

November  
2013

# Report to the Sentencing Reform Oversight Committee



**SOUTH CAROLINA DEPARTMENT OF  
PROBATION, PAROLE AND PARDON SERVICES**

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## Major Accomplishments

As a result of the unanimous passage of the Omnibus Crime Reduction and Sentencing Reform Act (SRA) of 2010, South Carolina has demonstrated a significant amount of progress and success as it pertains to comprehensive criminal justice reforms. The various mandates of the SRA made it possible for the development and implementation of alternative strategies to incarceration in order to reduce the state's reliance on prisons, ensure fair sentencing practices and promote public safety.

Much like Texas, Kentucky, Mississippi and Ohio which have experienced similar criminal justice policy reforms over the last few years, South Carolina has implemented systemic improvements to the criminal justice system with emphasis placed on the use of empirically proven strategies to augment policies and procedures in various jurisdictions. The overarching goal of the SRA is to champion the use of evidence-based criminal justice policies to enhance the quality of life for South Carolina stakeholders through public safety reforms.

This report highlights the major accomplishments experienced by the South Carolina Department of Probation, Parole and Pardon Services in FY 2013 through the implementation of key SRA programs and evidence-based practices in continuous efforts to strengthen probation and parole:

■ **Evidence-Based Supervision Practices:** Administrated by probation and parole agents, the COMPAS risk and needs assessment tool serves as the catalyst for making evidence-based decisions pertaining to the allocation of resources so as to target intervention to high risk and needs offenders. Based on the assessments completed during FY 2013, the most commonly identified criminogenic needs for offender case management are substance abuse, vocational/education and criminal thinking.

The Department employed other evidence-based strategies, such as the increased use of administrative sanctions to address supervision non-compliance. Additionally, for those offenders who are in compliance, the Department was able to early discharge **157** offenders during FY 2013 based on earned compliance credits.

■ **Core Correctional Skills Training for Staff:** Through the Justice Reinvestment Initiative (JRI) grant funding opportunity, the Department was able to offer Effective Practices in Community Supervision (EPICS II) training to approximately 130 probation and parole agents. Agents had the opportunity to learn and practice correctional skills to help build collaborative relationships with offenders to clearly define roles of the agent and the offender while using the techniques from the cognitive model and other problem-solving strategies to change behavior.

■ **Reduction in the Impact to the Prison System:** Through continuous quality assurance strategies, the Department continues to achieve a reduction of compliance revocations admissions to the South Carolina Department of Corrections (SCDC) each year. Over a three year period, the Department has achieved a **49%** reduction in compliance revocations admissions to SCDC while at the same time the Department has experienced an 8% increase in the number of offenders under active supervision.

■ **Updates from Departmental Task Forces:** Last year, the Department charged the following taskforces to review organizational practices and make recommendations for improvement: *Hiring Practices Taskforce*, *Administrative Hearings Taskforce*, *Parole Matrix Taskforce*, and *Job Titles/Classification Codes Taskforce*. These taskforces, which involved a cross-section of staff representing all divisions, made recommendations for improvement in key areas. Presentations of the final recommendations were made to the members of the Executive Management Team for feedback and adoption consideration from the following taskforces:

- Hiring Practices Taskforce: The goal of this taskforce was to improve recruitment and hiring practices. Recommendations for these improvements were made based on feedback from staff throughout the Department. This taskforce developed a resource guide, “*A Management Guide for Effective Hiring Practices*” and a sample hire package. In addition to a presentation by the taskforce, an overview on how to use this guide and other supplemental materials to ensure consistency throughout the Department was provided to agent-in-charge staff in June 2013.
- Administrative Hearings Taskforce: The goal of this taskforce was to improve the administrative hearings process. This taskforce, after conducting a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis, made several key recommendations to improve the administrative hearings process. The taskforce recommended staff training to include expectations for the use and purpose of administrative hearings, as well as recommended including a copy of the most recent COMPAS risk/needs assessment results and the supervision plan. The inclusion of this information for hearing officers to review will aid in the decision-making process as it pertains to possible violations and non-compliance.
- Parole Matrix Taskforce: The objectives of the taskforce included reviewing and improving the current matrix used by parole examiners, assessing the integration of the COMPAS Reentry Assessment tool into the parole summary and recommendation matrix to assist the Board’s parole decisions, and suggesting ways that this process can be more fully evidence-based. The taskforce developed a series of recommendations regarding the parole process. Moving forward, the Department would generally encourage paroling cases identified as having a low risk to reoffend. These cases would generally not require extensive additional conditions of supervision, beyond victim restitution, where applicable. The Department would generally encourage parole for cases indicating a medium risk to reoffend, with recommendations for specific conditions to address criminogenic needs which the assessment indicates contributed to criminal behavior. The Department would generally discourage parole for cases with an indication of a high risk to reoffend. In addition, the taskforce recommended revisions to the case summary by rearranging the order in which the information is presented, set guidelines for the parole examiner section, adding a section to the case summary for statements of support for parole, additional training for parole examiners in the interpretation of COMPAS results, and informing Board members regarding case summary changes and how they relate to evidence-based practices.
- Job Titles/Classification Codes Taskforce: The objectives of the taskforce included the alignment of current SCDPPPS’ job titles, classification codes and pay bands for C-1 personnel to those used by other law enforcement agencies in South Carolina with similar roles and responsibilities in the ‘JC’ job classification series in an effort to impact agent recruitment and retention. The taskforce examined information from city/county local law enforcement entities/jurisdictions as well as state government agencies like the State Law Enforcement Division, the Department of Natural Resources and the Department of Public Safety. The taskforce developed about ten recommendations that will enhance the Department’s ability to recruit and hire qualified staff. Additionally strategies were developed to retain seasoned agent staff including adjusting salaries to be comparable with other state law enforcement agencies.

## Overview

The Department has implemented supervision strategies that resulted in the reduction of recidivism and the financial impact to SCDC while maintaining public safety. The following reductions from the FY 2010 baseline data have been achieved for FY 2013:

- 49% (-1,611) Reduction of compliance revocation admissions to SCDC (*See annual reductions on page 24*)
- 39% (-2,214) Overall reduction in supervision revocation rates
- 45% (-2,157) Reduction in compliance revocation rates
- 6% (-57) Reduction in new offense revocation rates
- 42% (-11,384) Overall reduction in the issuance of legal process (i.e., warrants and citations)
- 35% (-2,230) Overall reduction of administrative hearings

### Population

- 8% (2,580 offenders) increase in active population from FY 2010 to FY 2013
- 31,262 active population as of June 30, 2010
- 33,842 active population as of June 30, 2013

### Section 24-28-30 Report Data

#### **Administrative Sanctions**

- During FY 2013, there have been **26,007** individuals placed on administrative sanctions (**individuals with a least one violation**). This number represents **77%** of the Department's active offender population as of June 30, 2013.
- A total of **72,227 administrative sanctions** were used to address violations in FY 2013. The Department has experienced a **27% increase** in the use of administrative sanctions compared to FY 2012, and a **69% increase** in the use of administrative sanctions compared to FY 2010.
- 10,137 – number of administrative sanctions issued at the administrative hearing level during FY 2013.
- A full overview of the administrative sanctions is provided in Section 53 (*See page 24*).

