

Assignment 3: Jail Memo  
Caddo Correctional Center  
Curtis Case  
November 26, 2019

Caddo Correctional Center (CCC) is located in Shreveport, Louisiana.<sup>1</sup> Opened in 1989, it serves as the main pretrial detention unit of Caddo Parish.<sup>2</sup> CCC officials report five inmate deaths between 2014-2019.<sup>3</sup> Sheriff Steve Prator, a longtime Louisiana law enforcement officer, is in charge of the jail's operations.<sup>4</sup> Despite achieving praise by the local community, Sheriff Prator and CCC have come under some scrutiny in the last five years.<sup>5</sup>

## A. Jail Characteristics

### 1. Location and Capacity

CCC is physically located at 1101 Forum Dr., Shreveport, LA 71107.<sup>6</sup> Its mailing address is PO Box 70110, Shreveport, LA 71137.<sup>7</sup> Caddo Parish, Louisiana is home to 246,034 people.<sup>8</sup> Caddo's parish seat is Shreveport, the third largest city in Louisiana, which has a population of 188,987.<sup>9</sup> To serve this population, CCC has 1500 beds<sup>10</sup> in its 311,000 square foot facility,<sup>11</sup> making it the largest parish government building.<sup>12</sup>

In 2009, the parish opened a self-sustaining work release facility, Caddo Parish Transitional Work Program.<sup>13</sup> The all-male program, run by Capt. Demetria Parker, operates in a 19,577 square foot, 240 bunk facility.<sup>14</sup> The work release program allows eligible inmates to work at local businesses and earn money prior to release.<sup>15</sup> The program administrators collect

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<sup>1</sup> *Caddo Correctional Center*, CADDO PARISH SHERIFF'S OFFICE, <https://www.caddosheriff.org/content.php?c=59>.

<sup>2</sup> This date coincides with the height of the United States' "War on Drugs" – a law enforcement and policy movement characterized by its drastic increase in harsh sentencing policies and number of individuals incarcerated. See *A Brief History of the Drug War*, DRUG POLICY ALLIANCE, <http://www.drugpolicy.org/issues/brief-history-drug-war>.

<sup>3</sup> See *infra* section "Evidence of Transparency" and accompanying footnotes. When served with a public records request for inmate deaths between 2014-2019, jail officials only provided a list of names, dates of death, and incident numbers. The author is still in the process of acquiring CJ-9 forms, which will provide more information on cause of death, location of death, length of stay, crimes leading to arrest, and preexisting medical conditions.

<sup>4</sup> See *infra* section "Leadership."

<sup>5</sup> See *infra* section "Cases and Complaints."

<sup>6</sup> *Caddo Parish Correctional Center*, MAPQUEST, <https://www.mapquest.com/us/louisiana/caddo-parish-correctional-center-350963520> (last visited Nov. 24, 2019).

<sup>7</sup> *Caddo Correctional Center*, CADDO PARISH SHERIFF'S OFFICE, <https://www.caddosheriff.org/content.php?c=59>.

<sup>8</sup> *Caddo Parish, Louisiana Population 2019*, WORLD POPULATION REVIEW, <http://worldpopulationreview.com/us-counties/la/caddo-parish-population/>.

<sup>9</sup> *Shreveport, Louisiana Population 2019*, WORLD POPULATION REVIEW, <http://worldpopulationreview.com/us-cities/shreveport-population/>.

<sup>10</sup> *Caddo Correctional Center*, CADDO PARISH SHERIFF'S OFFICE, <https://www.caddosheriff.org/content.php?c=59>.

<sup>11</sup> *Annual Operating and Capital Improvement Project Budget, 2020, Parish of Caddo, Louisiana*, CADDO PARISH, <http://www.caddo.org/DocumentCenter/View/1710/2020-budget>.

<sup>12</sup> See *id.*

<sup>13</sup> *Caddo Sheriff opens new work release facility*, CADDO PARISH SHERIFF'S OFFICE (July 21, 2009), <https://www.caddosheriff.org/news.php?c=274&p=2&month=&year=2009>.

