regulations, Jan. 1, 1973.

131. State of Louisiana, Department of Corrections, Inmate Visiting and Correspondence (Adult), Department Regulation No. 30-19, Aug. 1, 1971.

132. Ibid.

133. Inmates LSP-A, B, and C, interviews in Louisiana State Penitentiary, November and December 1973.

134. State of Louisiana, Department of Corrections, Inmate Visiting and Correspondence (Adult), Department Regulation, No. 30-19, Aug. 1, 1971.

mail except that from the director of corrections is inspected but not censored. (Transcript, p. 427) Mail from the director to inmates is clearly marked and cannot be opened by institutional personnel for any purpose. All money, checks, money orders, or other media of exchange are receipted. Packages for inmates are recorded and inspected to insure that contraband is not concealed in the contents.¹³⁵

Each inmate is allowed to correspond without restriction with his attorney, the Governor, director of the Department of Corrections and members of her staff, the sentencing judge, district attorney, sheriff, probation and parole officer, and the State attorney general. This mail can be sealed and is not subject to review by institutional personnel.¹³⁶

Although regulations state that correspondence from attorneys to inmates is not to be opened,¹³⁷ inmates alleged that it was opened. In his testimony before the Advisory Committee, Warden Henderson said that mail from attorneys to inmates, although not censored, is opened and checked for money or other media of exchange. (Transcript, p. 427)

Access to News Media

Inmates are permitted to receive any magazine, newspaper, or other publication which is permitted public circulation on the outside and does not represent a clear and present danger to the institution.¹³⁸ There is no censorship applied to those newspapers or magazines permitted in the institution. Newsletters and magazines from ex-offenders organizations are also permitted. All orders for reading material, however, must be processed through the director of education. If the director comes across something he believes should not be permitted in the institution, he brings the order to the attention of his supervisor, the associate warden for treatment, who makes the final decision on the request.¹³⁹

135. Ibid.

136. Ibid.

137. Department Regulation No. 30-19.

138. Ibid.

139. Angola Research Document, p. 8.

Inmates can also correspond with newspaper reporters. Reporters are permitted to interview inmates at Angola if prior arrangements are made. Television cameras are permitted in the institution, but arrangements must be made well in advance. There are many outside organizations that provide program activities for the inmates. In fact, almost every prisoner organization, has outside sponsors who help with their programs.¹⁴⁰

Disciplinary Procedures

Both inmates and prison officials at the open meeting described the disciplinary process at Angola as being among the best in the nation. In theory, the process utilized at Angola provides the necessary procedural safeguards to protect inmates from unjust and capricious action by prison authorities. The development and subsequent implementation of this disciplinary process has been attributed largely to the efforts made by the administration, particularly by the director of the Department of Corrections, to see that these disciplinary procedures are complied with, both in letter and spirit.

The disciplinary procedures currently in effect are based on agreements between negotiation teams comprised of prison officials and prisoner representatives. These agreements were reached during federally mediated negotiation sessions on December 5, 1972, and March 8, 1973. The procedures were subsequently modified in October 1973.¹⁴¹

Inmates must conform to certain rules and regulations which are explained in the inmate code. According to Richard Crane, attorney for the Department of Corrections, inmates at Angola receive both a copy of the mediation agreement and a rule book, which states all the rules and penalties that can be received. (Transcript, p. 772)

Any infraction of the rules and regulations is usually first reported to the shift supervisor. An area captain, or person acting in this capacity, is responsible for reviewing all disciplinary reports from his sector on a daily basis. If a report is considered appropriate for further action, it is sent back to the shift supervisor, who serves as the disciplinary officer. This officer is respon-

140. Ibid., p. 9.

141. See Appendixes A and B for agreements concerning disciplinary procedures arising out of negotiations between officials of the Louisiana State Penitentiary and inmate representatives.

sible for documenting all minor violations, holding hearings on minor offenses, and certifying major offenses to the disciplinary board.

The disciplinary board usually consists of three officials. The chairperson is either the warden, deputy warden, associate warden for custody, or associate warden for treatment. The other two members of the board are selected by the warden from his staff.

The disciplinary officer has the authority to issue official reprimands and assign extra duty after having afforded the inmate an opportunity for a procedurally correct hearing. This officer can consider only minor offenses. All major offenses are sent to the disciplinary board. The board does not hear any offense which has already been heard by the disciplinary officer. An inmate also has the right to appeal any decision made by the disciplinary officer to the board.¹⁴²

The disciplinary officer or board must notify the inmate of the charges against him. This notification must be in writing and delivered to the inmate at least 24 hours prior to any disciplinary hearing.¹⁴³ Each notification is required to include: (1) the name and number of the inmate; (2) the specific rule violated, if any; (3) a description of the offensive behavior alleged; (4) the time and location of the alleged offense; (5) the name of the officer writing the report; and (6) the names of all witnesses except those who wish to remain anonymous.¹⁴⁴

Before the commencement of each hearing, the accused inmate is required to be orally informed of the rule violation of which he stands accused; the pleas available to him; his right to remain silent; his right to call witnesses, present evidence, and cross-examine his accusers; and his right to counsel.¹⁴⁵

142. State of Louisiana, Louisiana State Penitentiary, Disciplinary Procedures, Revised 10/31/73, Section II, General Disciplinary Process, p. 2. (See Appendix B).

143. Ibid., Section III, "Disciplinary Reports," p. 2.

144. Ibid., Section IV, "Hearings," p. 3.

145. Ibid.

All decisions of the disciplinary board are based upon the evidence presented at the hearing. If the inmate is found guilty, the board passes sentence. The inmate can, however, petition the director of the Department of Corrections to review the findings of the disciplinary board. This petition must be filed within 1 week of the board's hearing or rehearing. It is within the discretion of the board to grant the rehearing in any particular case upon written request by the inmate.

Those found guilty by the board may be disciplined in the following manner: (1) reprimands; (2) restrictions; (3) warnings; (4) loss of privileges; (5) extra duty; (6) change of work, custody, housing assignments, or any combination of these penalties; and (7) punitive segregation.

Punitive segregation refers to the confinement of an inmate in a cell. Under this condition, the inmate's physical liberty is absolutely limited. No inmate can be confined under isolated conditions for more than 10 consecutive days or for a period exceeding 20 days each calendar month.¹⁴⁶

For more serious cases, inmates can be placed in lockdown (confined to a cell.) Every inmate who is placed in lockdown is required to be notified in writing of the reasons why he has been confined under these conditions. Generally, inmates may be placed in lockdown for the following reasons:

1. When an inmate makes a request for such confinement;
2. For the prisoner's own protection;
3. When the prisoner is physically dangerous to himself or other persons;
4. When the prisoner is a serious escape threat; or
5. As a result of disciplinary application.¹⁴⁷

An inmate can also be confined to a cell while awaiting a hearing to determine if he has committed a violation. This type of confinement is referred to as administrative lockdown. However, an inmate can waive administrative lockdown and be given a hearing before being

146. State of Louisiana, Department of Corrections. Louisiana State Penitentiary, Lockdown Requirements, Article IV, Section B.

147. Ibid., Article I, Section C.

placed on extended lockdown. Each inmate confined in extended lockdown is given a periodic review at least once every 90 days to determine whether the conditions which made it necessary to place him in lockdown still exist.¹⁴⁸

To promulgate a fair procedure for the resolution of legitimate inmate grievances, a prisoner grievance committee has been established at the penitentiary to protect the rights and privileges of prisoners there. This committee has responsibility to investigate inmate grievances, complaints, and problems; to consult with appropriate prison officials, groups, or committees; and to make recommendations to them.¹⁴⁹

Although a grievance committee has been set up and the prison administration accepts inmate involvement and responsibility, at least in principle, there still appears to be some difficulty in working out an effective organizational mechanism. One inmate noted that the major difficulty in establishing a truly effective committee seemed to center on the relationship between the committee and the prison administration and on the areas of decisionmaking.¹⁵⁰

Another inmate who served as a member of the committee explained some of the underlying problems:

I think really the fundamental cause of the schism was that we had one set of hopes and expectations and the administration another. We wanted to have, for the first time ever at Angola, a valid say in how our lives were to be managed. We wanted, in effect, a limited experiment in self-government. From this attitude flowed our handling and selection of grievances to present. Our recommendations in all the sorely needed areas of correction were all designed to expand the responsibility afforded to prisoners as well as to better their material condition. The administration, on the other hand, seemed to view us as a sort of mouthpiece with which they could voice their excuses and rejections to the general prison population....¹⁵¹

148. Ibid., Article III, Section C.

149. Louisiana State Penitentiary, Bylaws, Prisoner Grievance Committee, Mar. 7, 1973. See Appendix B for an outline of the bylaws establishing this committee.

150. Inmates LSP-A, G, H, and J, interviews in Louisiana State Penitentiary, November and December 1973.

151. Angola Research Document, p. 18.

Another factor allegedly influencing the direction of this committee is the attitude of correctional officers at the prison. Here, according to one inmate, the question of control becomes extremely important.¹⁵² Some inmates at Angola asserted that the attitude of correctional personnel toward the grievance committee is one of fear and, to a certain extent, resentment: fear because the committee tends to modify their influence over the inmates; resentment because they (correctional personnel) see such a committee as a potential threat to their "sovereignty."¹⁵³

At the present time, the grievance committee is not as effective as it should be. The general prison population believes that the administration at Angola is concerned only with manipulating the committee to serve its own ends. This belief, in turn, has caused the majority of inmates to become indifferent to the committee. Additionally, a pervasive barrier continues to exist between the prison administration and the prison community.¹⁵⁴ As one inmate stated:

We wanted to act like and to be treated like men and they seemed to want to treat us like recalcitrant children. After all the hopeful signals we'd been getting and all the progress made at the federally mediated sessions, we weren't ready for that attitude, and I don't suppose they were ready for ours. It's a shame because we had such high hopes for this committee.¹⁵⁵

Religion

According to Warden Henderson, there are no restrictions imposed on inmates concerning their right to practice the religion of their choice. (Transcript, p. 415) Services are conducted in the Protestant (nondenominational) and Catholic religions. Members of the Muslim religion are also permitted to meet on a weekly basis. All meetings of a religious nature, however, must be sponsored by an outside group. If there is no sponsor available, the meeting cannot take place. Bertrend Griffin, Angola chaplain, stated in an interview with Commission staff that there have been problems in getting a sponsor

152. Inmates LSP-A, B, and J, interviews in Louisiana State Penitentiary, November and December 1973.

153. Inmate LSP-A, interview in Louisiana State Penitentiary, November 1973.

154. Angola Research Document, p. 19.

155. Ibid.

for the Muslim group at the prison. In response to inmate allegations that Muslims had been harassed by prison officials, Reverend Griffin denied that Muslims had been singled out for harassment.¹⁵⁶

His statement, however, was contradicted by an inmate:

Almost always, those inmates confined to the cellblocks are men of certain religions and political beliefs. Muslims, so-called Panthers, militants, and other types of radical believers are to be found in the cellblock areas.

Often these inmates are not guilty of breaking any rules or prison regulations. Their lives are devoted to helping their fellow inmates find themselves and to help develop habits which are constructive in nature rather than detrimental.

This is interpreted...by the security people here [as] militant activity because they feel that inmates, especially the blacks, should be content to remain ignorant and unprepared to face life in the free society.

When a black inmate initiates group activities, he is commonly labeled as an instigator and placed in the cellblock. (Transcript, p. 183)

Another inmate stated that Black Muslims could not practice their religion at Angola and that those inmates who were Muslim were concentrated in the cellblocks. (Transcript, p. 209)

Additionally, there is little effort made by the institution to provide special food to inmates who must conform to religious dietary laws.¹⁵⁷

Inmates have the right to meet with their religious leaders or counselors on a voluntary basis. In interviews with Commission staff inmates said that they have the right not to attend any religious service and to refuse to see a clergyman either of his own religion or any other religion.¹⁵⁸

¹⁵⁶. Bertrend Griffin, chaplain, interview in Louisiana State Penitentiary, Nov. 8, 1973.

¹⁵⁷. Bertrend Griffin and Inmate LSP-A, interviews in Louisiana State Penitentiary, November 1973.

¹⁵⁸. Ibid.

There are many prisoner religious organizations at Angola. The organizers of a religious program must demonstrate to the administration's satisfaction that it offers a valid religious benefit unavailable in any of the other religious programs.¹⁵⁹ Other than this stipulation, there appears to be no official restrictions placed on the formation of a religion for program purposes as long as the program does not constitute a clear and present danger to the institution.

Legal Services and Access to Legal Materials

According to the National Advisory Commission on Criminal Justice Standards and Goals, the right to and availability of counsel, both in court litigation and critical phases of administrative decisionmaking on offender status, has been a major trend in the current expansion of prisoners' rights. Access to legal services and materials is generally accepted as a critical element, not only from a rehabilitative standpoint, but also from a point of view of security needs. Corrections officials have noted that the provision of legal services and improved access to legal materials provide "a safety valve for grievances and help reduce inmate tension and power structures."¹⁶⁰

The provision of legal services at Angola is virtually nonexistent. Access to legal materials is often restricted. Witnesses at the open meeting said that the law library at the institution is inadequate to meet the needs of the inmates. One inmate assigned to the law library said that it is outdated and that many of the lawbooks are missing. According to another inmate, the law library needs to be reorganized and made more accessible to the inmates, especially for those in the cellblocks and outlying camps. (Transcript, p. 223)

Part of the void in legal assistance at Angola is filled by the "inmate lawyer."¹⁶¹ The Department of Corrections basically

159. Ibid.

160. National Advisory Commission on Criminal Justice Standards and Goals, Report on Corrections (Jan. 15, 1973), p. C-27.