#### **Compliance Credits**

- 14,322 offenders were eligible to earn compliance credits during FY 2013 and this represents 42% of the Department's active population as of June 30, 2013.
- During FY 2013, **6,166** individuals earned compliance credits. This number represents 43% of those eligible to earn compliance credits.
- From the FY 2012 to FY 2013, the Department has experienced a **151%** increase in the number of individuals who earned compliance credits.
- Primary reasons for denial of compliance credits are financial fee and restitution arrearages.
- **157** offenders received early discharge from supervision due to compliance credit earnings.
- A full overview of the Compliance Credits program is provided in Section 50 (*See page 23*).

### **Supervision Revocations for Condition Violations**

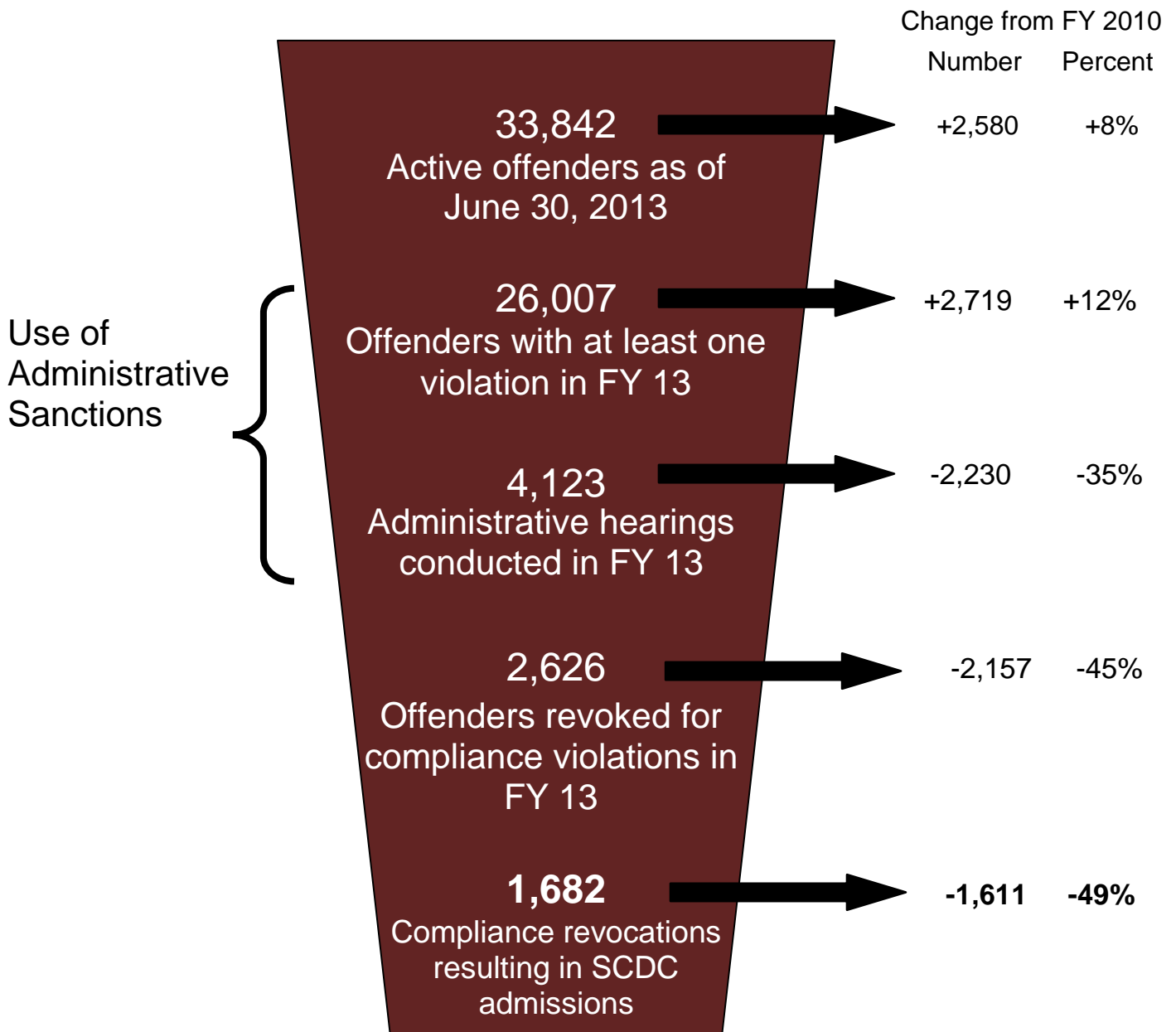
- The Department has experienced a **21% reduction** in the number of individuals who had their supervision revoked for violations of conditions compared to FY 2012, and a **45% reduction** in the rate of individuals who had their supervision revoked for violations of conditions compared to FY 2010.
- The Department reports that during FY 2013, **2,626** individuals had their supervision revoked for violations of conditions. This number represents **8%** of the Department's active offender population as of June 30, 2013.
- The Department reported that during FY 2013, **1,682** individuals were admitted to the SCDC for compliance revocations. This number represents **5%** of the Department's active offender population as of June 30, 2013.
- 944 (36%) of the 2,626 individuals revoked for compliance violations were addressed with alternative sanctions that did not impact SCDC.
- The Department has experienced a **23% reduction** in the number of individuals who were admitted to the SCDC for compliance revocations compared to FY 2012, and a **49% reduction** in the number of individuals who were admitted to the SCDC for compliance revocations compared to FY 2010.

### **Supervision Revocations for New Offense Convictions**

- Despite an increase in offender population of 8% from FY 2010 to FY 2013, there was a **6% reduction** in the number of individuals who had their supervision revoked for new offense convictions during this same time period.
- During FY 2013, **823** individuals had their supervision revoked for new offense convictions. This number represents **2.4%** of the Department's active offender population as of June 30, 2013.

# SCDPPPS FY 2013 Violations Summary

## Impact of Sentencing Reform Act Strategies



**Administrative Sanctions:**  
 3,541 PSE conversions  
 141 PSE sanctions  
 11,538 fee exemptions  
 15,797 fee restructures  
 12,917 home visits  
 4,407 other administrative sanctions  
23,886 verbal/written reprimands  
**72,227 Total Sanctions**

Data as of: 6/30/2013  
 Updated: 10/7/2013

## Cost Avoidance

- 1,611 - Total reduction in compliance revocation admissions to SCDC in FY 2011 through 2013.
- 497 - Total reduction in compliance revocation admissions to SCDC in FY 2013.
- 535 - Total reduction in compliance revocation admissions to SCDC in FY 2012.
- 579 - Total reduction in compliance revocation admissions to SCDC in FY 2011.