<sup>14</sup> *Id.*

<sup>15</sup> Maya Lou, *Work release offers jail alternative*, SHREVEPORT TIMES (Jan. 3, 2015, 11:09 PM), <https://www.shreveporttimes.com/story/news/local/2015/01/03/inmate-work-program-offers-jail-alternative-takes-cut-pay/21231003/>.

62% or \$63.50 of an individual's daily pay, whichever is less.<sup>16</sup> The work release facility's operations costs are fully-funded by these inmate collections.<sup>17</sup>

CCC currently holds 1244 inmates.<sup>18</sup> The longest serving prisoner has been held at CCC since August 6, 2015.<sup>19</sup> 91% of the inmates are male.<sup>20</sup> 18% of inmates are between ages 18-24, 26% ages 25-31, 21% ages 32-38, 15% ages 39-45, 9% ages 46-52, 8% ages 53-60, and 3% ages 61-75.<sup>21</sup> 42% of the individuals housed at CCC are "white" and 58% black.<sup>22</sup> Work release population data is unavailable, but according to one source, only 38 inmates were participating in the program as of January 3, 2015.<sup>23</sup>

## 2. Leadership

The Caddo Parish Sheriff's Office, headed by Sheriff Steve Prator, operates CCC.<sup>24</sup> Sheriff Prator is currently in the midst of his fifth four-year term in office.<sup>25</sup> He assumed office July 1, 2000 and is the first Republican to serve as sheriff of Caddo Parish since the Reconstruction Era.<sup>26</sup> Sheriff Prator has been a law enforcement officer since 1973 and is a graduate of Louisiana State University (BA), LSU Police Academy, and the FBI Quantico Executive Institute.<sup>27</sup> His first leadership role came in 1990 as the Shreveport Chief of Police, after the city's first Republican mayor since the Reconstruction Era appointed him.<sup>28</sup> In 1999, the Caddo sheriff stepped down, and Prator ran for the office.<sup>29</sup> Prator won, gaining 70.5% of the vote over the Democrat candidate (25.9%).<sup>30</sup>

Sheriff Prator spoke out against the Louisiana legislature following the 2017 criminal justice reforms, reforms that mandated the immediate release of a large number of inmates.<sup>31</sup>

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<sup>16</sup> *Id.*

<sup>17</sup> *Id.* Inmate fees also pay "parts of" the jail officials' salaries who work at the facility. *Id.*

<sup>18</sup> *Currently Housed Inmates*, CADDO PARISH SHERIFF'S OFFICE, <https://www.caddosheriff.org/inmates/> (last visited Nov. 22, 2019).

<sup>19</sup> *Id.*

<sup>20</sup> *Id.*

<sup>21</sup> *Id.* (statistics according to inmate population data collected on Nov. 22, 2019). The youngest CCC inmate is 18 years old, the oldest 75 years old. *Id.*

<sup>22</sup> *Id.* Race data was compiled based on the most recent arrested 100 inmates. On offender profiles, the only races listed are "W" and "B." *Id.* "W" includes Hispanic/Latino and Middle Eastern descents. *Id.*

<sup>23</sup> Maya Lou, *Work release offers jail alternative*, SHREVEPORT TIMES (Jan. 3, 2015, 11:09 PM), <https://www.shreveporttimes.com/story/news/local/2015/01/03/inmate-work-program-offers-jail-alternative-takes-cut-pay/21231003/>.

<sup>24</sup> *Caddo Correctional Center*, CADDO PARISH SHERIFF'S OFFICE, <https://www.caddosheriff.org/content.php?c=59>.

<sup>25</sup> *Steve Prator*, WIKIPEDIA, [https://en.wikipedia.org/wiki/Steve\\_Prator](https://en.wikipedia.org/wiki/Steve_Prator) (last visited Nov. 24, 2019).

<sup>26</sup> *Id.* Shreveport was traditionally a democratic city until the 1990s when it elected its first republican mayor. *Id.* Other political data suggests a city and parish-wide shift to the Republican party in recent decades. *See Caddo Parish, Louisiana*, WIKIPEDIA, [https://en.wikipedia.org/wiki/Caddo\\_Parish,\\_Louisiana#cite\\_note-14](https://en.wikipedia.org/wiki/Caddo_Parish,_Louisiana#cite_note-14) (last visited Nov. 24, 2019).