161. An "inmate lawyer" is an inmate who has sufficient legal expertise to advise other inmates as to their legal rights and who files documents in court on their behalf.

accepts the premise underlying Johnson v. Avery,¹⁶² which permits the use of "jailhouse" or inmate lawyers if adequate legal services for inmates are not available.

At the time of the open meeting, there were seven inmates assigned to the legal library at Angola. (Transcript, p. 428) One inmate lawyer commented that a major problem facing him and the others was the difficulty in securing information from inmates in order to handle their cases. He said that security personnel at the prison often will not allow inmate lawyers to interview other inmates who request help under the guise of security requirements.¹⁶³

In response to questions from the Advisory Committee, Warden Henderson said that the people assigned to the legal library can visit inmates in the cellblocks and interview them. (Transcript, p. 428) He also said that many of those inmates in the cellblock area are protection cases and therefore cannot go to the library to confer with the inmate lawyers. Other inmates not on maximum security status, he added, can go to the legal library and talk with the inmate clerks. (Transcript, p. 428)

With regard to the legal collection, Warden Henderson admitted that the law library has been inadequate in the past. However, a recent survey has been made by a local attorney to correct some of the deficiencies in the library, he said. A request has also been submitted to the Department of Corrections to purchase additional lawbooks to build up the collection.¹⁶⁴ (Transcript, p. 428)

Although the law library at the prison is being upgraded, access to it is limited because of its size. This makes it very difficult for inmate lawyers to counsel fellow inmates, and it is often impossible for inmates to assist others to use lawbooks in their cells.¹⁶⁵ Further, because of the complexity of legal issues, it may be necessary to consult many different volumes and weekly reporting services. Due to the rather limited collection at Angola, this may not be possible.

162. 393 U. S. 483 (1969).

163. Inmate LSP-K, interview in Louisiana State Penitentiary, Dec. 18, 1973.

164. In correspondence with Commission staff, dated May 21, 1975, Richard Crane, attorney for the director of the Department of Corrections, indicated that the department has spent approximately \$35,000 for the purchase of new lawbooks. In addition, some inmates at all three institutions have been trained in research by representatives of the West Publication Company.

165. Inmate LSP-K, interview in Louisiana State Penitentiary, Dec. 18, 1973.

Although the law library at Angola approaches adequacy, those at the other adult correctional facilities do not. Virtually nothing in the way of a legal collection exists in these other institutions. In fact, inmates at LCIS and LCIW often correspond with inmate lawyers at Angola seeking legal assistance.

Rehabilitation Programs and Vocational Training

According to Department of Corrections data, the prison population at Angola is young, poorly educated, and largely unskilled.

An analysis of 1,662 psychometric reports on admissions to Louisiana State Penitentiary from July 1972 to June 1973 revealed that over half (54 percent) of those committed were 23 years of age and under. Three-fourths of the population at Angola was 30 years of age and under. Of those committed from July 1972 to June 1973, 34 percent were white and 66 percent were black. The average tested grade achievement for white males was 6.2 years; for black males it was 4.2 years. Information gathered through this analysis indicated that there is a functional illiteracy rate at Angola of nearly 60 percent. Only one-third of the 1,662 inmates were functionally able to take the General Aptitude Test (GAT) battery. Of the approximately 500 inmates that took this test, about 30 percent fell within a range that indicated they could perform in a vocational setting. A further analysis of I.Q. tests showed an average level of 76. Mrs. Hunt said that although this score is viewed by some as borderline mental retardate, other factors, such as testing conditions and cultural bias of the test, would make this an unrealistic estimate. A more realistic estimate of the prison population I.Q., according to Elayn Hunt, might be in the 84 to 85 range. Nevertheless, the practical ramifications of these figures are that the general prison population functions within a low normal range. (Transcript, pp. 364-366)

Despite the low educational base and the absence of marketable skills on the part of many inmates, very little in the way of academic and vocational training is actually provided to the prison population. According to Dwayne McFatter, director of education at Angola, some vocational programs are outstanding, but most facilities and instructional material are inadequate. (Transcript, p. 613)

The educational program at Angola can be classified as follows: basic education (grades 1-6), high school (grades 7-12), vocational education, correspondence, and college courses. In addition, there are 10 vocational courses offered at Angola. These courses are provided by the State Department of Education through the Memorial Area Vocational School, located in New Roads, La. The prison provides the classroom space and shops, while the vocational school provides the

teaching personnel and equipment. Extension courses are also offered to inmates under a contract arrangement with Louisiana State University in Baton Rouge. Instruction in basic education, high school courses, and job-oriented skills are provided by institutional staff.

According to Mr. McFatter, the academic program at Angola is able to handle only about 100 inmates at a time. The present program, he added, is not really capable of giving the inmates the kinds of instruction and training that would be useful to them. (Transcript, pp. 610-611)

At the time of the open meeting, there were only three instructors and one supervisor to staff the academic program at Angola. There were 14 inmate instructors assigned to the program to assist the regular staff. These inmate instructors were used mainly as aides in the academic classes where English, mathematics, science, and history are taught. In the job-oriented classes, such as typing, business administration, art, sign painting, and drafting, inmate instructors were used exclusively. (Transcript, pp. 611-612)

Classes are held on a part-time basis on Mondays, Wednesdays, and Fridays, either in the morning or afternoon. On Tuesdays, the regular staff goes in the cellblock areas. Here, correspondence courses are used exclusively. The staff merely reviews the homework assigned the previous week and then assigns new homework. Although inmates in the cellblocks or lockdown receive individual attention, no real instruction takes place. (Transcript, p. 613)

The vocational training program at Angola is a joint effort of the Department of Education's Memorial Area Vocational School and the Department of Corrections. This school was created by the State legislature as a vocational trade school for the people residing in Pointe Coupee Parish in 1950. The school was later designated an area vocational school, serving the parishes of Pointe Coupee, West Baton Rouge, and Iberville. In 1967 the Memorial Area Vocational School was contracted to establish and administer a vocational training program for inmates incarcerated in the Louisiana State Penitentiary and the Louisiana Correctional Institute for Women.¹⁶⁶

166. State of Louisiana, Department of Education, Memorial Area Vocational School, Vocational Training at Louisiana State Prison: A Brief Overview (1973), p. 1.

During fiscal year 1973 there were 10 courses involving more than 200 inmates offered at Angola. Since its start in 1967, the program has provided training to more than 1,000 inmates.¹⁶⁷

The following vocational courses are offered in the facility: air conditioning and refrigeration, appliance repair, auto body and fender repair, auto mechanics, carpeting, diesel mechanics, food services, meat cutting, slaughtering and butchering, and welding.¹⁶⁸

The total teaching staff at the time of the open meeting consisted of 1 director of offender training, 1 education supervisor, 3 academic instructors, 14 inmate instructors, 10 vocational instructors, and 1 educational counselor. This staff were required to serve an institutional population of about 3,500.

An integral part of the vocational training program is the guidance section. This component is responsible for: (1) obtaining applicants for the various vocational classes being offered; (2) testing and interviewing them; (3) placing them in classes; (4) counseling them during their stay in classes; and (5) keeping records of these activities.

The counselor usually obtains applicants either through the prison "grapevine" or from a list of inmates furnished by the Department of Corrections; these inmates, however, must have reached the 30-month or less mark. The counselor then contacts these men to see if they are interested in seeking some kind of vocational training.

Once a month, the counselor tests and interviews those inmates who are interested in attending classes. Certain cutoff scores are used to determine eligibility. The inmate usually has a choice of training, and if his test score permits, he is assigned to the school of his choice. Those who fail the test are usually assigned to a prevocational class if they are interested and have sufficient time remaining on their sentence to justify such action.

After testing and interviewing are completed, the counselor prepares a list of inmates by class preference for consideration by the vocational school board. This board assigns men to the various vocational classes. The board consists of the director of classification, the director of education, and the guidance counselor.

167. Ibid.

168. Ibid.

The board considers two things: (a) the inmate's remaining time in prison, and (b) the inmate's disciplinary record. The inmate has to remain clear of any disciplinary board action for a period of 90 days before he is considered to be eligible.

Prison officials and educators at the open meeting said that both the academic and the vocational training program at Angola suffer from lack of personnel, inadequate facilities, and under-funding. Cosby D. Joiner, director of the Memorial Area Vocational School, asserted in an interview that he receives little cooperation from officials at Angola. According to Mr. Joiner, prison officials show little interest in providing any kind of training for the inmates. He stated that the vocational program has been under constant attack from the security department at the prison. Prison officials at Angola, he said, have not allowed many inmates to attend vocational classes because they might pose possible security risks, nor have they provided the kinds of facilities needed to operate effective training program.¹⁶⁹

The maximum enrollment of the vocational program is 240, yet total enrollment has seldom exceeded 200. (Transcript, p. 591-592) As of January 1974 there were only 213 inmates out of the total prison population enrolled in vocational training programs at Angola. It seems inconceivable, as one State official put it, that out of about 3,200 captive potential trainees, full enrollment cannot be achieved.¹⁷⁰

In a letter dated January 3, 1974, to State Board of Education members regarding vocational training and related facilities at Angola, J. R. Faulk, executive director of the State Advisory Council for Vocational and Technical Education, stated:

The Council's conclusion is that the construction of additional facilities at Angola under present conditions would serve no constructive purpose. Such conclusion is based on two factors: Net enrollment had not exceeded 84% of the facility

169. Cosby D. Joiner, director, interview at Memorial Area Vocational School, New Roads, La., Nov. 9, 1973.

170. Letter to State Board of Education members from J.R. Faulk, executive director, State Advisory Council for Vocational and Technical Education, Jan. 3, 1974. See Appendix C.

capability as of 30 November 1973. The need to upgrade present facilities is so urgent and apparently unattended that expansion or additions would reflect misplacement of priorities. Indicative of this condition is the reported fact that Memorial Area Vocational School at New Roads has been unable to gain accreditation status due to conditions at the Angola vocational complex.¹⁷¹

The problems in academic instruction are just as critical. The present number of instructors assigned to the academic program at Angola, according to Mr. McFatter, are inadequate to expand classes to reach the large number of inmates who need remedial instruction. Furthermore, facilities and equipment are inadequate to meet even the present needs of the academic department. There is also no organized system for recruiting inmates for classes and inmates usually learn about these classes through the "grapevine." (Transcript, p. 613)

Only a small part of the Department of Corrections budget is used for educational purposes. During fiscal year 1972, 1.9 percent of all budgeted expenditures for the Louisiana State Penitentiary were for educational needs.¹⁷² This was a decrease from the previous year. In fiscal year 1971, this institution utilized approximately 2.2 percent of its total budget for educational purposes.¹⁷³ Present low levels of funding and the need for qualified personnel will not permit the development of an expanded rehabilitation program at Angola. One inmate commented to the Advisory Committee:

Many inmates do not participate in any type of educational program at Angola. The system upon which this institution is operated does not provide the prisoner with the impetus needed to impel them toward those educational programs which do exist here. (Transcript, p. 185)

171. Ibid.

172. Louisiana Commission on Law Enforcement and Administration of Criminal Justice, 1974 Comprehensive Plan, p. A-174.

173. Louisiana Commission on Law Enforcement and Administration of Criminal Justice, 1973 Comprehensive Plan, p. A-155.

VII. CONCLUSIONS

The findings and recommendations, which the Louisiana Advisory Committee has reached after studying the information, are based on the understanding that the reintegration of the offender back into the community should be one of the major goals of the correctional process. To pursue this goal, the Advisory Committee believes that corrections must make available to the inmate the kinds of contacts, experiences, and opportunities that provide a means and a stimulus for integration into the community. The present system in Louisiana does not provide these basic preconditions.

The Advisory Committee finds that the educational and vocational programs in the three institutions that comprise the adult penal system in Louisiana have, for the most part, failed to adequately equip offenders with the skills and experiences necessary for successful reintegration into society.

This finding reflects the low priority usually given to rehabilitative services and vocational training programs by prison officials in relation to other pressing needs, such as the requirement for security. It also reflects the public's conception of what prisons should be: a place where offenders are isolated from society and punished accordingly.

To many, this report will reveal a rather grim picture of adult corrections in Louisiana. Few would argue against the idea that substantial and rapid reform in the area of adult corrections is needed in the State. However, if reform is to come about, a basic change in public values and attitudes towards corrections is imperative. In the end, the public must decide on the kind of correctional system it wants.

None of the problems outlined in this report can be viewed in isolation. Penal reform and a renewed commitment toward this end cannot be achieved by a piecemeal effort. Only a total effort will suffice.

The following series of recommendations are designed to deal with some of the problems discussed in this report. Although these recommendations are not meant to be all inclusive, the Advisory Committee does feel that their implementation will go a long way toward meeting the need for comprehensive prison reform in this State.

VIII. FINDINGS AND RECOMMENDATIONS

Based upon its investigation, the Louisiana Advisory Committee to the U.S. Commission on Civil Rights reports the following findings and recommendations.