### Cost Avoidance Methodology

- SCDPPPS and SCDC received technical assistance from the VERA Institute of Justice's Cost Benefit Analysis Unit to prepare a calculation of the cost avoidance to SCDC in FY 2012 and to develop a methodology that would allow for this calculation in the future.
- SCDPPPS and SCDC agreed that the calculation would include both variable and step-fixed costs. Step-fixed costs would be calculated by using the ratio of inmates to correctional officers.
- A template was developed and the FY 2012 cost avoidance calculation was approved on December 14, 2012. The template of methodology located on pages 9 and 10 was used for the FY 2013 cost avoidance and provides a description of all variables used to generate the total cost avoidance for FY 2013.
- SCDPPPS' total cost avoidance for FY 2013 was \$5,276,329 with a maximum reinvestment of 35% totaling \$1,846,715.

### **FY 2013 – Cost Avoidance Calculations for the Sentencing Reform Act\***

FY 2013 SCDPPPS avoided bed-days	538,403
Variable cost avoidance (538,403 X \$5.93)	\$3,192,730
Step-fixed cost avoidance (538,403 X \$3.87)	\$2,083,599
Total cost avoidance for FY 2013	\$5,276,329
Maximum reinvestment (\$5,276,329 X 35%)	<b>\$1,846,715</b>

\* Numbers are rounded



## Cost Avoidance Calculation

Fiscal year of analysis		2013	
a	Days per year	365	FY13
<b>Section 1 – Bed Days Avoided*</b>			
1	PPP Avoided Bed-Days	538,403	Bed Days Saved FY10 –FY13
2	PPP Avoided Bed-Years	1,475	line 1 / line a (days per year)
3	Beds per Housing Unit	144	144 Inmates per unit (wing or dorm) of institution (per SCDC)
4	Avoided Units (posts)	10.0	line 2 / line 3 (rounded down)
<b>Corrections officers</b>			
5	Correction Officers per Unit (post)	4.0	Four officers fill two 12-hour shifts
6	<b>Avoided Officer Is (FTEs)</b>	<b>40.0</b>	line 4 x line 5
<b>Shift Supervisors</b>			
7	Officer Posts per Shift Supervisor	4.0	Each supervisor oversees 4 posts
8	Avoided Shift Supervisors Posts	2.0	line 4 / line 7 (rounded down)
9	Shift Supervisors per Supervisor Post	4.0	Four supervisors fill two 12-hour shifts
	<b>Avoided Shift Supervisors (FTE)</b>	<b>8.0</b>	line 8 * line 9
10	<b>Majors</b>		
11	Shift Supervisors per Major	4.0	Each major oversees 4 shift supervisors
12	<b>Avoided Majors (FTEs)</b>	<b>2.0</b>	line 10 / line 11 (rounded down)
<b>Section 2 – Marginal Costs</b>			
<b>Variable Costs Per Inmate</b>			
13	Food Per Diem	\$1.80	FY12 and FY13 Variable Health and Food Cost.xls
14	Health Care Per Diem	\$4.13	FY12 and FY13 Variable Health and Food Cost.xls
15	<b>Total Per Diem Variable Costs</b>	<b>\$5.93</b>	line 13 + line 14
16	<b>Total Per Annum Variable Costs</b>	<b>\$2,164</b>	line 15 x line a (days per year)

<b>Step-fixed Costs Per Inmate</b>		
<b>Health Care and other programming</b>		
17	Health/programming personnel, per diem	- During FY 2013, there was no significant drop in the number of medical encounters.
<b>Corrections Officers</b>		
18	Average Officer Salary (Officer 1)	\$26,554 Level I Correctional Officer I Salary Information.xls (Officer I)
19	Average Shift Supervisor Salary	\$35,936 Level I Correctional Officer I Salary Information.xls (Corporal, Lieutenant, Sergeant)
20	Average Major Salary	\$51,017 Level I Correctional Officer I Salary Information.xls (Major)
21	Fringe Benefit Rate	43.53% Per Darlene Harmon 10/8/13
22	Average Salary & Benefits (Officer I)	\$38,113 line 18 + (line 18 x line 21)
23	Average Salary & Benefits (Shift Supervisor)	\$51,579 line 19 + (line 19 x line 21)
24	Average Salary & Benefits (Major)	\$73,225 line 20 + (line 20 x line 21)
25	Officer I Step-Fixed Cost	\$1,524,518 line 6 x line 22
26	Shift Supervisor Step-Fixed Cost	\$412,632 line 10 x line 23
27	Major Step-Fixed Cost	\$146,449 line 12 x line 24
28	Officer Cost Avoidance	\$2,083,599 line 25 + line 26 + line 27
29	Officer Cost Avoidance per Inmate	\$3.87 line 28 / line 1
30	<b>Total Per Diem Step-Fixed costs</b>	<b>\$3.87</b> line 17 + line 29
31	<b>Total Per Annum Step-Fixed costs</b>	<b>\$1,413</b> line 30 x line a (days per year)
<b>Total Marginal Cost Per Inmate</b>		
32	<b>Per Diem Marginal Cost</b>	<b>\$9.80</b> line 15 + line 30
33	<b>Per Annum Marginal Cost</b>	<b>\$3,577</b> line 32 x line a (days per year)
<b>Section 3 – Cost Avoidance and Maximum Reinvestment</b>		
34	Variable cost avoidance	\$3,192,730 line 1 x line 15
35	Step-fixed cost avoidance	\$2,083,599 line 1 x line 30
36	<b>Grand Total</b>	<b>\$5,276,329</b> line 34 + line 35
37	<b>Maximum reinvestment</b>	<b>\$1,846,715</b> 35% x line 36

\* Highlighted fields are user inputs. All other fields are calculated.

## Cost of Supervision

Fiscal impact estimates for SCDPPPS to maintain non-compliant offenders in the community.