<sup>27</sup> *Steve Prator*, WIKIPEDIA, [https://en.wikipedia.org/wiki/Steve\\_Prator](https://en.wikipedia.org/wiki/Steve_Prator) (last visited Nov. 24, 2019).

<sup>28</sup> *Id.*

<sup>29</sup> *Id.*

<sup>30</sup> *Id.*

<sup>31</sup> *See Sheriff Prator New Conference, KTBS 3 News*, FACEBOOK, <https://www.facebook.com/KTBS3/videos/10156905601737575/>; *see also* Jeff Gauger, *Caddo sheriff again criticizes Louisiana criminal justice reforms*, SHREVEPORT TIMES, <https://www.shreveporttimes.com/story/news/2018/12/06/caddo-sheriff-again-criticizes-louisiana-criminal-justice-reforms/2225934002/>.

However, his comments on the issue sparked nationwide criticism.<sup>32</sup> Prator claimed the legislature was releasing both “bad ones” and “good ones.”<sup>33</sup> The “good ones,” he said, “we use every day to wash cars, to change oil in our cars, to cook in the kitchen, to do all that, where we save money.”<sup>34</sup> Civil rights leaders likened Prator’s remarks to an endorsement of slavery.<sup>35</sup>

### 3. Budget and Financing

CCC depends fiscally upon the parish government, the Caddo Parish Commission.<sup>36</sup> The jail’s maintenance and operations are mainly funded by the Detention Facilities Fund, comprised largely of special ad valorem taxes.<sup>37</sup>

According to the parish’s most recent financial report (2018), the fund had \$7,180,009.<sup>38</sup> The jail’s total assets, including cash, government dues, and inventory, amounted to \$7,808,149.<sup>39</sup> The report listed a \$30,435 decrease in funds over the year due to prisoner medical costs and prescriptions and a \$197,150 decrease due to new maximum security door locks.<sup>40</sup> The report also listed a net position of negative \$33,846,901, comprised mainly of liabilities, accounts payable, and pensions.<sup>41</sup> The jail’s total revenue, including sales tax, investment, and inmate work release revenue, was \$18,893,989.<sup>42</sup> The jail’s total expenses were \$33,707,678 (minus \$16,937,660 for service charges).<sup>43</sup>

Caddo Parish’s immediate future budget (2020) projects \$68,496,069 parish-wide revenues.<sup>44</sup> The parish budget increased 8% from 2019, 3% of which is due to an increase in CCC prisoner costs.<sup>45</sup> The parish budgeted CCC \$3,757,949 for the coming year, up from \$3,669,987 in the previous year.<sup>46</sup> Projected parish government expenditures for CCC total \$11,587,949, 15% of the total government expenditures.<sup>47</sup> The parish’s Capital Outlay Fund, a fund dedicated to facility improvements, budgeted CCC \$1,215,000 to replace fire sprinklers and air conditioning systems, among other more minor repairs.<sup>48</sup>

### B. Oversight

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<sup>32</sup> Jonah Engel Bromwich, *Louisiana Sheriff’s Remarks Evoke Slavery, Critics Say*, NY TIMES (Oct. 12, 2017), <https://www.nytimes.com/2017/10/12/us/prison-reform-steve-prator.html>.

<sup>33</sup> *Id.*

<sup>34</sup> *Id.*

<sup>35</sup> *Id.*

<sup>36</sup> *Caddo Correctional Center Financial Statements, Year ended June 30, 2013*, LOUISIANA LEGISLATIVE AUDITOR, p. 14, [https://www.lla.la.gov/PublicReports.nsf/8152FE795FD83EA086257C830080E40D/\\$FILE/00037CB0.pdf](https://www.lla.la.gov/PublicReports.nsf/8152FE795FD83EA086257C830080E40D/$FILE/00037CB0.pdf).