FINDING 1: Correctional reform ranks low on the agenda of priorities in Louisiana. The low priority status of adult corrections is due to multiple factors, including lack of political initiative, tradition, and public apathy. The adult penal system needs adequate funds to upgrade facilities (especially at Louisiana State Penitentiary), develop comprehensive rehabilitation programs, hire additional professional personnel, and create conditions conducive to rehabilitation in the State's three adult correctional institutions.

RECOMMENDATIONS:

- 1.1 The Louisiana Advisory Committee strongly recommends that the Governor immediately establish a special citizens task force to include State officials and private citizens representing all segments of the population. This task force would prepare a blueprint for correctional reform and work with public and private organizations at the local level to mobilize public support for correctional reform; serve as the Governor's liaison with those organizations advocating reform; propose alternatives to the present penal system; and serve as an advisory group to the Governor, legislature, and the Department of Corrections.
- 1.2 The Advisory Committee also recommends that the State legislature provide additional funds for specific programs and pass legislation to allocate funds for institutional modernization, effective rehabilitative services for inmates, adequate personnel compensation, and additional training for correctional personnel.

At the present time, corrections is the stepchild of the criminal justice system in Louisiana. The Advisory Committee believes that the Governor must take the lead in this area. Many of the shortcomings in the State's correctional processes are largely a result of their low visibility. Corrections is that part of the criminal justice system which the public sees and knows the least.

The Advisory Committee also believes that public commitment to reform is essential if there is to be any significant change in corrections. High recidivism rates, continued unrest in prisons, and revelations of brutality all point to the need for reform. At present, this commitment has not been made.

The Advisory Committee believes that the impetus for change must come from different groups. The Department of Corrections alone cannot be expected to bring about required changes. Reform will also require a basic change in public attitudes toward corrections. For the most part, citizens and their elected officials have been reluctant to support needed improvements in corrections. The public should also realize that crime and delinquency are due in part to social and economic conditions.

The tremendous waste and sorrow brought about by crime will not be solved by simply putting offenders in prison for a year or two. It will not be solved by punishing them to such an extent that any hope of returning them to society as productive citizens is lost. Inmates must be motivated to change themselves. Prisons can facilitate change by providing the proper environment and programs. It is clear that the tools for effective treatment of offenders are available, but that the impetus for basic change and reform at the local level is still lacking despite the rhetoric.

FINDING 2: The Louisiana Department of Corrections has not been able to recruit or retain sufficient and adequate professional staff due to the low pay, extreme isolation of some of the facilities, and the emphasis on custodial rather than on rehabilitative services. One outcome of this situation is the high attrition rate among departmental personnel, especially at the Louisiana State Penitentiary.

RECOMMENDATION:

- 2.1 The Louisiana Advisory Committee recommends that the State legislature and the State's Civil Service Commission immediately review present salary levels and fringe benefits provided to staff within the Department of Corrections and seek a more equitable salary level for departmental personnel.

The ability of any corrections system to rehabilitate offenders depends to a great extent on whether the system has adequate, capable, and motivated staff.

To upgrade both the quantity and quality of corrections personnel, the Advisory Committee feels it is imperative that present salary levels and fringe benefits be increased and working conditions be improved to make employment in the corrections field in Louisiana competitive with other fields. Increased opportunities for training and education must also be made available so that this staff can maintain professional standards and stay abreast

of new developments in the area of corrections. There is also a need to seek and hire correction officers and top administrators who demonstrate an ability to work effectively with inmates.

FINDING 3: Not enough emphasis has been placed on the hiring of minorities and women at the administrative, professional, and custodial levels by the Department of Corrections. In a system where approximately 70 percent of the adult population is black, only about 29 percent of the correctional officers are black. Less than 10 percent of all correctional personnel employed in the three adult institutions are black, and most of these are employed in the lower grade levels. Women constitute only 30 percent of the total work force on a departmentwide basis and 18 percent of the work force in the three adult institutions.

RECOMMENDATIONS:

- 3.1 The Louisiana Advisory Committee recommends that the Department of Corrections immediately reassess its current staffing patterns systemwide and at each of the three adult penal institutions to seek a more equitable distribution of minority and female personnel throughout all job categories.
- 3.2 The Advisory Committee further recommends that the Department of Corrections in conjunction with the State's Civil Service Commission take affirmative action to establish goals and time-tables in order to recruit more minorities and women for jobs in adult corrections.
- 3.3 In addition, the Advisory Committee strongly recommends that an equal opportunity office be established within the Department of Corrections. At least one person in each institution should be directly responsible to the director of this office. The Advisory Committee believes that greater emphasis must be placed on seeking more women and minority applicants for employment in the field of corrections.

The Advisory Committee believes that the equal opportunity office should have three major responsibilities. First, it should work in conjunction with the State's Civil Service Commission to actively recruit women and minority employees for all job levels. Second, it should design and establish a departmentwide affirmative action program to upgrade female and minority personnel. Third, it should establish an ongoing human relations program for the entire department.

Its primary responsibility would be to develop an affirmative action program. Affirmative action in this sense is defined as steps taken to remedy disparate staffing and recruitment patterns that are the present consequences of past discrimination and to prevent the occurrence of employment discrimination in the future.

A comprehensive inventory of all employees by race, sex, and ethnicity, and a careful analysis of the recruitment, hiring, and promotion standards and practices must be made. Reasonable goals should be established. These goals should be based on such considerations as employee turnover rates, rate of new hires, and normal promotional opportunities. The setting of goals provides a valid benchmark against which progress can be measured and the need for further action diagnosed.

FINDING 4: The educational and vocational training programs at the three adult institutions have failed to equip offenders with the skills and experiences necessary for successful reintegration into society. Those programs that are available are too limited in scope and reach only a small segment of the prison population. This is of special concern at Angola, where less than 10 percent of the inmates are involved in educational programs or vocational training.

RECOMMENDATIONS:

- 4.1 The Louisiana Advisory Committee recommends that the Department of Corrections revamp its present academic and vocational training programs at Louisiana State Penitentiary to provide offenders with the education, skills, and experiences necessary for successful reintegration into society, expand these programs to reach a larger segment of the prison population, and create an environment conducive to providing education and training.
- 4.2 The Advisory Committee further recommends that the State legislature appropriate sufficient funds either through the regular appropriations process or through a supplemental budget to implement and staff an expanded vocational and academic program and upgrade the present teaching staff at each of the institutions.

Classroom space is limited. Facilities are generally inadequate. There is no attempt to link educational or vocational programs into a total rehabilitation concept. The Advisory Committee believes that the present system of rehabilitation services and vocational training must be revamped to meet the needs of the prison population. With this principle in mind, the Ad-

visory Committee makes the following specific recommendations:

- a) The Department of Corrections should immediately undertake a complete evaluation of the academic and vocational training programs at each of the three penal institutions.
- b) At least 10 percent of the department budget at each of the three institutions should be set aside for educational, human resource development, and testing needs.
- c) Teaching staff and curricula should be enlarged. All teachers assigned to the academic programs should be employed full-time and specially trained to deal with adult offenders. Their salaries should be placed on a par with regular public school teachers.
- d) The department should establish academic schools at the Louisiana State Penitentiary and the Louisiana Correctional Institute for Women. The academic and vocational training program at the Louisiana Correctional and Industrial School should be expanded. Greater emphasis must be placed on providing a basic education for inmates at each of the three adult units.
- e) An expanded guidance program should be immediately developed and implemented. An organized system of testing and recruiting inmates for academic and vocational training is imperative.
- f) The Department of Corrections should explore the possibilities of contracting with Southern University, Louisiana State University, and McNeese University to establish special learning centers at each of the institutions. These centers could be staffed and operated by the respective schools or operated by the State Department of Education under its vocational rehabilitation program. The purpose of these centers would be to provide enrichment programs to supplement existing institutional academic and vocational training programs.
- g) In conjunction with Memorial Area Vocational School in New Roads, the department should immediately expand its present vocational training programs at Angola and St. Gabriel to reach a larger segment of the prison population and increase the number of courses offered.
- h) Increased use of educational television, programmed learning, and audiovisual techniques should be encouraged at each of the institutions. The learning centers recommended above could provide facilities and staff to utilize these educational tools.

FINDING 5: Inmates in the three adult correctional units do not receive adequate and proper medical, health, and psychiatric services which include the promotion of health, the prevention of disease and disability, and the rehabilitation of the patient.

RECOMMENDATION:

5.1 The Louisiana Advisory Committee recommends that the Department of Corrections, as a matter of policy, assure every inmate in the State's penal system that he or she will receive adequate and proper psychiatric, medical, and health services.

The Advisory Committee makes the following specific recommendations:

- a) All medical services should be under the supervision of a licensed medical doctor with assistance from a registered nurse or licensed practical nurse.
- b) All medication should be dispensed by qualified, licensed personnel to reduce the risk of wrong medication being given to inmates.
- c) Adequate dental services should be assured for all inmates. At least four dentists should be assigned to the Louisiana State Penitentiary.
- d) A suitable screening program should be immediately instituted to insure that all prisoners in need of psychiatric attention are recognized and given adequate treatment.
- e) Given the substantial number of inmates having emotional or mental disorders, it is imperative that the State immediately appropriate sufficient funds to adequately staff a psychiatric unit at the Louisiana State Penitentiary. The State legislature should consider the possibility of building a community-based psychiatric unit to house a maximum of 500 prisoners requiring psychiatric care and other assistance.
- f) Specialized medical diets for inmates should be provided to all those requiring such diets. These diets should be supervised by a dietician or staff member specifically trained for this task.
- g) A special medical board should be immediately established by the Governor to advise the Department of Corrections on questions relating to medical, health, and psychiatric services. This board would also formulate specific standards for the department in the area of medical services to inmates.

FINDING 6: At the present time, inmates assigned to work stations at the three adult institutions are not provided work that will maintain or increase their ability to earn a living after release. In many instances, work assignments are not integrated with vocational training, and there is no attempt to encourage inmates to upgrade their skills and knowledge through on-the-job training. Inmates are provided no wages for the first 6 months, and compensation for work thereafter is inadequate.

RECOMMENDATIONS:

- 6.1 The Louisiana Advisory Committee recommends that the Department of Corrections immediately undertake a comprehensive assessment and evaluation of inmate work assignments, and where possible, integrate work assignments with vocational training to develop, maintain, or increase the inmate's ability to earn a living upon release.
- 6.2 The Advisory Committee further recommends that the State legislature take steps to increase the rate of compensation for those inmates assigned work at each of the adult facilities.

The Advisory Committee believes that one of the most desirable components of rehabilitation is to allow employable offenders to engage in productive work. The Advisory Committee also feels that relevant and meaningful work experiences for inmates, integrated with vocational and prevocational training and the assurance of a job upon release, should be the foundation for an effective rehabilitation program. Unfortunately, the work assigned to inmates at each of the adult institutions does not maintain, increase, or develop the ability to earn a living after release. The vast majority of inmates are usually assigned to farmwork, custodial, and other low-skilled maintenance jobs. The interests of the prisoners are thus subordinate to the purpose of maintaining the institutions.

The Advisory Committee also believes it is essential that rates of pay and hours of work per day be equal to comparable work and productivity in the outside community. If the inmate receives comparable earnings to work done in the free world, the inmate should contribute to the costs of housing, food, and clothing provided to him by the institution and be able to contribute to the support of his or her dependents during the period of confinement.

The Advisory Committee firmly believes that meaningful work activity for inmates in a prison environment is essential for the inculcation of attitudes, skills, and habit patterns which

could be instrumental in the rehabilitation of many offenders. The work assigned to an inmate should upgrade or develop his or her skills. The classification committee making such assignments should have job specifications for all institutional inmate jobs including basic knowledge and skills required and examples of tasks to be performed.

Whenever possible, work assignments should be reinforced with vocational training. As noted in the findings of this report, this is not always the case. There is neither formal on-the-job training for inmates nor supplementary vocational training programs to upgrade skills. The Advisory Committee feels it is imperative that the Department of Corrections consider the possibility of instituting formal on-the-job training supplemented by special vocational training programs. This effort could be tied in with the present work release program.

FINDING 7: The work release program authorized by statute (LSA-R.S. §15:1111 (Supp. 1975)) and operated under the jurisdiction of the Louisiana Department of Corrections provides an economically sound tool for achieving rehabilitation objectives. Moreover, there is growing empirical evidence to suggest that this approach is an effective way to reduce recidivism.

RECOMMENDATIONS:

- 7.1 The Louisiana Advisory Committee recommends that the Department of Corrections immediately expand its work release program to accommodate at least 1,000 inmates over a 12-month period.
- 7.2 To allow for this expansion, the Advisory Committee further recommends that the State legislature appropriate sufficient funds to enable the Department of Corrections to hire additional staff and increase the number of institutional facilities to house inmates on work release.

The work release program has been relatively successful in assisting selected inmates to make the transition from the institutional environment back into the community. From a cost effectiveness perspective, maintaining inmates on work release is considerably less expensive than maintaining them in a conventional prison. (See, for example, Community and Research Center (CCRC), Community Treatment for Offenders -- The Reasons It Works (Baton Rouge, 1973), pp. 4-7. See also article 1.3 CCRC "Young Adult Offender Program - Cost Effectiveness Analysis," and article 2.1 CCRC Work Release Program - Cost Analysis").