<b>Yearly cost to SCDPPPS per offender for FY 2013</b>	<b>\$1,106</b>
<b>Yearly cost to SCDPPPS per offender for FY 2012</b>	<b>\$1,088</b>
<b>Yearly cost to SCDPPPS per offender for FY 2011</b>	<b>\$1,175</b>
<b>Daily supervision cost per offender (high supervision) FY 2013</b>	<b>\$3.03</b>
<b>Daily supervision cost per offender (high supervision) FY 2012</b>	<b>\$2.98</b>
<b>Daily supervision cost per offender (high supervision) FY 2011</b>	<b>\$3.22</b>
<b>Supervision days for FY 2013</b>	<b>538,403</b>
<b>Supervision cost for FY 2013</b>	<b>\$1,631,361</b>
<b>Supervision days for FY 2012</b>	<b>335,325</b>
<b>Supervision cost for FY 2012</b>	<b>\$999,269</b>
<b>Supervision days for FY 2011</b>	<b>114,063</b>
<b>Supervision cost for FY 2011</b>	<b>\$367,283</b>
<b>Total supervision cost for FY 2011 through FY 2013</b>	<b>\$2,997,913</b>

**Notes:**

- 31,262 – active population as of June 30, 2010
- 33,842 – active population as of June 30, 2013
- 8% increase in population between FY 2010 and FY 2013
- 24% decrease in supervision fees collected and retained between FY 2010 and FY 2013 (decrease of \$ 2,223,815)

# Reinvestment Recommendations

## Introduction

According to the RKC Group, a criminal justice research and policy analysis consulting firm based in Colorado, “Investing in evidence-based programs is key to reducing victimization and increasing public safety while simultaneously managing correctional costs.” In continued efforts to strengthen community corrections and through the use of evidence-based supervision strategies, the Department has conscientiously developed a proposed use of reinvestment funding based on the maximum reinvestment calculated by Vera's Cost Calculation Model. Based on the accomplishments achieved by the Department, this well-deserved performance-based funding incentive is greatly needed for the Department's continued success in the implementation and utilization of evidence-based supervision strategies. The reinvestment of these funds will be a significant investment in the Department and in community correctional strategies proven empirically effective to reduce recidivism in similar jurisdictions.

## Purpose

Through the appropriation of funds pursuant to Section 24-28-30 of the SC Code, the Department intends to continue development of programs and initiatives which use evidence-based behavioral modification strategies and interventions with the goal to reduce offender recidivism. These programs will provide offenders with essential competencies and appropriate treatment interventions which will promote offender accountability, ensure public safety, and minimize the cost to SCDC attributed to offenders with technical revocations.

The following recommendations are based on cost avoidance appropriations, and include the total estimated cost for each priority, the total percentage of reinvestment cost, and are in the order of importance:

## Priority 1- Reinvestment in the SMART Probation & Community-Based Treatment Model

**Rationale:** The objective of the Effective Practices in Community Supervision (EPICS II) program is to reduce offender revocation rates and recidivism by training agents to apply a structured cognitive-behavioral supervision approach that seeks to address dynamic risk factors of offenders. EPICS II is an integral part of the Department's risk-needs-responsivity model. In order to facilitate agent success with the new EPICS II program, EPICS agent-coach positions will be created to support agents with the integration of EPICS-centered evidence-based strategies to improve offender supervision outcomes, including, but not limited to offender development of prosocial thinking, improved coping skills, and improved employment readiness.

**Description:** While maintaining a reduced caseload (1:20), EPICS II agent-coaches will train, coach and evaluate agents in their respective district during the difficult transition from acting in an agent as compliance-monitor capacity towards a role in which agents become real facilitators of prosocial change. A current trend in evidence-based research widely supports the EPICS II model as an effective best practice in motivating offenders to desist from criminal behavior. The Department is requesting reinvestment funding for additional continued support and reinvestment in the SMART Probation Model to include assisting offenders with the payment of community-based treatment services:

- Expand the number of agents trained in EPICS II to carry out the *responsivity* aspect of the risk-needs-responsivity model = Training for up to 250 additional agents

- Continue to provide agent support of the EPICS II program beyond training to include implementation and evaluation = Coaching support for up to 30 EPICS II coaches
- Temporary salary adjustments for EPICS II coaches/trainers at \$1,500 annually for three years
- Funding to support community-based treatment and other reentry services for offenders in efforts to offset the total cost of treatment while under supervision
- **\$ 540,366 - Total Estimated Cost**
- **29% of the Total Percentage of Reinvestment Cost**

**Supporting literature:**

Smith, P., Schweitzer, M., Latessa, E. J., & Labrecque, R. (2012). Improving probation officers' supervision skills: An evaluation of the EPICS model. *Journal of Crime and Justice*, 35(2): 189-199.

**Priority 2- Caseload Management According to Geography and Risk**

**Rationale:** Consistent with caseload management initiatives that have demonstrated a reduction in offender recidivism in other states (e.g., North Carolina, Iowa and Oklahoma), caseload management will be restructured according to geography and risk level. Caseload management according to geography will allow agents to spend more time working with offenders, while spending less time traveling and incurring related travel expenses. The combined element of caseload management according to risk requires an adjustment of caseload size according to an offender's COMPAS-specified risk level.

**Description:** This proposal seeks to satisfy the suggested optimal caseload size for agents working in an evidence-based program setting. Specifically, agents who work with "standard" offenders will experience an increase in caseload size (1:200), agents who work with "medium" risk offenders will experience a reduction in caseload size (1:50), and agents who work with "high" risk offenders will experience a reduction on caseload size (1:35). The implementation of EPICS II strategies, combined with a caseload according to geography and risk initiative is a three-pronged approach consistent with data indicating that prioritizing agent resources to respond to the needs of "high" risk offenders are effective evidence-based practices in reducing recidivism.

- Enable agents' successful implementation of EPICS II strategies through case management of "medium" and "high" risk offenders
- Allow agents to narrow and hone their skills in working with a specific risk-level offender population
- 20 - number of FTEs needed for caseload risk restructure model
- **\$ 1,203,700 - Total Estimated Cost**
- **65% of the Total Percentage of Reinvestment Cost**

**Supporting literature:**

Jalbert, S. et. al. (2011). *A Multisite Evaluation of Reduced Probation Caseload Size in an Evidence-Based Practice Setting*. Washington, D.C.: U.S. Department of Justice, National Institute of Justice.

### **Priority 3 – Expansion of Victim Impact Services and Support Strategies**

With reinvestment funding, localized programs and initiatives will be developed in coordinated efforts to build collaborative relationships with external stakeholders. The goal of the Victim Impact Educational Program is to provide offenders with evidence-based programming in order to raise their awareness about victimization with the hopes of preventing future reoffending. The Department is requesting reinvestment funding to:

- Develop an evidence-based victim impact program which provides programming options to teach offenders about the long- and short-term victimization trauma, increase offenders' awareness of the negative impact of their criminogenic behavior on their victims and others, and encourage offenders to accept responsibility for their past criminal behavior.
- Implement a community-based sanctioning or incentive option for offender referrals to participate in a victim impact course
- Provide victim impact training to the Department's victim services coordinators for facilitated evidence-based victim impact classes in a community-based correctional setting
- Obtain technical assistance from the National Institute of Justice's Office of Justice Programs to adopt an evidence-based victim impact course and train-the-trainer curriculum for the Department to build capacity in evidence-based practices crime victim-related educational programs
- Technical assistance to expand victim outreach and support services
- 1 – number of FTE's needed for Victim Impact Program Coordinator
- **\$102,649 - Total Estimated Cost**
- **6% of the Total Percentage of Reinvestment Cost**