<sup>37</sup> *Comprehensive Annual Finance Report for the Year Ended December 31, 2018*, Caddo Parish Commission, p. 39, <http://www.caddo.org/DocumentCenter/View/1639/2018-CAFR>.

<sup>38</sup> *Id.* at 11.

<sup>39</sup> *Id.* at 27.

<sup>40</sup> *Id.* at 11.

<sup>41</sup> *Id.* at 29.

<sup>42</sup> *Id.*

<sup>43</sup> *Id.* at 29.

<sup>44</sup> *Parish of Caddo, Louisiana, Annual Operating and Capital Improvement Budget, January 1, 2020-December 31, 2020*, CADDO PARISH COMMISSION, C-1, <http://www.caddo.org/DocumentCenter/View/1710/2020-budget>.

<sup>45</sup> *Id.* at A-4

<sup>46</sup> *Id.* at B-27.

<sup>47</sup> *Id.* at C-1.

<sup>48</sup> *Id.* at D-8.

CCC's only oversight comes from the Louisiana Department of Public Safety and Corrections.<sup>49</sup> The most recent annual LDPSC review, the 2019 Basic Guidelines Review, passed CCC in all thirty areas examined.<sup>50</sup> CCC is not listed as an accredited institution by any national accreditation association.<sup>51</sup>

CCC has been audited several times in recent years. Caddo Parish performs annual independent audits.<sup>52</sup> CCC passed its most recent (2018) independent financial audit.<sup>53</sup> Also, a 2019 risk assessment audit identified CCC facilities and maintenance as "high risk," however, the audit's proposed improvements plan failed to include CCC facilities as priorities.<sup>54</sup> Lastly, the Louisiana Legislative Auditor performed financial audits on CCC in 2011 and 2013, but not in the last five years.<sup>55</sup>

The Caddo Parish Commission, which posts meetings minutes on their website, holds hearings every two weeks on parish matters.<sup>56</sup> But CCC is rarely discussed. When CCC is discussed, it's usually regarding budgetary matters.<sup>57</sup> There have been no judicial orders or consent decrees in effect at CCC in recent time.

### C. Evidence of Transparency

The Caddo Sheriff's Office releases on average three press releases each week, most of which involve recent high-profile arrests.<sup>58</sup> The sheriff's office also maintains a "Currently Housed Inmates" webpage, complete with offender profiles, mugshots, bookings history, and a "Notify Me When Released" option.<sup>59</sup> Inmates can be searched and sorted by name, book date, age, and sex.<sup>60</sup>

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<sup>49</sup> See Cindy Chadwick, *Annual state review gives high marks to Caddo Correctional Center* (press release), CADDO PARISH SHERIFF'S OFFICE (Aug. 16, 2019), <https://caddosheriff.org/news.php?c=2246>.

<sup>50</sup> *Id.*

<sup>51</sup> Louisiana state prisons, such as Angola and Hunt, but not CCC, are accredited by the American Correctional Association. See *Accredited Facilities*, ACA, [http://www.aca.org/ACA\\_Prod\\_IMIS/ACA\\_Member/Standards\\_\\_\\_Accreditation/Accredited\\_Facilities/ACA\\_Member/Standards\\_and\\_Accreditation/SAC\\_AccFacHome.aspx?hkey=f53cf206-2285-490e-98b7-66b5ecf4927a](http://www.aca.org/ACA_Prod_IMIS/ACA_Member/Standards___Accreditation/Accredited_Facilities/ACA_Member/Standards_and_Accreditation/SAC_AccFacHome.aspx?hkey=f53cf206-2285-490e-98b7-66b5ecf4927a). The authors investigation turned up no CCC accreditation credentials from other national associations, such as the National Commission on Correctional Health Care.

<sup>52</sup> *Parish of Caddo, Proposed Internal Audit Process*, CADDO PARISH, <http://www.caddo.org/AgendaCenter/ViewFile/Item/6039?fileID=5283>.