There are a number of factors that account for this. First, incarceration costs are only part of the picture. When we consider factors, such as loss of earnings on the part of the individual being sent to prison, the possibility the inmate's family going on welfare, and the subsequent loss of tax dollars, the cost of incarceration increases dramatically. Second, participation in work release programs enables inmates to hold jobs in the community. Thus, not only are wages and taxes not lost during incarceration, but also evidence indicates that inmates placed on work release are less likely to return to prison.

FINDING 8: The Advisory Committee finds that both the Louisiana Correctional and Industrial School and the Louisiana Correctional Institute for Women do not provide adequate procedural safeguards to protect the inmate's interests or satisfy the basic preconditions for due process and redress of grievances. In many instances the procedures in effect at these two institutions are inferior to those at Angola.

RECOMMENDATIONS:

- 8.1 The Louisiana Advisory Committee recommends that both the Louisiana Correctional and Industrial School and the Louisiana Correctional Institute for Women immediately undertake a complete and comprehensive review of their present disciplinary procedures to see that they provide adequate safeguards to protect the inmate's interests and satisfy the basic preconditions for due process and redress of grievances.
- 8.2 The Advisory Committee further recommends that the Department of Corrections immediately develop and implement systemwide policies regarding due process, disciplinary procedures, grievance procedures, and inmate rights.

The Louisiana Advisory Committee believes that punishment should not be administered for punishment's sake but in the context of good treatment. Thus, it is important that each of the adult facilities establish clearly defined procedures for the handling of disciplinary cases and provide the procedures for due process and redress of grievances.

The Advisory Committee is cognizant that we are dealing with three different institutions. Not only are they different with the respect to the types of inmates, but they also operate under administrators with essentially different philosophies regarding corrections. We are dealing with men and women who

are at the mercy of their caretakers. Because of this, it is imperative that each institution establish an inmate grievance committee elected by the inmate population to work with the respective prison administrators. The Advisory Committee also feels that the Department of Corrections should immediately undertake a complete review of its present disciplinary and due process procedures and develop a systemwide policy regarding these procedures by using the mechanism developed at Angola as a possible model.

FINDING 9: At the time of the open meeting, it was found that the provision of legal services to inmates at each of the three adult penal institutions was inadequate. The law libraries at these institutions were not sufficient to meet the present needs of inmates. Legal assistance for inmates by outside organizations was almost nonexistent.

RECOMMENDATION:

- 9.1 The Louisiana Advisory Committee recommends that the Department of Corrections immediately establish a legal services program for inmates in each of the adult institutions, expand and update legal collections to comply with the standards recommended by the American Association of Law Libraries Special Committee on Law Library Service to Prisoners, establish an inmate legal training program to allow them to engage in meaningful research on their own and other inmate legal problems, and provide access to the legal collection for all inmates except when such access may constitute a clear and present danger to the institution.

The Advisory Committee believes that all inmates should have access to comprehensive legal services. In this context, the Advisory Committee agrees with the recommendations promulgated by the Resource Center on Correctional Law and Legal Services (Washington, D.C.) in its report, Providing Legal Services to Prisoners: An Analysis and Report. Among other things, the center recommends that legal services should be provided to prisoners by licensed lawyers, law students, and where feasible, by inmate assistants. The center also recommends that the offices of the legal services program be located within or near the institution to be served, initial interviews be conducted with all entering inmates at the reception center, the legal services office be an autonomous unit independent from the corrections department, and the ratio of attorneys to inmates should be one attorney per 400 inmates.

The Advisory Committee believes that a law library should be available to inmates at the Louisiana State Penitentiary and the Louisiana Correctional and Industrial School. The American Bar Association and the American Correctional Association have agreed on a list of contents for prison libraries which was initially promulgated by the American Association of Law Librarians (AALL). The minimum collection recommended by the AALL includes only the most essential legal reference materials. The cost of this collection is between \$6,000 and \$10,000. The Advisory Committee also recommends that the proposed libraries at Angola and DeQuincy be managed by full-time supervisors not connected with the prison system. Overall planning of this legal collection and training of the supervisors should be provided by a trained law librarian.

Since most inmates have had no experience in the use of libraries, much less a law library, it is necessary that the Department of Corrections institute a training program for inmates for its use. Several prison systems have provided such training programs to inmates with some success. In New York State, New York City, Ohio, Arkansas, and Minnesota a publishing company has provided training for inmates, offered as a free service upon the purchase of a prison legal collection.

To be effective, the law library and its related services must be available to all inmates. However, the need for institutional security must also be taken into consideration. Given an adequate physical layout, a reasonable limit on the number of inmates allowed access to the legal collection at any one time, reasonable hours of service, etc., security needs and constitutional criteria could easily be met by the institution.

FINDING 10: Although a prisoner grievance committee has been established at Angola and the administration accepts inmate involvement and responsibility, at least in principle, there is still some difficulty in working out an effective organizational mechanism to structure this involvement. The major difficulties in establishing an effective committee appear to center on the relationship between that committee and the prison administration, and in the areas of decisionmaking.

RECOMMENDATIONS:

- 10.1 The Louisiana Advisory Committee recommends that the Department of Corrections and the administration at Angola immediately review the role and function of the prisoner grievance committee to make it a more effective instrument in resolving legitimate inmate grievances.

- 10.2 The Advisory Committee also recommends that the Louisiana Correctional and Industrial School and the Louisiana Correctional Institute for Women immediately establish an inmate advisory council or prison grievance committee to create a link between the administration and the inmate body.

The Department of Corrections, although recognizing the need for a prisoner grievance committee at Angola, has failed to clarify the role of this committee as an instrument for resolving legitimate inmate grievances.

The grievance committee, at present, has little or no influence on either the prison administration or the inmate body, nor is it effective as a linking element between these two bodies. Despite these problems, the Advisory Committee believes that this grievance committee can play an extremely important role in the life of the prison community. However, for this committee to be truly effective, its honesty and integrity must be accepted by both staff and inmates.

The Advisory Committee believes that the grievance committee should not be used by the administration merely to placate inmates or prevent the existence of other organized special interest groups. The ultimate responsibility of such a body is to aid the administration and the inmates through advice and counsel in making the institution a better place in which to work and live.

FINDING 11: Present facilities at Angola are inadequate for the well-being of inmates and for establishing an environment conducive to treatment and rehabilitation. Moreover, the institution is too large and too isolated to be operated in an efficient manner.

RECOMMENDATIONS:

- 11.1 The Louisiana Advisory Committee recommends that in the future the Louisiana State Penitentiary at Angola be decentralized and that the Department of Corrections move toward a regionalized, community-based, adult correctional system.
- 11.2 The Advisory Committee further recommends that the State legislature establish a special legislative committee to work with the Department of Corrections, the Task Force (recommended earlier), and the Governor's Commission on Law Enforcement and Administration of Criminal Justice to develop a comprehensive plan, incorporating goals and timetables, to establish such a system in Louisiana at the earliest date possible.

The Advisory Committee concludes that a community-based correctional program which is adequately financed, staffed, and supervised will be more effective than the present system which is based on mass-custody institutions.

Disillusionment with the traditional correctional institutions as a rehabilitative tool is widespread. Research evaluating forms of imprisonment have received support from studies which reveal the ineffectiveness of institutionalization in large, mass-custody facilities. Research has also indicated that long-term incarceration does not deter crime or reduce recidivism. In fact, evidence shows that incarceration for long periods tend to reinforce antisocial behavior.

In supporting the regionalized, community-based correctional program concept, the Advisory Committee is by no means recommending the complete termination of institutional confinement and care, nor is it advocating the immediate dissolution of the present system. Incarceration in maximum and medium security institutions is clearly necessary for certain criminals who are dangerous to society and cannot be handled successfully on probation, work release, parole, or similar types of community-oriented programs. However, for the large majority of the offender population, a community-based correctional system would be a more effective means of rehabilitating and housing offenders. For example, a system utilizing centers designed to house from 100 to 200 offenders could be easily located in or near urban areas. Offenders would be able to take advantage of the many specialized social services already available. A community-based correctional system would also facilitate the reintegration process for offenders more effectively than the present institutional arrangement.

It is the consensus of this Advisory Committee that community-based programs offer a viable alternative to the present system, not only from a treatment point of view, but also from an economic one. If the goal of corrections is to rehabilitate and restore offenders as productive citizens, then confinement in mass-custody institutions, such as the Louisiana State Penitentiary, and isolation from society are undesirable for the majority of the offender population. Large, mass-custody institutions -- expensive to maintain and operate -- neither rehabilitate offenders nor protect society. The smaller community-based treatment facility, although not a panacea in itself, is probably the most cost-effective approach available.

At the heart of this concept is the idea that the public must balance some new risks against the clear likelihood of continuing recidivism, crime, and brutalization under the existing system. It should be understood that for the most part the recommendations included in this report are designed mainly to ameliorate some of the more obvious deficiencies in the present adult correctional system. In the long run, a new approach to corrections in Louisiana will be needed. The Advisory Committee is firmly convinced that an adult correctional system based on regionalized, community-based treatment centers offers the most viable alternative.

APPENDIXES

APPENDIX A

By-Laws

Prisoner Grievance Committee
Louisiana State Penitentiary
March 7, 1973

BY-LAWS

PRISONER GRIEVANCE COMMITTEE

LOUISIANA STATE PENITENTIARY

March 7, 1973

PREAMBLE

It is recognized by and between the inmates and the administrative authorities of the Louisiana State Penitentiary that there exists a need to promulgate a fair procedures for the orderly and just resolution of legitimate prisoner grievances. Accordingly, there is established within the Louisiana State Penitentiary a prisoner grievance mechanism, to be known as the Prisoner Grievance Committee. This committee shall be representative of the entire prisoner population and shall be primarily responsible for the advocacy and protection of prisoners rights and privileges. This committee shall have power to investigate prisoner grievances, complaints, and problems; to consult with appropriate prison officials, groups or committees, and to make recommendations to these officials, groups or committees. Each prisoner of the Louisiana State Penitentiary shall have access to the Prisoner Grievance Committee regardless of race, color, religion, conditions of incarceration or nature of offense for which he is incarcerated. The Prisoner Grievance Committee shall, to the greatest extent possible, be unhampered in the governance of its affairs by virtue of this document and shall seek to promote greater fairness, understanding and respect by and between the prisoner and the employees of the penitentiary.

ARTICLE I - GENERAL ASSEMBLYSection 1: Composition

The purpose of the General Assembly shall be to represent all segments prisoner population and to receive and document prisoner complaints, grievances, problems, and to present them to the Executive Committee for solution. Each General Assemblyman, with the approval of the Executive Committee, shall have further responsibility for informing the prisoner population of any policies, procedures or practices which effect their confinement and shall have reasonably private access to their constituents. The General Assembly shall be composed as follows:

One representative shall be elected from among and by the residents of:

C.C.R.
Cellblock A
Cellblock B
Cellblock C
Cellblock D
Reception Center
Camp F

BY-LAWS
PRISONER GRIEVANCE COMMITTEE
Page 2

Camp I
New General Hospital
Camp H - Minimum Section
Camp H - Medium Section
Camp A - Minimum Section
Camp A - Medium Section
Each set of dormitories on the Minimum Yard
Each set of dormitories on the Medium Yard
Each bona fide organization within the prison
having a continuous existence of not less than
six months shall be entitled to one representative.

Section 2: Eligibility

In order to be eligible for membership on the Prisoner Grievance Committee a prisoner shall: (a) have resided within the penitentiary for a continuous period of at least six months prior to serving on the Prisoner Grievance Committee; (b) have not less than one year remaining until his mandatory (good-time) release date.

A person may be denied eligibility for membership on the General Assembly because of a serious security or medical reason. To the extent that administrative policy and state law permit, upon request, any person who is declared ineligible for membership in the General Assembly for either of the proceeding reasons shall be provided written explanation for the denial of eligibility.

Section 3: Meetings

- (a) Regular - The General Assembly shall meet twice each month in the Education Department of the Louisiana State Penitentiary. Meetings shall be held on the Monday following the first and third Friday of each month immediately following the evening meal.
- (b) Special - In addition to its regular bi-monthly meetings, the General Assembly may be called into special session upon the vote of a majority of the Executive Committee.

Section 4: Quorum

No business shall be completed without a quorum present. A quorum consists of fifty-one percent of the total membership of the General Assembly.

ARTICLE II - EXECUTIVE COMMITTEE

Section 1: Composition

The purpose of the Executive Committee shall be to receive and categorize all legitimate prisoner grievances and complaints for presentation to the penitentiary administrators. The Committee shall investigate, recommend and negotiate for the just resolution of legitimate prisoner

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PRISONER GRIEVANCE COMMITTEE
Page 3

grievances and complaints. The Executive Committee shall be a seven-man body elected from the membership of the General Assembly composed as follows:

- (a) Two members shall be residents of the medium yard (main prison) elected by the General Assemblymen from the medium yard (main prison).
- (b) Two members shall be residents of the minimum yard (main prison) elected by the General Assemblymen from the minimum yard (Main Prison).
- (c) Two members shall be residents of the Outcamps, elected by General Assemblymen from the Outcamps; no two shall be elected from the same outcamp.
- (d) One member shall be a resident of maximum security, elected by General Assemblymen from maximum security.

Section 2: Eligibility

Any member of the General Assembly is eligible to sit on the Executive Committee.