**Combined reinvestment costs (estimated) = \$1,846,715**

## Active Offender Population

County	As of	As of	Change FY 10 to FY 13	
	June 30, 2010	June 30, 2013	#	%
Abbeville	215	174	-41	-19%
Aiken	1,200	1,119	-81	-7%
Allendale	87	78	-9	-10%
Anderson	1,557	1,723	166	11%
Bamberg	126	147	21	17%
Barnwell	160	182	22	14%
Beaufort	546	418	-128	-23%
Berkeley	1,015	945	-70	-7%
Calhoun	78	97	19	24%
Charleston	2,836	2,899	63	2%
Cherokee	556	698	142	26%
Chester	224	251	27	12%
Chesterfield	154	128	-26	-17%
Clarendon	238	263	25	11%
Colleton	423	359	-64	-15%
Darlington	320	341	21	7%
Dillon	137	156	19	14%
Dorchester	805	883	78	10%
Edgefield	230	299	69	30%
Fairfield	174	210	36	21%
Florence	958	1,063	105	11%
Georgetown	425	322	-103	-24%
Greenville	3,059	4,417	1,358	44%
Greenwood	503	524	21	4%
Hampton	151	139	-12	-8%
Horry	1,477	1,375	-102	-7%
Jasper	196	199	3	2%
Kershaw	260	295	35	13%
Lancaster	600	564	-36	-6%
Laurens	707	544	-163	-23%
Lee	134	148	14	10%
Lexington	1,260	1,317	57	5%
Marion	161	211	50	31%
Marlboro	129	104	-25	-19%
McCormick	96	89	-7	-7%
Newberry	334	268	-66	-20%
Oconee	495	437	-58	-12%
Orangeburg	895	959	64	7%
Pickens	779	991	212	27%
Richland	2,641	2,695	54	2%
Saluda	121	117	-4	-3%
Spartanburg	2,025	2,782	757	37%
Sumter	860	911	51	6%
Union	352	338	-14	-4%
Williamsburg	296	331	35	12%
York	1,231	1,327	96	8%
Central	36	5	-31	-86%
<b>Totals</b>	<b>31,262</b>	<b>33,842</b>	<b>2,580</b>	<b>8%</b>

## Section 18

## Driving Under Suspension

### FY 2013 Highlights (All information as of June 30, 2013)

- A letter that highlighted the benefits for the program was sent to the president of the South Carolina Jail Administrators Association.
- There were no recommendations or admissions for FY 2013

### Total Driving Under Suspension Admissions

FY	Total Admissions	Total Closures	Total	% Successful Closures
11	1	1	1	100%
12	0	N/A	0	N/A
13	0	N/A	0	N/A

### § 56-1-460(A)(c)

- Statutory eligibility – DUS 3<sup>rd</sup> offense or greater, and offense date of June 2, 2010 or later.
- Statute mandates fees be charged to cover full costs of monitoring, must have landline phone, and must agree to have electronic monitoring equipment installed.

### Areas of Potential Action for FY 2014

- Recommendations to maximize program utilization
  - Program manager targets jail administrators statewide
  - Sentencing Reform clean-up bill to address criteria concerns

## Section 31

## Youthful Offenders

### Status

- Department will utilize and support SCDC strategies/policies for this population

### § 24-19-10

- Statutory eligibility – offense date of June 2, 2010 or later.
- Expands Youthful Offender Act (YOA) eligible offenses to allow for designated violent and sex offenses.
- Mandates a minimum of three years incarceration prior to release for the expanded offense classifications.



## Section 38

## Drug Offenses

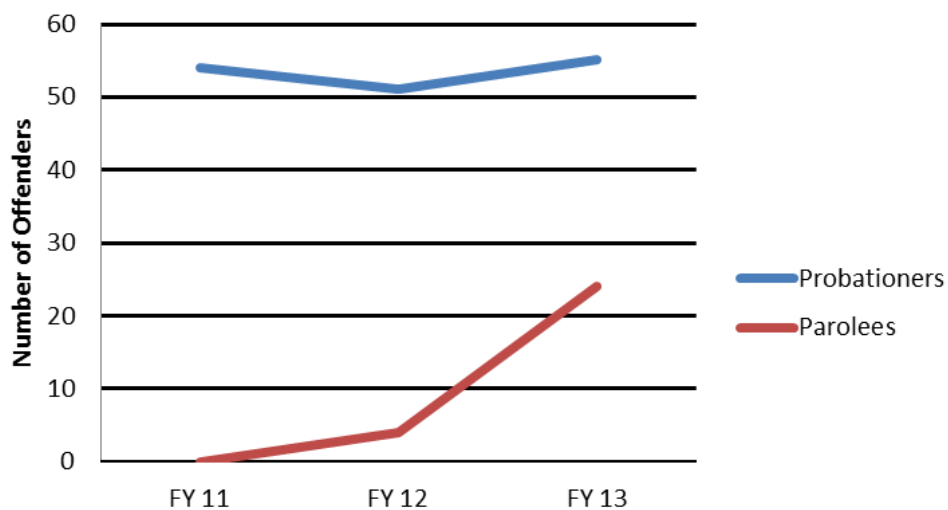
### FY 2013 Highlights (All information as of June 30, 2013)

- 579 inmates are currently eligible by statute
- 69 (12%) of the eligible inmates are currently scheduled for a parole hearing
- 289 offenders have been heard for parole
  - 59 (20%) offenders have been granted parole:
    - 28 offenders released to conditional parole
    - 31 offenders pending completion of pre-release programming (e.g., ATU and SPICE)
- 160 offenders sentenced to probation by the courts in lieu of incarceration

### § 44-53-375

- Statutory eligibility – ten specific drug offenses, and sentence date of June 2, 2010 or later.
  - Non-violent offenders- after serving 25% of their sentence.
  - Violent offenders- after serving 33% of their sentence.

### Admissions with SRA Drug Offenses



# Section 40

# Conditional Discharge

### FY 2013 Highlights (All information as June 30, 2013)

- 724 offenders were admitted to the program in FY 2013 for a total of 1,718 admissions since inception
- 580 offenders are currently active on Conditional Discharge
- 748 closures occurred in FY 2013
- 506 (68%) of offenders closed in FY 2013 were closed successfully
- 9.89 months – average length of supervision
- 242 offenders (32%) were returned to the Solicitor's Office
- Conditional Discharge fees: \$567,547 owed / 50% collected
- Fees collected increased 16% from FY 2012

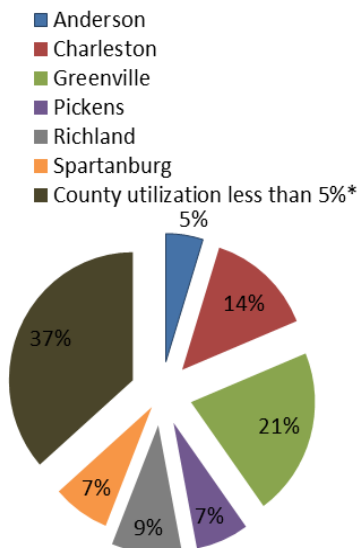
### § 44-53-450

- Statutory eligibility – If (1) the defendant has not previously been convicted of any offense under this article, or any offense under any state or federal statute relating to marijuana, or stimulant, depressant, or hallucinogenic drugs, and (2) the current offense is possession of a controlled substance under either Sections 44-53-370 (c) and (d), or Section 44-53-375 (A) of the Code of Laws of South Carolina 1976, as amended, then without a guilty adjudication the defendant is placed on probation.
- Upon fulfillment of the terms and conditions and payment of a \$350 fee, the court shall discharge the defendant and dismiss the proceedings.