<sup>53</sup> *Caddo Correctional Center, Independent Auditor's Report*, LOUISIANA LEGISLATIVE AUDITOR, p. 36-38, [http://app.lla.state.la.us/PublicReports.nsf/0/A79FF6A42E662355862583830066FEF1/\\$FILE/0001B715.pdf](http://app.lla.state.la.us/PublicReports.nsf/0/A79FF6A42E662355862583830066FEF1/$FILE/0001B715.pdf)

<sup>54</sup> See Postlethwaite & Netterville, *The Parish of Caddo Proposed 2019 Internal Audit Plan – For Approval*, CADDO PARISH, <http://www.caddo.org/AgendaCenter/ViewFile/Item/8327?fileID=6751>.

<sup>55</sup> See *Caddo Correctional Center, Financial Statements, Year ended June 30, 2011*, LOUISIANA LEGISLATIVE AUDITOR, [https://www.lla.la.gov/PublicReports.nsf/22178027A633531986257990004D4C9D/\\$FILE/000259A0.pdf](https://www.lla.la.gov/PublicReports.nsf/22178027A633531986257990004D4C9D/$FILE/000259A0.pdf); *Caddo Correctional Center, Financial Statements, Year ended June 30, 2013*, LOUISIANA LEGISLATIVE AUDITOR, [https://www.lla.la.gov/PublicReports.nsf/8152FE795FD83EA086257C830080E40D/\\$FILE/00037CB0.pdf](https://www.lla.la.gov/PublicReports.nsf/8152FE795FD83EA086257C830080E40D/$FILE/00037CB0.pdf).

<sup>56</sup> See *Agendas and Minutes*, CADDO PARISH COMMISSION, <http://www.caddo.org/AgendaCenter>.

<sup>57</sup> See *id.* and "search "caddo correctional center" to reveal hearings minutes.

<sup>58</sup> See *Press Releases*, CADDO PARISH SHERIFF'S OFFICE, <https://www.caddosheriff.org/news.php>.

<sup>59</sup> See *Currently Housed Inmates*, CADDO PARISH SHERIFF' OFFICE, <https://www.caddosheriff.org/inmates/?sortOrder=DESC&sortField=age&>.

<sup>60</sup> See *id.*

Jail advocacy and research groups have not yet discussed CCC, but that does not mean CCC and Sheriff Prator have gone without criticism.<sup>61</sup> The author's assessment of a CCC public records request indicates that jail officials respond in a timely manner but are not completely transparent.<sup>62</sup> However, this lack of complete transparency could be attributed to jail officials' lack of knowledge and experience in responding to public records requests. When the author filed a request for all documents relating to deaths in custody between 2014-2019, including CJ-9 reporting forms, a jail official responded with a brief list of names, dates of death, and incident numbers.<sup>63</sup> The jail official did not immediately include CJ-9 forms, forms which reveal much more information about the inmate and circumstances surrounding their death. When this author further requested the CJ-9 forms, the official timely responded and said she would provide them.<sup>64</sup> Furthermore, in charging "reasonable expenses" to fulfill the request, CCC officials charged \$1.00 for a single page and a \$15.00 "processing fee."<sup>65</sup> This processing fee exceeds fees charged by other similar jails.

#### D. Cases and Complaints

Sheriff Prator and CCC have been the center of several controversies in the last five years. Most recently, a pro se inmate filed a complaint in federal court alleging poor conditions at the jail: overcrowding, unsanitary conditions, poor nutrition, overpriced commissary, and the practice of favoritism to certain inmates.<sup>66</sup> However, the case was quickly closed.<sup>67</sup> In 2018, two other lawsuits were filed. In one, a former inmate alleged due process violations, such as beatings, by jail officers.<sup>68</sup> The lawsuit came in the wake of someone posting cell phone video footage on social media of officers beating handcuffed inmates.<sup>69</sup> The second lawsuit alleged gender discrimination by a longtime female staff member who was passed over for a promotion.<sup>70</sup>

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<sup>61</sup> See *infra* section "Cases and Complaints."

<sup>62</sup> The author's public records request was made on Aug. 26, 2019, and the initial records request was fulfilled on Nov. 13, 2019. However, because the author needed extra time to secure funds relating to the request's expenses, this delay is not completely attributed to jail officials.