Section 3: Meetings

- (a) Regular - The Executive Committee shall meet every Friday at 8:00 A.M. in the "A" Building.
- (b) Special - In addition to its regular meetings, the Executive Committee may be called into special session by the Chairman and Secretary.

Section 4: Quorum

No business shall be completed without a quorum present. A quorum consists of five members of the Executive Committee.

Section 5: Alternates

Each Executive Committee member shall give the Secretary the name of an alternate to take his place at any meeting from which he will be absent for just cause. The alternate will be selected by each member from among the General Assemblymen who elected him to the Executive Committee.

Section 6: Guests at Meetings

The presence of staff members and/or prisoners may be necessary in order for the Executive Committee to fulfill the function that it was designed and created to perform. The Committee may request the presence of selected members of the penitentiary staff and/or prison at its weekly meetings and at its meeting with the Administrative Committee.

PRISONER GRIEVANCE COMMITTEE
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ARTICLE III - ADMINISTRATION COMMITTEE

Section 1: The Administration of the Louisiana State Penitentiary shall be represented by a committee to be known as the Administration Committee, which shall be composed of the Warden, the Deputy Warden, the Associate Warden for Custody, the Associate Warden for Treatment, and the Business Manager. The Director of Corrections may attend all meetings of the committee as a voting member.

It shall be the purpose of the Administration Committee to meet with the Prisoner Grievance Committee and to remedy legitimate grievances and complaints.

An employee, who shall be known as the Grievance Committee Coordinator, shall be assigned to work with the Prisoner Grievance Committee. The Grievance Committee coordinator shall provide assistance to the Prisoner Grievance Committee and shall provide liaison between the Prisoner Grievance Committee and the prison administrators. The Grievance Committee Coordinator shall be a person who is mutually acceptable to penitentiary administrators and the Grievance Committee.

Section 2: Alternates

In the event that one of the members of the Administration Committee is unable to attend for good cause, he may appoint a representative to fill his vacancy at that particular meeting. Three members of the Committee shall constitute a quorum.

ARTICLE IV - ELECTORAL PROCESS

Section 1: General Assembly

(a) Balloting

The names of all persons who are eligible to serve on the Prisoner Grievance Committee shall be posted prominently in places which are appropriate to inform each inmate of those persons for whom he may vote. This roster of eligible persons shall be posted 48 hours before the election.

Every inmate within the Louisiana State Penitentiary shall be eligible to vote in the election of members to the Prisoner Grievance Committee. Elections shall be conducted by written, secret ballot and each ballot shall receive equal weight. Elections shall be conducted and monitored by Classification personnel who shall have the responsibility of insuring that the elections shall be fair and open.

Elections to the General Assembly require a majority of the votes cast. In the event that no individual receives a first ballot majority, a run-off election shall be held between the two persons receiving the highest number of votes in the general election. The runner-up shall be designated as alternate assemblyman.

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PRISONER GRIEVANCE COMMITTEE
Page 5

On the first ballot each prisoner may vote for three different individuals who reside within his election unit. In run-off elections each prisoner may vote for one individual only.

Elections to the General Assembly shall be held on the second Wednesday in January of each year. When necessary, run-off elections shall be held on the following day.

(b) Term of Office

Each individual elected to the General Assembly shall serve for a term of one year. There shall be no limitations upon the number of successive terms which a General Assemblyman may serve.

Section 2: Executive Committee

(a) Balloting

The Executive Committee shall be elected by the members of the General Assembly at the first meeting of the General Assembly following the annual election. Election to the Executive Committee requires a majority of the votes cast for each seat. In the event that no individual receives a first ballot majority, a run-off election shall be held between two persons receiving the highest number of first ballot votes.

On the first ballot each General Assemblyman may vote for three different eligible assemblymen. In run-off elections, each assemblyman may vote for only one individual.

(b) Term of Office

Each individual elected to the Executive Committee shall serve for a term of one year. No person shall be elected to serve on the Executive Committee for more than two consecutive terms.

Section 3: Chairman and Secretary

(a) Balloting

At the first meeting of the Executive Committee after the annual election, a chairman shall be elected. The Chairman shall preside over all meetings of the Executive Committee and of the General Assembly.

PRISONER GRIEVANCE COMMITTEE
Page 6

At the first meeting of the Executive Committee after the annual election, a Secretary shall be elected. The Secretary shall be assigned full time to the Grievance Committee office where he will expedite the daily activities of the Prisoner Grievance Committee.

In voting to elect a chairman, each member of the Executive Committee may vote for three different persons. The person who receives a majority of the votes cast shall be elected. In the event that no person receives a majority of the votes cast on the first ballot, a second ballot shall be held between the two persons receiving the highest number of votes. Each person shall be allowed to cast one vote at the second ballot.

In voting to elect a Secretary, the same procedure outlined above in electing a Chairman shall be used.

(b) Term of Office

The persons elected as Chairman and Secretary shall serve for a term of one year. No person shall be elected to serve as Chairman for more than two successive terms.

Section 4: Vacancies

(a) General Assembly

In the event that a vacancy occurs within the General Assembly, the duly elected alternate shall fill the vacancy; in the event the alternate is unwilling or otherwise unable to fill the vacancy, a special election shall be held for the purpose of filling the vacancy. The special election shall be held as soon as practicable after the vacancy occurs. The date of the special election shall be set by the Grievance Committee Coordinator to be held not later than two weeks following the vacancy. The vacancy shall be filled by the same method initially used to select members of the General Assembly.

(b) Executive Committee

In the event that a vacancy occurs in the Executive Committee, the vacancy shall be filled at the first meeting of the General Assembly after the vacancy occurs. The vacancy shall be filled by the same method initially used to select members of the Executive Committee.

(c) Chairman and/or Secretary

In the event a vacancy occurs in the Chairmanship or Secretaryship, a new Chairman and/or secretary shall be elected by the Executive Committee at its first meeting after the vacancy occurs. The vacancy shall be filled by the same method initially used to select the Chairman and Secretary.

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PRISONER GRIEVANCE COMMITTEE
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(d) Transfers

If a member of the Prisoner Grievance Committee is transferred from the unit which elected him, he shall automatically lose his seat. If a member of the Prisoner Grievance Committee elected by an organization is transferred to an area where he can no longer attend the regular meetings of that organization, or is dropped from that organization's roster, he shall automatically forfeit his seat on the Grievance Committee.

Involuntary transfers, without a demonstration of just cause, will be vigorously opposed with correction of the transfer as the objective.

ARTICLE V - REMOVAL

Section 1: General Assembly

If 20% to 50% of a representative's constituency petition for a recall, the General Assembly will take the petition under advisement and render a decision. If over 50% of a representative constituency petition for a recall, an election will be held to determine whether the incumbent remains in office.

Section 2: Executive Committee

An Executive Committeeman may be removed from the executive body by a majority vote of the assemblymen who elected him.

Section 3: Chairman and Secretary

The Chairman and/or Secretary may be relieved of their position by a majority vote of the General Assembly, initiated either by the General Assembly or the Executive Committee.

Section 4: Any representative who misses two consecutive meetings without just cause automatically forfeits his position.

ARTICLE VI - GRIEVANCE PROCEDURES

Section 1: Normal Processing

(a) Representatives will take grievances from the general population. Discretion should be used to distinguish between legitimate grievances and requests for personal favors.

(b) Representatives will investigate all grievances as soon as possible. The investigation should produce statements of supporting witnesses, if any, a statement of facts concerning the grievance signed by relevant parties, and any documents relating to the grievance and all suggested solutions.

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PRISONER GRIEVANCE COMMITTEE
Page 8

(c) Representatives will fully document their findings using standardized forms. Permission of witnesses should be obtained before including their names or testimony in documentation.

(d) The fully documented grievance will be submitted to the Secretary who will place it on the agenda for discussion and recommendation by the General Assembly.

(e) Every grievance on the agenda will be discussed by the General Assembly and refined and adopted. A roll-call vote will be recorded on the final draft of any grievance or other business.

(f) Amended documentation will be further refined by the Secretary and Executive Committee, in that order, with no alteration of substance. In accordance with the General Assembly recommendation, the Executive Committee will then negotiate with the Administration Committee for the just resolution of the grievances.

(g) The disposition of all grievances will be brought to the attention of the entire population through the Publishing Subcommittee.

Section 2: Emergency Processing

(a) Lower Level

Lower level emergency grievances are those that can be resolved with the cooperation of personnel below the level of Associate Warden. Representatives will have unhampered access to the shift supervisor on duty and/or other personnel relevant to the situation.

(b) Top level

Top level emergency grievances are those that can be resolved only with the cooperation of personnel at the Associate Warden level or above. Representatives will use farm mail whenever possible or telephone when urgency requires to contact the Secretary or other designated Executive Committee. The Chairman and/or Secretary will process emergency grievances through the Coordinating Sponsor whenever practicable, or otherwise through the Warden, Deputy Warden or Associate Warden (s) by telephone.

ARTICLE VII - SUBCOMMITTEES

Section 1: Publishing Subcommittee (Permanent)

(a) The purpose of the Publishing Subcommittee is to keep the entire population informed of the activities of the Grievance Committee. Specifically, the nature and disposition of all grievances, the voting record of each representative, etc. No such information will be distributed prior to review and approval by the Employee Executive Committee.

(b) The Publishing Subcommittee is a standing committee consisting of two or more representatives appointed by, and serving at the discretion of, the Executive Committee.

Section 2: Public Relations Subcommittee (Permanent)

(a) The purpose of the Public Relations Subcommittee is to inform the outside world of Grievance Committee activities and to solicit the aid of any interested organization at the State or national level, etc. A copy of all correspondence will be forwarded to the offices of the Warden and Director.

(b) The Public Relations Subcommittee is a standing committee consisting of four or more representatives appointed by, and serving at the discretion of, the Executive Committee.

Section 3: Projects Subcommittee (Permanent)

(a) The purpose of the Projects Subcommittee is to initiate and supervise recreational, educational and rehabilitative projects for the benefit of the prisoner population.

(b) The projects subcommittee is a standing committee consisting of three or more representatives appointed by, and serving at the discretion of, the Executive Committee.

Section 4: Ad Hoc Committees

Ad Hoc Committees may be formed to deal with specific circumstances not covered by the above committees. Upon the resolution of those circumstances, the committee shall be disbanded. All Ad Hoc Committees will consist of two or more representatives appointed by, and serving at the discretion of, the Executive Committee.

Section 5: Permanent (Standing) Subcommittees

If the need should arise for one or more permanent subcommittees to be formed, this may be done only through an amendment to the by-laws.

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PRISONER GRIEVANCE COMMITTEE
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Section 6: All applicants for the subcommittees need the approval of the General Assembly.

ARTICLE VIII - BY-LAWS

Section 1: Amendments

The by-laws may be amended from time to time by the General Assembly as it is found necessary. A proposed by-law must be ratified by a two-thirds (2/3) majority of the entire General Assembly.

APPENDIX B

Revision to Agreement Between the Negotiation
Teams for the Louisiana State Penitentiary
and Prisoner Representatives

(Disciplinary Procedures (Revised))

October 31, 1973

REVISION TO AGREEMENT BETWEEN THE NEGOTIATION TEAMS
FOR THE LOUISIANA STATE PENITENTIARY
AND PRISONER REPRESENTATIVES

It is hereby agreed between the undersigned parties that the Disciplinary Procedure adopted by the negotiation teams for the Louisiana State Penitentiary and prisoner representatives during the federally mediated negotiation sessions of December 5, 1972, and March 8, 1973, is revised to read as follows:

LOUISIANA STATE PENITENTIARY

ANGOLA, LOUISIANA

REVISED 10/31/73

DISCIPLINARY PROCEDURE

PREAMBLE

The following procedural rules shall govern the imposition of discipline upon all inmates and to insure that discipline is imposed fairly and efficiently.

It shall be the prerogative of any inmate to waive any of the rights guaranteed in this section.

*I. DISCIPLINARY COMMITTEE

- *1. The Disciplinary Board shall consist of three members. The Chairman of the Board shall be one of the following: Warden, Deputy Warden, Associate Warden for Custody, and Associate Warden for Treatment.
- *2. The other two members of the Disciplinary Board shall be selected by the Warden from the following employees: Chief Security Officer, Classification Officer IV, Classification Officer III, Psychologist III, Psychological Assistant I, Assistant Business Manager, Personnel Officer, Director of Education, Director of Training, Training Liaison Officer, and Assistant Director of Education.

It is understood that the security element of the Disciplinary Committee will be represented by either the Associate Warden for Custody or the Chief Security Officer.

Any individual officially occupying a position designated as a member of the Disciplinary Committee in an acting capacity will be recognized as a member of the Disciplinary Committee.

Any two members of the Disciplinary Committee shall constitute a quorum. It is understood that the board may function with no fewer than two (2) functional elements present (Administration, Treatment, or Custody).

The Chairman will appoint the investigation officer, who shall not be a regular member of the Committee.

II. GENERAL DISCIPLINARY PROCESS:

*A Shift Major shall serve as Disciplinary Officer who shall determine and hear all minor infractions.