### Total Conditional Discharge Closures

FY	Total Successful Closures	Total Unsuccessful Closures	Total	% Successful
11	11	11	22	50%
12	229	90	319	72%
13	506	242	748	68%
<b>Total</b>	<b>746</b>	<b>343</b>	<b>1,089</b>	<b>69%</b>

### FY 13 Conditional Discharge Admissions by County



\* 17% of counties have not utilized Conditional Discharge: Aiken, Allendale, Bamberg, Chester, Edgefield, Hampton, McCormick, and Marlboro

### Areas of Potential Action for FY 2014

- 22% of unsuccessful closures were in-part the result of willful failure to pay monetary obligations.
  - Identify solutions to remedy financial obligations

# Sections 45 & 52

# Administrative Monitoring

### FY 2013 Highlights (All information as June 30, 2013)

- 16,284 offenders are currently eligible
- 22,819 cases are currently eligible
- 544 offenders were admitted to the program in FY 2013
- 606 cases were placed in the program in FY 2013
- 405 offenders active in the program
- 451 active cases
- 135 offenders placed in the program have successfully completed in FY 2013
- Current obligations: \$55,171 owed / 55% collected

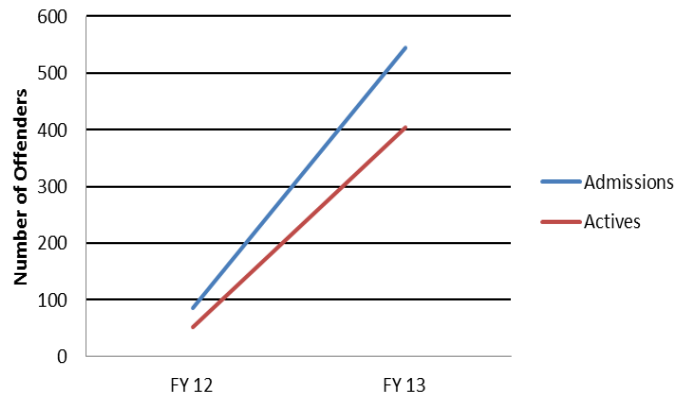
### § 24-21-100

- Statutory eligibility – If (1) the offense date of January 1, 2011 or later, and (2) upon the completion of traditional supervision, and if all obligations other than financial have been met, then offender is in fee-monitoring only status.

### Areas of Potential Action for FY 2014

- Pursue additional ways to collect fees, such as automated payments
- Program admissions have the potential to increase sharply in FY14 and beyond; therefore, additional program staff may be required.

### Administrative Monitoring Admissions



### Total Administrative Monitoring Closure Reasons

FY	Paid	Consent Order of Judgment	Order of Civil Contempt	Death	FY Totals
12	7	25	1	0	33
13	43	89	2	1	135
<b>Total</b>	50	114	3	1	168

# Sections 45 & 50

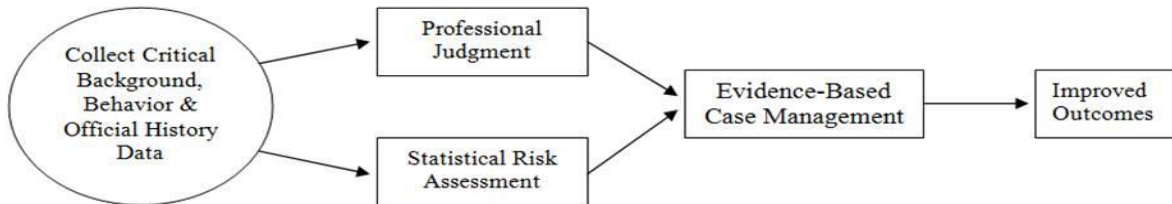
# Supervision Risk/Needs Assessment

## FY 2013 Highlights (As of June 30, 2013)

- 24,423 total assessments completed in FY 13
  - 8,399 Full Core Assessments
  - 16,024 Initial Community Assessments (ICA)
- The diagram below describes how the COMPAS tool is used in conjunction with professional judgment to assess offender risk and determine supervision levels:

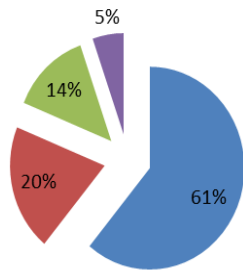
## § 24-21-280(C)

- Adopt a validated actuarial risk/needs assessment tool that is consistent with evidence-based practices.
- The actuarial assessment tool shall include a screener, which shall be used as a triage tool, and a comprehensive version.



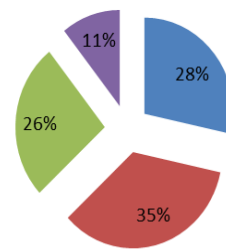
## Initial Community Assessment Recommendations

■ Low ■ Medium ■ Medium with override consideration ■ High



## Full Core Assessment Recommendations

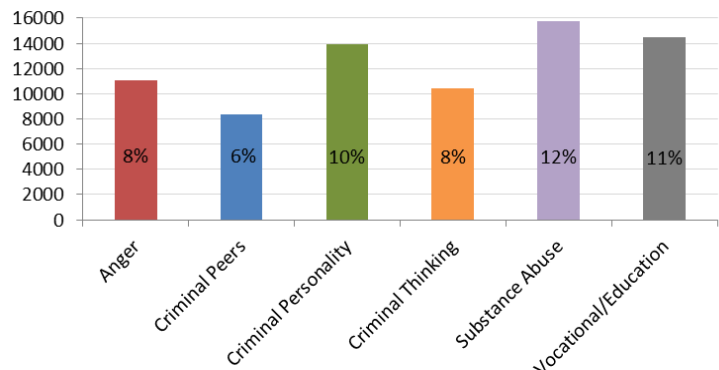
■ Low ■ Medium ■ Medium with override consideration ■ High



## Areas of Potential Action for FY 2014

- Develop internal services to satisfy limited community referral sources currently available for the most commonly identified criminogenic needs.