<sup>63</sup> See Capt. Sharon Piggs, *letter to Curtis Case, Number of Deaths in Custody 2014-2019* (on file with author and available at <https://drive.google.com/drive/u/1/folders/1Kxzf4DnZ15RwScCfm4aycnylMzNjtVin> (access grant required)).

<sup>64</sup> See Capt. Sharon Piggs, *email to Curtis Case, Re: Public Records Request* (Nov. 25, 2019) (on file with author and available at <https://drive.google.com/drive/u/1/folders/1Kxzf4DnZ15RwScCfm4aycnylMzNjtVin> (access grant required)). At the time of this memorandum, jail officials say they are currently working to produce the CJ-9 forms. These forms are expected to be released soon.

<sup>65</sup> See Capt. Sharon Piggs, *letter to Curtis Case* (Sept. 28, 2019) (on file with author and available at <https://drive.google.com/drive/u/1/folders/1Kxzf4DnZ15RwScCfm4aycnylMzNjtVin> (access grant required)).

<sup>66</sup> See *Bennett v. Prator*, 5:19-cv-01056 (W.D. La. 8/9/19) (on file with author).

<sup>67</sup> See *id.*

<sup>68</sup> *Former Caddo inmate leaks video of treatment in custody*, KTBS (Aug. 1, 2019), [https://www.ktbs.com/news/incaseyoumissedit/former-caddo-inmate-leaks-video-of-treatment-in-custody/article\\_0479784c-b4a5-11e9-8fce-6b043844911d.html](https://www.ktbs.com/news/incaseyoumissedit/former-caddo-inmate-leaks-video-of-treatment-in-custody/article_0479784c-b4a5-11e9-8fce-6b043844911d.html).

<sup>69</sup> *Id.*

<sup>70</sup> See *Bolden v. Caddo Parish Commission*, 5:19-cv-00648 (W.D. La. 5/16/18) (on file with author); see also Elizabeth Alt, *Lawsuit claims gender discrimination against Caddo Correctional Center*, LOUISIANA RECORD (May 20, 2018), <https://louisianarecord.com/stories/511421807-lawsuit-claims-gender-discrimination-against-caddo-correctional-center>.

In the media, Sheriff Prator and the Caddo Sheriff's Office have received criticism in recent years. One magazine published an article accusing Sheriff Prator and Caddo sheriffs of several misdeeds: intentionally destroying public records, intimidating the press, sexual harassment, abuse of power, domestic abuse and battery, voter fraud, and money laundering, among others.<sup>71</sup> As mentioned previously, Sheriff Prator also received sharp criticism by national media and civil rights leaders over his allegedly racist comments regarding the 2017 Louisiana criminal justice reforms.<sup>72</sup>

## **Conclusion**

Sheriff Steve Prator has achieved public support and relative success, as evidenced by his consecutive reelections, in his management of CCC. CCC succeeds in multiple respects: a functioning website revealing a large amount of prisoner data, continued audit success, staying within budget, and annual facility improvements. However, recent lawsuits and media stories seem to indicate a decline in leadership and control. Compared to other jails,<sup>73</sup> cooperation and transparency regarding public records requests, CCC is equally cooperative, yet so far less transparent.

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<sup>71</sup> John Hampson, *Corruption in Caddo Parish: The Truth Revealed*, MEDIUM (Oct. 26, 2015), <https://medium.com/@Jwes115/corruption-in-caddo-parish-the-truth-revealed-363c5dff26cf>.

<sup>72</sup> See *supra* section "Leadership"; see also Jonah Engel Bromwich, *Louisiana Sheriff's Remarks Evoke Slavery, Critics Say*, NY TIMES (Oct. 12, 2017), <https://www.nytimes.com/2017/10/12/us/prison-reform-steve-prator.html>.

<sup>73</sup> The author also requested death records from neighboring Bossier Parish Maximum Security Facility, as well as Bossier City Jail and Shreveport City Jail. Bossier Parish Maximum Security Facility is one-third the size of CCC and reported three deaths, compared to CCC's five.