- *1. An area Captain or person acting in this capacity shall be responsible for reviewing disciplinary reports. If a report is considered appropriate, it shall be sent to the Disciplinary Officer.
2. All hearings before the Disciplinary Officer shall at a minimum provide the accused inmate the opportunity to speak in his own defense.
3. The Disciplinary Officer shall document violations, hold hearings on minor offenses and certify major offenses to the Disciplinary Board.
4. The Disciplinary Officer shall have the authority to issue official reprimands and assign extra duty after having afforded the inmate an opportunity for a procedurally correct hearing. Any offense which is heard by the Disciplinary Officer shall be considered a minor offense. No offense shall be heard by the Disciplinary Board which has previously been heard by the Disciplinary Officer. An inmate may appeal to the Disciplinary Board from the decision of the Disciplinary Officer.

The Disciplinary Officer shall not certify minor offenses to the Disciplinary Board.

III. DISCIPLINARY REPORTS

- *1. No inmate shall appear before the Disciplinary Officer or the Disciplinary Board without having received written notification of the charges against him. This notification shall be in writing and delivered to the inmate no later than twenty-four (24) hours prior to any disciplinary hearing.
2. Each notification shall contain:
 - a) The name and number of the inmate;
 - *b) The specific rule, if any, violated;
 - c) A description of the offensive behavior alleged;
 - d) The time and location of the alleged offense;
 - e) The name of the officer writing the report;
 - *f) The names of all witnesses, except those who wish to remain anonymous.

REVISION - DISCIPLINARY PROCEDURE
Page 3

IV. HEARINGS

1. Before commencement of each hearing before the Disciplinary Board, each accused inmate shall be orally informed of the following:
 - a) The rule violation of which the inmate stands accused;
 - b) The possible pleas (guilty, not guilty, guilty with a statement) available to the accused;
 - c) That the inmate has the right to remain silent. There shall be no presumption of guilt upon the exercising of this right;
 - d) That anything which the inmate says in the hearing may be used against him in a subsequent criminal proceeding;
 - e) That the inmate has the right to call witnesses, present evidence in his own behalf and to cross-examine his accusers
 - f) That the inmate has the right to counsel or counsel-substitute.
2. At all hearings before the Disciplinary Board, the accused inmates shall be allowed to present all evidence in their own behalf which is relevant and competent. The inmates shall be allowed to present oral testimony, call witnesses, present written statements and physical evidence. The Disciplinary Board may exclude evidence which is not relevant, which is not competent or which is repetitive.
3. Inmates shall have the right to confront and cross-examine their accusers.
4. No inmate shall be compelled to testify at any disciplinary hearing.
5. All decisions of the Disciplinary Board and Disciplinary Officer shall be based upon the evidence presented at the disciplinary hearing.
6. Each inmate adjudged guilty of the violation charged shall be presented with an oral summary of the evidence presented at the hearing and reasons for the judgment.
- *7. At all hearings before the Disciplinary Board, the accused inmate shall be entitled to the assistance of counsel or counsel substitute. In the event counsel or counsel-substitute is not requested, the Disciplinary Board may appoint counsel or counsel-substitute to assist the accused inmate in his case.
- *8. Upon written request the inmate shall be given a finalized copy of the signed disciplinary report that is placed in his file.

VISION - DISCIPLINARY PROCEDURE
Page 4

- *9. In the event that an inmate or administration official needs additional time to prepare his case, upon presentation of a reasonable need for a continuance, the Disciplinary Board shall grant the same for a period of up to five days.
- *10. When more than one disciplinary infraction is presented for hearing on the same day, the Disciplinary Board may, if the infractions arose from a related series of events, hear the charges together or they may hear the most serious charge first. If the charges are not related, the Board shall hear the infractions in the order in which they were filed against the inmate.
- *11. A complete recording of each hearing before the Disciplinary Board (in its entirety) shall be made and preserved for a period of not less than fifteen (15) days from the day of the hearing for purposes of appeal.

V. APPEALS

- 1. Each inmate shall have the right to appeal the decision of the Disciplinary Officer. Appeals shall be to the Disciplinary Board. Appeals must be taken immediately upon conclusion of the hearing before the Disciplinary Officer.

The appeal shall be heard at the next regular meeting of the Disciplinary Board unless for good cause shown, it is necessary to extend the time for hearing the appeal.

- *2. Nothing in this section concerning appeal shall abridge the right of the inmate to petition the Director of the Department of Corrections to review the finding of the Disciplinary Board. Appeals to the Director of the Department of Correction to review the findings of the Disciplinary Board must be filed within one week of the Disciplinary Board hearing or rehearing.
- *3. Upon written request of the inmate, it is within the discretion of the Disciplinary Board to grant a rehearing in any particular case.
- 4. Each inmate shall be advised after each Disciplinary Hearing of his right to appeal and his right to request a rehearing.

*VI. EXPUNGEMENT OF RECORDS

If an inmate accused of a rules infraction is found not guilty after a hearing, upon rehearing or after appeal, the disciplinary report shall be removed from his record and destroyed.

*Denotes revisions.

REVISION - DISCIPLINARY PROCEDURE.
Page 5

INMATE REPRESENTATIVES:

Elayn Hunt
Elayn Hunt, Director
Department of Corrections

C. Murray Henderson
C. Murray Henderson, Warden
Louisiana State Penitentiary

Lloyd W. Hoyle, Jr.
Lloyd W. Hoyle, Jr.
Deputy Warden

R. H. Butler, Sr.
R. H. Butler, Sr.
Associate Warden for Custody

William Kerr
William Kerr
Associate Warden for Treatment

Douglas Dennis

Thomas M. James

H. Herman Smith

Herbert Frazier, Jr.

Kenneth L. John

APPENDIX C

Letter to State Board of Education Members
From J. R. Faulk, Executive Director, State
Advisory Council for Vocational and Technical
Education Regarding the Inspection Visit to
Angola State Prison Vocational Facilities on
November 30, 1973.



STATE OF LOUISIANA

STATE ADVISORY COUNCIL FOR VOCATIONAL & TECHNICAL EDUCATION

P. O. BOX 44064
BATON ROUGE, LOUISIANA 70804

January 3, 1974

J. ALBERT GUILBEAU
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DELESSEPS S. MORRISON, JR.
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DR. REX H. SMELSER
ROUSEB SOILEAU
DR. F. JAY TAYLOR

Individual letter to State Board of Education Members

Dear Mr.

The State Advisory Council for Vocational and Technical Education visited the Angola State Prison Vocational facilities on 30 November 1973. As you know, the federally mandated purpose of the Advisory Council is to evaluate the State Plan for Vocational Education and to evaluate the State Educational System's methods of meeting State Plan Objectives. Accordingly, the purpose of this visitation was to evaluate the vocational facility at Angola. The observations of the Council are forwarded to you for information and/or action as you may deem appropriate.

In preface to a statement of observations, it is the unanimous conclusion of the Council members in attendance that Mr. Cosby Joiner, Director of the Memorial Area Vocational School at New Roads, and his staff are doing a superbly professional job under very trying conditions. The dedication and pride of individual instructors was evident and reflected on the quality of the vocational school administration.

The capacity enrollment of the vocational program is 240. The enrollment on 30 November was 201. Enrollment on 30 November was the highest in the history of the facility and is drawn from an inmate population of about 3,200. The recidivism rate of inmates having completed a vocational program is about 12% compared to about 60% for all others. The Council recognizes that many factors affect these statistics. It seems inconceivable,

January 3, 1974

however, that out of about 3,200 captive potential trainees, full enrollment cannot be maintained.

Working classrooms, i.e., a welding shop, were observed in which two to six inches of water on the floor in the classroom is common. Water enters the classroom through the roof, the walls, and from outside ground level. Observations made by council staff during a hard rain.

The eating facility where the Council was fed a well-prepared meal by inmate trainees was entered by walking around an open sewage standing area which seemed to originate under the building and terminate about ten feet from the building in the immediate proximity of the entrance. One staff member during a preliminary visit in hard rain lost a pair of shoes because he had the misfortune to step in the sewer since it was flooded and not visible at the time. It was noted several days later, that the State has enjoined the prison administration to close this facility until certain sanitary discrepancies are corrected. While the Council concurs in the temporary closing action, the tragedy is that this is also a highly successful vocational training facility in food service, and presumably will shut down, or at best, move to facilities with substantially less training potential.

In front of the welding and carpentry classroom, a standing trash pile of approximately three dump truck loads has accumulated. It would appear, from the size and nature of the trash pile, that it has been accumulating for quite some time.

Some road-beds are literally impassable due to deep pot-holes. Specifically, the road in front of the welding facility, was not passable by ordinary automobile. In general, many road areas required extreme care in order to avoid car damage from pot-holes. Several pieces of costly road working equipment were observed in inoperable condition for minor repairs.

In preparation for this visitation, Council members were briefed on a press release of August 28, 1973 reporting a visit by Governor Edwards to Angola. The stated need for more facilities was noted and placed on the visitation agenda. The Council's conclusion is that more facilities under present conditions would serve no constructive purpose. Such conclusion is based on two factors: Net enrollment has not exceeded 84% of the facility capability as of 30 November 1973. The need to upgrade present facilities is so urgent and apparently unattended that expansion or additions would reflect misplacement of priorities. Indicative of this condition is the reported fact that Memorial Area Vocational School at New Roads has been unable to gain accreditation status due to conditions at the Angola vocational complex.

In attempting to formulate constructive comment from this visit, the council attempted to review working agreements between the vocational school administration and other proper authorities.

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January 3, 1974

No such documentation was available. Working agreements would seem to be a necessary starting point toward the solution of many of the problems impeding full utilization of the training facility potential. Agreements considered pertinent are, namely, facility and equipment repair, recruiting practices and policy, trash pickup, and the like. It is obvious, even to the casual observer, that whatever system is in effect now, it could stand vast improvement in areas requiring no or minimal money but with consequences very costly to the taxpayer. Accordingly, the Advisory Council strongly recommends to the State Board that action be taken to effect execution of working agreements, formal or informal contracts and other documentation, as necessary, to establish a base from which problem solving can be pursued effectively.

Sincerely,

J. R. Faulk
Executive Director

JRF:lm

cc: Governor Edwin Edwards
Superintendent Louis J. Michot
Mr. Cosby Joiner
Mrs. Elayn Hunt
Warden C. Murray Henderson

APPENDIX D

Response of the Louisiana Department
of Corrections to this Report

Under Commission policy each Advisory Committee report must be sent to all agencies significantly mentioned in the report for review and comment prior to publication and release, and all agency comments must be considered and incorporated in the report where appropriate. Agencies shall have 20 days to respond, and extensions may be given by the Advisory Committee.

For the purpose of this policy, a significantly mentioned agency is any one about which statistical or other meaningful information is given, or about which findings and/or conclusions are made.

The intent of this policy is to afford agencies and individuals an opportunity to: (1) correct inaccuracies which we may report (before the inaccuracies are made public), (2) bring to attention any changes or developments between the time of investigation and report publication, and (3) to express opinions and conclusions different from those in the report.

Pursuant to this policy, copies of the report were sent to Mrs. Elayn Hunt, Director, Louisiana Department of Corrections, C. Murray Henderson, Warden, Louisiana State Penitentiary; Warren A. Cormier, Superintendent, Louisiana Correctional and Industrial School; J. D. Middlebrooks, Acting Superintendent, Louisiana Correctional Institute for Women; and, Richard Crane, attorney, Louisiana Department of Corrections.

In response, the Department of Corrections forwarded to the Advisory Committee a recent compliance report filed with U. S. District

Judge E. Gordon West concerning Williams, et al. v. McKeithen, et al., Civil Action Number 71-98. On June 10, 1975, Judge West signed a court order calling for changes in the correctional institutions of this State. According to the Department of Corrections, compliance with the order has brought tremendous changes to the adult institutions in the State and will continue to do so in the future.

Because of the length of the response submitted by the Louisiana Department of Corrections, it is not feasible to incorporate it into this report. However, a copy of the Compliance Report is on file at the Southwestern Regional Office for public inspection.

On January 13, 1976, a more specific response was prepared by the Louisiana Department of Corrections and forwarded to the Advisory Committee. This response along with supportive documentation is included in this appendix.

LOUISIANA DEPARTMENT of CORRECTIONS

TELEPHONE 389-5641



ELAYN HUNT, DIRECTOR • EDWIN EDWARDS, GOVERNOR

P. O. BOX 44304 • CAPITOL STATION • BATON ROUGE, LOUISIANA 70804

December 22, 1975

Ernest J. Gerlach
United States Commission on Civil Rights
Southwestern Regional Office
New Moore Building, Room 231
106 Broadway
San Antonio, Texas 78205

Dear Mr. Gerlach:

This letter is in response to recent telephone conversations I have had with you concerning a response by this department to the report of the Louisiana Advisory Committee to the United States Commission on Civil Rights on the adult corrections system in Louisiana.

As I informed you, Mr. Crane is out of state until January 15, 1976 and I have been hired to assume his responsibilities until that time.

Mr. Crane left no instructions concerning a response by this department to the report, but I feel this is understandable in light of recent developments in this state concerning the correctional system. On June 10, 1975 U.S. District Judge E. Gordon West signed a court order in the case of Williams, et al v. McKeithen, et al, Civil Action Number 71-98 calling for massive changes in the correctional institutions of this state. This court order has been the major concern of this department since that time. Compliance with the order has brought tremendous change to the adult institutions of this state and will continue to do so in the future.

I am enclosing a copy of the report filed with the court on December 16, 1975 as required by the order. The length and contents of this report should indicate to your Commission that the report of the Louisiana Advisory Committee is seriously out of date as of the present.