## Most Commonly Identified Criminogenic Needs



# Sections 45 & 46

# Parole Risk/Needs Assessment

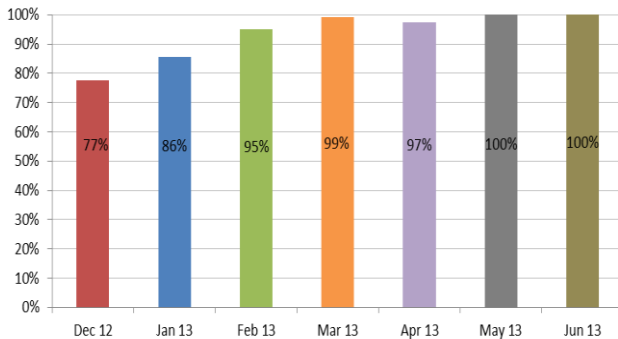
## FY 2013 Highlights (As of June 30, 2013)

- 3,438 COMPAS Reentry Assessments completed in FY 13 on inmates eligible for parole (including inmates yet to be heard)
- 94% - overall concurrence rate of examiners' findings with risk finding matrix
  - 92% concurrence rate for violent
  - 96% concurrence rate for non-violent
- 58% - overall concurrence rate of examiners' findings and Parole Board's decisions
  - 41% concurrence rate for violent
  - 64% concurrence rate for non-violent
- 39% - overall concurrence rate of Parole Board's decisions with risk findings matrix
  - 20% concurrence rate for violent
  - 49% concurrence rate for non-violent

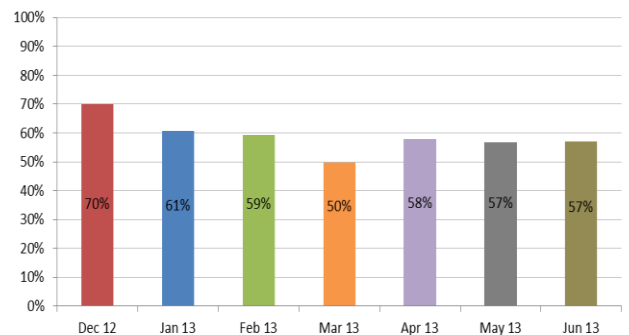
### § 24-21-10(F)

- Adopt a validated actuarial risk/needs assessment tool that is consistent with evidence-based practices.
- In addition to objective criteria, the Parole Board shall use the tool in making parole decisions.

**Parole Examiners Concurrence with Risk Matrix  
December 2012 to June 2013**

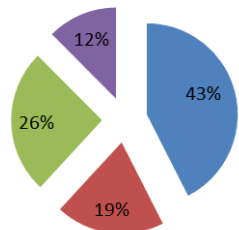


**Parole Board Concurrence with Parole Examiners  
December 2012 to June 2013**

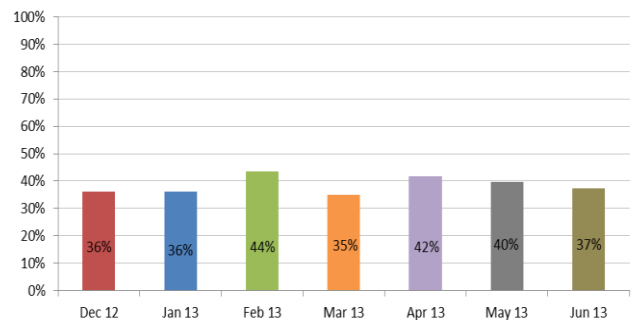


## Reentry Assessment Recommendations

■ Low ■ Medium ■ Medium with override consideration ■ High



**Parole Board Concurrence with Risk Matrix  
December 2012 to June 2013**



## Section 46

## Parole Board Member Training

### FY 2013 Highlights (As of June 30, 2013)

- One new member was placed on the Board of Pardons and Paroles during calendar year 2013. He completed the 16 hours orientation training, including a site visit and observation of case management and COMPAS assessments.
- All Parole Board members completed the annual eight hours of training.

### Orientation Training:

- Evidence-Based Practices in Corrections
- National and State Crime Trends
- Criminal Justice Collaboration
- Offender Success and Public Safety
- An Overview of Illegal Drugs in South Carolina
- Parole and the Media
- SPICE (Self-Paced in Class Education) Program
- The Role of a Risk and Needs Assessment Instrument in the Decision-Making Process for Paroling Authorities
- Victim Impact

### Annual Training:

- The Role of a Risk and Needs Assessment Instrument in the Decision-Making Process for Paroling Authorities
- COMPAS and Evidence-Based Practices
- *Barton v. DPPPS* (2013) and Its Effect on the Parole Process
- U.S. Immigration and Customs Enforcement (ICE)

### § 24-21-10

- Requires new members of the Parole Board to complete a comprehensive training course developed by SCDPPPS using training components consistent with those offered by the National Institute of Corrections or the American Probation and Parole Association.
- Requires each member of the Parole Board to complete eight hours of annual training.

## Section 48

## Supervised Reentry

### FY 2013 Highlights (As of June 30, 2013)

*Due to eligibility requirements, this program has only been in effect for six months.*

- 1,298 offenders are currently eligible
- 62 offenders were admitted to the program in FY 2013
- 41 offenders active in the program
- 11 (92%) offenders placed in the program have successfully completed in FY 2013
- Supervised Reentry fees: \$29,150 owed / 15% collected

### § 24-21-32

- Statutory eligibility – offense date of January 1, 2011 or later, and a minimum of two years incarceration must be served (includes credit for time served).
- Mandatory release if criteria are met.

# Section 50

# Compliance Credits

## FY 2013 Highlights (All information as June 30, 2013)

- 14,322 offenders currently eligible to earn compliance credits. This represents 42% of the Department's active population.
- 2,505,254 credits that could have been earned by active offenders from case begin date through the end of FY13
- 337,010 credits have been earned
- 6,166 offenders have earned compliance credits
- 21,079 total number of compliance credits revoked
- 1,319 offenders had compliance credits revoked
  - 82% (1,088) of offenders with compliance credits revoked had their credits revoked due to unsuccessful closure of supervision
- 157 offenders closed early due to earning compliance credits
  - 174 days - the average number of days that these offenders closed early due to compliance credits
  - 15.15 months - the average time under supervision for offenders who closed early due to compliance credits

### § 24-21-280

- Statutory eligibility – offense date of January 1, 2011 or later, and an aggregate of 366 days or more of supervision (with no break in supervision).
- Department must identify, calculate and award compliance credits to eligible offenders.
- Statute requires offenders to be current on all their financial obligations.

### Compliance Credit Totals

FY	# Offenders eligible to earn credits	# Offenders earning credits	Credits earned	Credits denied	Credits revoked
11	294	76	2,080	8,140	20
12	6,025	2,459	117,198	522,726	1,741
13	14,322	6,166	337,010	1,854,438	21,079
<b>Total</b>	20,641	8,701*	456,288	2,385,304	22,840

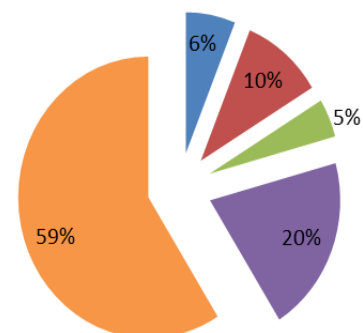
\* It is possible that offenders earned compliance credits in multiple years

### Areas of Potential Action for FY 2014

- To reduce the automatic denial of compliance credits, the statute needs to be modified to align with the Department's policy allowing three payments in arrears.