Because of the tremendous amount of time and effort required to prepare the report to the court, this department has not had the staff or time available to prepare an additional response for your Commission. Therefore, please accept this report as the response

Page 2
Letter to Mr. Gerlach
December 22, 1975

and comment of this department as to the study of the Louisiana Advisory Committee. As can be seen from the report to the court, progress is being made and change is being accomplished.

Please contact this office should you need further information.

Sincerely,

A handwritten signature in cursive script that reads "Sue Rouprich".

Sue Rouprich
Legal Assistant

SR
sb

Enclosure

RESPONSE TO THE REPORT OF THE LOUISIANA ADVISORY COMMITTEE TO
THE UNITED STATES COMMISSION ON CIVIL RIGHTS:

1. Page 20. It should be noted that as of August, 1975 there was a special entrance rate for correctional officers at Louisiana State Penitentiary. Beginning officers now start at \$640 a month at that institution.
2. Page 32, paragraph 3. The statement that nearly 69% of all inmates assigned to the institution's farm operation were black hardly indicates discrimination against blacks inasmuch as the racial population at DeQuincy is 72.6% black.
3. Page 34, paragraph 2. This paragraph contains conclusions (that medical services at LCIS are not adequate) not facts. While the ACA standard is something to strive for, it does not follow that anything less is inadequate. In fact, a recent study of the medical services at LCIS by Dr. Harold Janney, M.D., former medical director of the Federal Bureau of Prisons, indicates that very few changes are needed. (See Dr. Janney's recommendations - attached.)
4. Page 37. Present correspondence regulations are not adequately reflected by this report. See the department regulation attached.
5. Page 51. See Comment 4, above.
6. Page 54. Legal Services. Attached you will find a list of law books purchased for LCIS and LCIW. A separate list is furnished showing books purchased for LSP, which already had some legal materials.

The books were selected in accordance with recommendations from the American Association of Law Libraries. After the books were received two representatives of West Publishing Company conducted an intensive three day training program in legal research for inmates from each institution.

7. Page 58, paragraph 1. Any book that is not considered pornographic is allowed in the library at St. Gabriel.
8. Page 83. See Comment 6.
9. Page 85. See Comment 6.

REPORT
OF
MEDICAL SERVICES AND HEALTH STANDARDS
AT
LOUISIANA CORRECTIONAL AND INDUSTRIAL SCHOOL
DE QUINCY, LA.
VISITED
OCTOBER 21, 1975
BY
HAROLD M. JANNEY, M. D.

INTRODUCTION

At the request of Ms. Elayn Hunt, Director of the Louisiana Department of Corrections, Harold M. Janney, M. D. is making surveys of the medical, surgical, dental and psychiatric services and evaluating general health standards of the facilities of the Department. Reports of the surveys and evaluations will include the observations made at the facilities and recommendations based on these observations.

The Louisiana Correctional and Industrial School is located three miles north of De Quincy, La. in a rural section of Beauregard Parish. The first inmates were received in September 1958.

The in-house population of the facility on October 21, 1975 was 452 males. There were sixty men out of the institution for a variety of reasons. Twenty were housed at the Forestry Project at Woodworth, La.; seventeen were out on work release; ten were out on Court Order; the balance were on escape status, at outside medical facilities for treatment, on furlough, or in Parish Jails. The total number of inmates for whom the institution has responsibility is 512. The population is composed of first convicted and sentenced offenders who come to Louisiana Correctional and Industrial School from Louisiana State Penitentiary. In fiscal year 1974-1975 Angola transferred 439 men to Louisiana Correctional and Industrial School. The majority of the inmates are between twenty and thirty years old.

This report has the following sections:

Interview with Superintendent	Page 3
Medical Staff and Consultants	Page 4
In-Patient Medical and Surgical Services	Page 6
Out-Patient Medical, Surgical, Dental Services	Page 8
Psychiatric Services	Page 13
Living Conditions and Food Service	Page 14
Recommendations	Page 17

INTERVIEW WITH SUPERINTENDENT

Mr. Warren A. Cormier, Superintendent, met with the reviewer on the morning of October 21, 1975 and again during the afternoon. He provided a great deal of excellent statistical data and much valuable information about the operation of the institution. He believes that the two medical technicians are doing a very good job and expressed his relief over finally obtaining the services of a visiting physician once a week. He expressed particular satisfaction with the services being rendered by the consultant dentist. He described the several programs in outside health facilities as good.

The relationships between the medical and general staff have presented no problems.

Mr. Cormier and his staff were very cooperative and most helpful to the reviewer.

MEDICAL STAFF AND CONSULTANTS

Mr. Charles Arrambide (PHS I) and Mr. Gene V. Hope (MS II) are the two full time members of the medical staff. Mr. Arrambide has been employed in the infirmary for seventeen years. Prior to that he was a Navy Medical Corpsman for five and a half years. Mr. Hope had twenty-one years as an Army Medic before coming to this institution. Their training and experience appear to qualify them for their positions.

A few trainees are assigned to the infirmary for housekeeping and other duties. One of these men was a dental technician before incarceration and renders valuable assistance to the visiting dentist.

Wilson D. Morris, M. D. will start coming to the infirmary this month. Dr. Morris is a staff physician at Merryville General Hospital and was a staff doctor at Charity Hospital, Lake Charles. He has a good understanding of some of the needs of the trainees due to prior contacts with them. He will spend six hours a week at the infirmary.

George J. Hannie, D. D. S. is responsible for the dental program. He visits the dental clinic once a week and stays until he sees every patient on the schedule.

Henry A. Bremer, O.D. comes to the institution one day a month and is responsible for eye examinations, prescriptions, eye-glass adjustments, and provision of eye-glasses when needed.

For more detailed information about these consultants see Appendix I and II.

In addition to the regular visiting consultants a broad range of care in various specialties is available at Charity Hospital, Lake Charles; Charity Hospital, New Orleans; Earl K. Long Hospital, Baton Rouge; Lake Charles Mental Health Center; State Hospitals for the Mentally Ill; and Beauregard Parish Health Unit. These facilities provide valuable services to both in-patients and out-patients referred by the Institution.

IN-PATIENT MEDICAL AND SURGICAL SERVICES

The infirmary has a total of seven beds in three rooms for in-patient care. These small rooms are clean and adequately ventilated. This number of beds is sufficient for the needs of the trainees. The beds and bedside stands are antiquated and in poor condition. (See Recommendation 1) Bathing and toilet facilities are adequate.

Protection against fire and smoke hazards appears adequate. There is at least one officer on duty in the control room across the hall from the infirmary. This officer with keys is available to release patients through the door. The fire exit sign is inoperative. (See Recommendation 2)

The floors are badly worn in several areas and there are numerous loose acoustical ceiling tiles. Several faucets are dripping hot or cold water and cannot be turned off. There is one large area of ceiling plaster in the waiting room which needs repair. Light in the rooms have been broken, but the wires are still there. These lights should be ceiling mounted and protected so as to minimize chances for damage.

Food for in-patients is brought to the hospital in a heated electric food cart. It arrives in satisfactory condition and there have been few complaints from patients. Special diets are served to in-patients and out-patients as needed. The one diabetic under medical supervision has remained stable for many months. He has

been instructed concerning dietary restrictions to be observed.

The Charity Hospitals at Lake Charles, New Orleans, Baton Rouge, and Lafayette provide medical and surgical services to patients with needs that cannot be met at the Institution. Sixty-six patients were cared for at these hospitals in fiscal year 1974-75. In addition five patients were admitted to Jackson State Hospital last fiscal year.

Fifty-two patients were hospitalized in the infirmary during last fiscal year.

OUT-PATIENT MEDICAL AND SURGICAL SERVICES

The space provided for daily sick-call is barely adequate. Sick call is held daily at 3 p.m. and at 2 p.m. on week-ends and holidays. On week days sick call will average about 50 patients; week-ends and holidays calls average about 25 patients. The common cold is the most frequent medical complaint. Minor injuries appear to be the second complaint in frequency. A wide variety of minor disabilities are treated by the Medical Technicians. The Medical Technicians have arranged their schedules to permit one of them to be at the infirmary daily, including Saturdays, Sundays, and holidays.

The lack of a visiting physician has been of the greatest concern to the Medical Technicians. They have felt obliged to provide medications that should be administered only by a physician's order. They have shown exceptionally good judgment in this situation and, as far as could be learned, have had no serious difficulties. This deficiency is now corrected by a visiting physician who can sign medication orders as indicated and provide supervision and guidance to these employees.

All initial physical examinations, laboratory examination of blood for syphilis, urinalyses, and other diagnostic work are performed at Angola before the trainee comes to De Quincy. The records come with the transferees. This has proven to be satisfactory. Patients with syphilis have a routine blood test every six months to detect

possible need for further treatment. Tetanus inoculations are administered as needed after injuries. The Beauregard Parish Health Department sends medical personnel to the Institution to give influenza vaccine to all trainees and employees annually. Polio inoculations have been given periodically on advice of the Parish Health Department. If a trainee has a history of tuberculosis or of exposure to this disease a skin test is made and a chest x-ray made at Charity Hospital, Lake Charles.

The infirmary has no clinical laboratory and no x-ray equipment except dental. Blood and/or urine specimens are sent to Charity Hospital, Lake Charles when indicated. Patients with possible fractures, serious stomach disorders, etc. are transferred to Charity Hospital, Lake Charles for diagnostic studies and any necessary treatment. A total of 153 trainees were referred to physicians or medical facilities for out-patient care last fiscal year.

The Plasmaphoresis Unit is established in several rooms that were originally planned as a part of the infirmary. The operation is part of the same one at Angola. It presents some inconvenience to the infirmary due to large volume of traffic, but plus factors of this FDA approved program outweigh the inconvenience.

All medications are dispensed to patients in the infirmary in single doses. No drugs are permitted in living quarters. An

MTA hands a dose to the patient and observes him wash it down with water. Only one patient is receiving a "tranquillizer" (Triavil) at bed-time. Use of these drugs is very low and there seems to be no opportunity for drug abuse. Disposable needles and syringes are locked and destroyed after use. Eye-droppers are well secured.

Narcotic and controlled substances are kept in a strong lock-box in a vault in the Administration Building. A satisfactory log-book regarding stocking issue of limited amounts is kept in the vault. Any time an issue of these substances is made to the infirmary the Superintendent, one MTA, and one other person are required to initial the book appropriately.

The daily use supply of "hot" items is kept in an iron strong box in the MTA's office. The door to the office is kept locked when the MTA is not in the room. The MTA expressed some concern about his lack of up-to-date knowledge about controlled drugs. New drugs, especially "tranquillizers", are being added to the list of these items every year. The reviewer is supplying Mr. Arrambide with information on this subject.

Medical records on in-patients and out-patients are deficient. The MTA is aware of this, blaming the time factor. The reviewer pointed out a simplified, brief, and more informative method that should take less time than the present procedure. This method does not meet standards set for large hospitals, but should be an improvement and be suitable for this small infirmary. (See Recommendation 3)

The dental clinic is in good condition. There are two good dental units, a functional dental x-ray, and combination dark-room and small dental laboratory. Instruments are satisfactory and there is a small sterilizer that is adequate.

Dr. George J. Hannie is responsible for all dental care. He comes to the institution four times a month and takes care of every patient on call-out before he leaves, regardless of hours. He seems to be rendering excellent and complete services. He does restorative treatments, extractions as indicated, and takes necessary impressions for dentures. The dental impressions are sent to Angola Dental Laboratory for processing. Charges for dentures are paid by the Institution. The reviewer believes that the institution is fortunate to have Dr. Hannie. The following table summarizes the dental work he did for trainees last fiscal year.

DENTIST

Number of patients examined	1,387
Number of extractions	595
Number of surfaces filled	356
Number of x-rays	0
Number of impressions for full dentures	29
Number of full dentures received	18
Number of full dentures repaired	30
Number of impressions for partials	85
Number of partials received	77
Number of partials repaired	29

Dr. Henry A. Bremer, Optometrist, comes to the Infirmary once a month. He provides refractions, prescriptions, and adjustments for trainees as needed. He fills the eye-glass prescriptions in his own shop and charges \$17.00 for each pair. The following table summarizes the services performed by Dr. Bremer:

OPTOMETRIST

Number of patients examined	190
Number of glasses received	110
Number of glasses ordered	110
Number of glasses repaired	7

PSYCHIATRIC SERVICES

The Institution has no visiting psychiatrist on the payroll. Dr. Gilles Morin, a psychiatrist, is employed by the State Bureau of Vocational Rehabilitation. He comes to the infirmary occasionally and at irregular intervals to examine several inmates to determine suitability for training and reports his findings to the State Bureau of Vocational Rehabilitation. If he sees a patient in need of psychiatric treatment he refers him to the Lake Charles Mental Health Center or to Jackson State Hospital if warranted. Dr. Morin renders limited service to the Institution in this way. This help is inadequate for the needs of the population. (See Recommendation 4)

Trainees may be referred to the Lake Charles Mental Hygiene Clinic for diagnostic evaluation by the Superintendent on his own initiative or upon request of Ms. Hunt, Director, the Parole Board, or the Pardon Board. The Institution School Psychologist occasionally detects sufficiently abnormal behavior to justify referral to the Center. In fiscal year 1975-1975 eleven trainees were referred to the Center for study and treatment when indicated.

LIVING CONDITIONS AND FOOD SERVICE

Living quarters were generally clean and orderly. The floors in some areas are wearing out. This is especially true in the cell blocks and the hospital. The honor dormitory was in excellent shape. The reviewer talked to several trainees in this unit and they appeared to be imbued with a feeling of pride in the appearance of their rooms. This did not seem to be true of the group in the dormitories.

Men in the isolation unit are provided with a mattress on the floor at night. This is understandable because of possibility of fires being started by some of these men and destruction of bedsteads to make weapons. The reviewer was told that men in isolation occasionally become destructive and wreck toilet fixtures.

Trainees in isolation are given three full meals every third day and restricted rations for two days. Maximum time under these conditions is ten days, but in cases of serious disciplinary infractions some individuals are returned for an additional ten days. Dietary restrictions as a punitive measure are probably not dangerous to the physical well-being of a healthy young man, but are considered as psychologically damaging in the treatment of children, juveniles, and adults. There is no scientific evidence of any therapeutic or deterrent value in this regime. (See Recommendation 5)

The kitchen and food service is generally satisfactory. Diets that are served are balanced and nutritious. Food storage is satisfac-

tory and all food containers are on pallets off the floor in the kitchen and in the warehouse. Refrigeration space for frozen foods and other produce is ample. The temperature gauges are working and indicate good levels. The dishwasher in use was obtained as surplus from LSU and after repairs has functioned well. The temperature gauges show satisfactory heat levels for sterilization of trays.

Milk is served on the cafeteria line by ladle from a large, open metal container. This is an unsanitary practice that can lead to contamination of the milk as it is served. (See Recommendation 6)

Food is served on metal, compartmentalized trays that are easy to maintain and to keep clean. The serving tables are suitable except for lack of a sneeze bar. (See Recommendation 7)

Trash and garbage are stored in large metal barrels behind the kitchen. They are kept clean, but are not provided with lids. This situation increases problems with rats and other vermin as well as flies. (See Recommendation 8)

The institution dairy provides enough milk for the present population. Bacteriological cultures of the milk and mastitis tests on the cows are done each month by health authorities and have been consistently satisfactory.

The institution water supply is provided by two deep wells. Monthly cultures have shown that the water is safe for human consumption.

The institution operates its own sewage disposal plant. This is checked every month by health authorities and the Superintendent stated that it was always found to be satisfactory.

The laundry was clean and operating. The major equipment is in poor condition and subject to frequent break-downs. The Superintendent said these items are to be replaced this fiscal year.

The power house is very clean and orderly. Emergency power is available from a large diesel generator that is tested daily to make certain it is in operating condition.

The shop for trainees and for maintenance provides on-the-job learning opportunities in a variety of trades. One man was observed operating a grinder without putting on goggles or a face mask. This reviewer talked with this man and he said he had been told repeatedly of the danger of sparks inflicting injuries to his eyes. The goggles were on his work table and he put them on. Several other trainees performing the same work or using torches did have face masks in place.

This reviewer talked with another trainee at the infirmary. He had lost the tips of four fingers in a saw in the shops. He was pushing a piece of wood through the saw with his hand and admitted upon questioning that he had been told not to do this. He said that the shop supervisors were always "on me and talking about safety". He appeared reluctant to accept any personal responsibility for his injury. The wounds had been repaired and were healing satisfactorily.

RECOMMENDATIONS

1. Replace the antiquated and delapidated beds and bedside stands with new ones. (See page 6)
2. Repair Fire Exit sign, worn areas in floors, loose or fallen acoustical ceiling tile, areas of fallen ceiling plaster, dripping faucets, and electric wires and lights. Provide shielded ceiling light fixtures to minimize damage. (See page 6)
3. Improve medical records. (See page 10)
4. Make every effort to obtain services of a consultant psychiatrist one half day each week. (See page 13)
5. Provide trainees who are in isolation with the regular diet as prepared for the general population every day. (See page 14)
6. Purchase a modern milk dispenser for the food line. (See page 15)
7. Provide sneeze-bar for cafeteria serving table. (See page 15)
8. Provide covered containers for garbage and trash behind the kitchen. (See page 15)

CORRECTIONAL SERVICES

Inmate Visiting and Correspondence (Adult)

1. PURPOSE. To establish the Director's Policy regarding inmate visiting and correspondence at all adult institutions and facilities within the Department of Corrections.
2. TO WHOM THIS REGULATION APPLIES. This regulation is applicable to all Wardens and Superintendents of adult operational units of the Department of Corrections.
3. GENERAL. La. R.S. 15:833 provides that the Director of Corrections may authorize visits and correspondence under reasonable conditions, between inmates and approved friends, relatives, and other persons. It is the Director's Policy that uniform visiting and correspondence procedures be established and adhered to at all units, and that visiting and correspondence be under reasonable conditions and in keeping with the most recent court decisions relating to inmate visiting and correspondence in correctional institutions.
4. CORRESPONDENCE.
 - A. Letters. Inmates shall be allowed to send and receive letters from all persons including inmates in other institutions. There shall be no restriction on the number of correspondents, number of letters written, the length of any letter or the language in which a letter may be written. Before sending or receiving letters, inmates may be required to sign a form consenting to the opening of letters for the purpose of inspecting for contraband. Inmate mail, both outgoing and incoming shall be handled without delay and on a daily basis. Except for good cause in individual cases, no record will be kept of the names of an inmate's correspondents.
 - (1) Inspection of outgoing letters. Letters to attorneys, courts, state and federal officials and department officials may be sealed and shall not be subject to inspection in any case. All other letters shall be posted unsealed and may be inspected for contraband only. No out-coming letter may be read except in accordance with paragraph (3) below.
 - (2) Inspection of incoming letters. All incoming letters, except those from department officials may be opened and inspected for contraband. However, letters from attorneys may only be inspected in the presence of the inmate - addressee, if the attorney's name and address appears on the letter, the attorney has previously identified himself as a member of the bar, and he had previously identified his inmate - client. No incoming letter may be read except in accordance with sub-paragraph (3) below.

(This page supersedes page 1 of Department Regulation No. 30-19 dated April 24, 1974).

(3) Reading of letters. The policy of the department is that letters are not to be read except when necessary to protect the security of the institution. In each case where it is deemed necessary to read an individual's mail, a written record shall be made which shall include the following:

- (a) The inmate's name and number,
- (b) a description of the mail to be read (e.g. outgoing only, only mail from a particular person, etc.)
- (c) the reasons it is necessary to read the mail. These reasons shall be as specific as possible and shall include all relevant information, including the names of any persons supplying information on which the decision is based.
- (d) the length of time during which the mail is to be read,
- (e) the signature of the warden or superintendent or his representative.

A copy of this record shall be placed in the inmate's file.

(4) Stationery and stamps. The institution will provide indigent inmates sufficient stationery, envelopes and postage for all legal and official correspondence and for at least two letters of personal correspondence each week. Stationery and stamps for other letters will be made available for purchase by the inmates.

B. Packages. Any person may purchase approved items for inmates.

- (1) Approved items. Subject to the approval of the Director, each warden or superintendent will prepare and make available to the inmate population a list of items which may be received in packages.
- (2) Inspection of packages. All packages shall be inspected for the purpose of discovering contraband. Before sending or receiving packages, inmates may be required to sign a form consenting to the opening of packages for the purpose of inspecting for contraband. Items which are not on the approved list will be returned to the sender with a note specifying the reason for the return.

C. Publications. Books, magazines, newspapers and printed matter, which may be legally sent through the postal system shall be approved for inmates, unless deemed to constitute an immediate threat to the security of the institution.

If it is determined that a publication passed through the mails illegally or that it presents an immediate threat to the security of the institution, it may be withheld from the inmates. Inmates shall be notified in writing of this action and shall have the opportunity to appeal this decision to the warden or superintendent and then to the Director.

(This page supersedes page 2 of Department Regulation No. 30-19 dated April 24, 1974).

-3-

- D. Restrictions on correspondence. All inmates regardless of status shall be allowed to receive approved correspondence. However, those inmates in isolation may have their privilege of originating correspondence restricted to communications with the courts and legal counsel during the period of isolation.
- E. Collection and distribution of mails. The collection and distribution of mail is never to be delegated to an inmate. Neither is the mail to be dropped on a table or other convenient place for each inmate come and look for his own.
5. VISITING. The guidelines for inmate visiting are set forth below:
- a. There will be no discrimination in visiting. All inmates and visit will be provided equal opportunity for visiting, except that any who abuse the visiting procedures may expect imposition of restrictions. Disciplinary measures imposed for offenses not related to visiting will not be used as a basis for denying visits. Visits with attorneys will be governed by Department Regulation No. 10-18. An inmate should not be compelled to see a visitor whom he does not wish to see, but should be required to sign a statement to that effect.
 - b. At least two visits per month of two hours duration each, should be afforded each inmate, preferably on weekends. Special visits for unusual circumstances and for those who cannot visit on regular visiting days are permissible.
 - c. Visitors shall be treated with courtesy at all times and shall not be subjected to unnecessary inconvenience, embarrassment, delays or harassment in accomplishing a visit.
6. All rules, regulations, and procedures presently in force will be revised in accordance with this directive and submitted to the Director for approval. All subsequent revisions will also be submitted to the Director for approval prior to their becoming effective.

FOR THE DIRECTOR



C. Paul Phelps
Assistant Director

(This Regulation supersedes Department Regulation 30-19 dated 8/1/71)

LOUISIANA CORRECTIONAL & INDUSTRIAL SCHOOL
LOUISIANA CORRECTIONAL INSTITUTE FOR WOMEN

Law Library
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Louisiana Statutes Annotated, 31 books	799.47
Louisiana Digest, 47 books	681.50
Louisiana Cases, 34 books	543.32
* United States Code Annotated Constitution; Titles 18;28 (Sec. 2241-2255, Federal Rules of Appellate Procedure, Rules of Supreme Court); 42 (Sec. 1931-1935)	304.00
Supreme Court Reporter (Bag. Vol. 80--24 books)	375.05
Federal Reporter 2d (Volumes 300 to present)	1677.90
Federal Supplement (Volumes 200 to present)	1512.45
BNA Criminal Law Reporter (1-year subscription)	164.80
Federal Rules of Civil Procedure (soft cover)	8.90
Federal Rules of Criminal Procedure (soft cover)	8.46
Cohen, Legal Research in a Nutshell	4.23
Modern Criminal Procedure (Hall & Kamisar)	20.00
Handbook of Federal Habeas Corpus (Sokol)	20.00
Federal Criminal Practice & Procedure (Wright & Miller) 3 volumes	100.00
Handbook on Criminal Procedure in U.S.D.C.	15.00
Criminal Law (Goldfarb)	20.00
Black, Henry, <u>Black's Law Dictionary</u>	14.50
LaFare and Scott, Hornbook on Criminal Law	14.50
Israel and LaFare. Criminal Procedure in a Nutshell	4.70
Kerper & Kerper - Legal Rights of the Convicted	47.00

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Page -2-

Shepard's U.S. Citations (including 1-yr. subscription)	199.00
Shepard's Federal Citations (including 1-6r. subscription)	199.00
Shepard's Louisiana Citations (including 1-yr. subscription)	145.00
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LOUISIANA STATE PENITENTIARY

Law Library Additions

As of 9-23-74

Federal Rules of Civil Procedure (Pamphlet)	10.00
Federal Rules of Criminal Procedure (Pamphlet)	9.50
Corpus Juris Secundum on Criminal Law (7 books)	175.00
Cohen, Legal Research in a Nutshell	5.00
Modern Criminal Procedure (Hall & Kamisar)	20.00
Handbook of Federal Habeas Corpus (Sokol)	20.00
Federal Criminal Practice and Procedures (Wright & Miller) (3 books, 2 copies)	171.00
Handbook on Criminal Procedure in U.S.D.C. (2 copies)	27.00
Criminal Law (Goldfarb)	20.00
LaFave and Scott, Hornbook on Criminal Law	14.50
Israel and LaFave, Criminal Procedure in a Nutshell	5.00
Kerper & Kerper - Legal Rights of the Convicted (2 copies)	20.00
Modern Federal Practice Digest fillup; 1 book, (Seamen-Sheriffs & Constables Supp.) & 1974 PP	68.50
Corpus Juris Secundum fillup, 4 books & 74 PP	166.00
Southern Reporter, 2d, fillup, Vol. 116-229; 269; and 273-291	1,102.00
Louisiana Statutes Annotated, fillup, Vol. 1 (RevStats) & 1974 PP	138.75
Replacement of lost books as follows:	
Vols 9, 9A (Civil Code); Vol 3 (Code Civ. Proc); Vol 2 (Code Crim. Proc); Vol 7 (RevStats); and Vol 10-12 (RevStats), 6 books @ \$27.50	165.00
Federal Reporter, 2d, fillup, Vol. 365, 413, and 473-493 (22 books)	350.00
United States Code Annotated, Titles 18; 28 (Section 2241-2255, Fed. Rules of Appellant Procedure, Rules of Supreme Court), 42 (Section 1981-1985); 19 books	304.00

Law Library Additions, cont.

Federal Supplement, Vol 180-373 (194 books)	2,005.50
Louisiana Digest, 47 books	681.50
La. Stat. Annotated: Constitution, Criminal Procedure, Penal Code, Motor Vehicles, Courts and Judicial Procedure, Code of Criminal Procedure (2 sets)	825.00

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