### FY 13 Compliance Credit Primary Denial Reason

- Violations
- Case Status
- Fee Arrearage
- Supervision Status
- Restitution Arrearage



# Section 53

# Administrative Sanctions

## FY 2013 Highlights (All information as June 30, 2013)

- 39% decrease in total revocations since FY 2010
- 42% decrease in number of legal process documents issued since FY 2010
- 69% increase in the use of lower level administrative sanctions since FY 2010
- Data Analysis to Reduce Recidivism (DARR) meetings continue to be conducted to address county performance

## § 24-21-110

- Department will identify, develop, and implement alternative sanctions to address compliance violations.

## Administrative Sanctions and Legal Process

	FY 2010	FY 2011	FY 2012	FY 2013	Change FY 10 to FY13	
					#	%
<b>Active offenders</b>	31,262	30,977	32,671	33,842	2,580	8%
<b>Offenders with at least 1 violation</b>	23,288	20,758	22,034	26,007	2,719	12%
<b>Administrative sanctions</b>						
PSE conversions	1,312	1,652	2,887	3,541	2,229	170%
PSE accounts	160	140	169	141	-19	-12%
Financial assessment restructures	14,168	14,615	14,978	15,797	1,629	11%
Fee exemptions	7,381	6,341	8,233	11,538	4,157	56%
Home visits*	11,754	11,911	13,638	12,917	1,163	10%
Other administrative sanctions	2,535	2,516	2,804	4,407	1,872	74%
Verbal/written reprimands	5,367	5,645	14,124	23,886	18,519	345%
<b>Total administrative sanctions</b>	<b>42,677</b>	<b>42,820</b>	<b>56,833</b>	<b>72,227</b>	<b>29,550</b>	<b>69%</b>
<b>Legal process</b>						
Warrants issued	11,163	9,302	7,150	6,519	-4,644	-42%
Citations issued	16,052	13,082	10,190	9,312	-6,740	-42%
<b>Total legal process</b>	<b>27,215</b>	<b>22,384</b>	<b>17,340</b>	<b>15,831</b>	<b>-11,384</b>	<b>-42%</b>

\*Home visits to address violations are home visits that occur 30 days after the start of supervision

## Revocations

	FY 2010		FY 2011		FY 2012		FY 2013		Change FY10 to FY13	
	#	%*	#	%*	#	%*	#	%*	#	%
<b>Revocations</b>										
Compliance	4,783	-	4,141	-13%	3,322	-20%	2,626	-21%	-2,157	-45%
New offense	880	-	825	-6%	850	+3%	823	-3%	-57	-6%
<b>Total</b>	<b>5,663</b>		<b>4,966</b>		<b>4,172</b>		<b>3,449</b>		<b>-2,214</b>	

\*Percentage change from previous fiscal year

## SCDC Admissions Due To Compliance Revocations

FY 2010	FY 2011			FY 2012			FY 2013			Change FY10 to FY13	
	#	#	Chg. %*	#	Chg. %*	#	Chg. %*	#	Chg. %*	Chg.	%
3,293	2,714	-579	-18%	2,179	-535	-20%	1,682	-497	-23%	-1,611	-49%

\*Percentage change from previous fiscal year



## Administrative Sanction Imposed at the Administrative Hearing Level (Hearings Officers) for FY 2013

Administrative Sanctions	Number of Sanction	
	Number	Percent
<b>Revocation</b>		
Weekend jail	25	0%
Partial revocation	379	4%
Full revocation	623	6%
YOA revocation- new active sentence	107	1%
<b>Reporting</b>		
Extend supervision	216	2%
Extend supervision with probation terminated upon payment	225	2%
Increase supervision contacts	394	4%
Decrease supervision contacts	0	0%
Report more frequently until employed	54	1%
<b>Financial</b>		
Restructure financial obligation	1429	14%
Exempt fee(s) PSE	1632	16%
PSE conversion	331	3%
Conversion income tax to financial obligations	3	0%
Disability pay to financial obligations	2	0%
Stack accounts	371	4%
Report more frequently until accounts are current	2	0%
Set time to bring accounts current	319	3%
Defer payment for time period	106	1%
Civil judgment for fine/restitution	472	5%
Budgeting ledger	3	0%
Financial counseling	1	0%
Reduce supervision fee	627	6%
<b>Substance abuse treatment</b>		
Inpatient substances abuse treatment	146	1%
Outpatient substance abuse treatment	195	2%
Alcoholics Anonymous/Narcotic Anonymous (AA/NA) 90 in 90	0	0%
AA/NA at agent discretion	14	0%
Half-way house	7	0%
Incarceration until bed available	107	1%
Treatment assessment	6	0%
<b>Criminal domestic violence</b>		
Anger management	26	0%
Domestic violence counseling	12	0%
No contact with victim of violence	4	0%
<b>Home detention/electronic monitoring/global positioning system</b>		
Home detention	54	1%
Electronic monitoring	59	1%
Global positioning system	12	0%
<b>Public Service Employment (PSE)</b>		
Reinstate PSE	128	1%
Impose PSE	16	0%
<b>Vocation/education</b>		
General education diploma (GED)	47	1%
Write paper on life goals	10	0%
Vocational rehabilitation	80	1%
Five job applications per day	2	0%
Complete job search forms	46	0%
Employment Security Commission	21	0%
<b>Behavioral treatment</b>		
Mental health treatment/evaluation	56	1%
Grief counseling	5	0%
Family counseling	2	0%
Sex offender counseling	3	0%
Restrict where offender may live	5	0%
Mandate where offender lives	2	0%
Restrict contact with certain people	8	0%
Letter of apology to family	3	0%
Zero tolerance for future violations	51	1%
Remove special conditions	80	1%
<b>Other</b>	1,605	16%
<b>Total Sanctions at the Administrative Hearing Level for FY 13</b>	<b>10,137</b>	<b>100%</b>

\* Included in total administrative sanctions listed on page 7.

## Section 55

## Parole for Terminally Ill, Geriatric, or Permanently Disabled Inmates

### FY 2013 Highlights (All information as June 30, 2013)

- 13 referrals received from SCDC since inception
  - 2 inmates were found to have “no parole” offenses
  - 8 inmates were heard but rejected for parole
  - 2 inmates have hearing pending
  - 1 inmate died prior to being heard

### § 24-21-715(A)

- SCDPPPS to provide supervision for inmates paroled due to designated status if (1) the offender is terminally ill, geriatric, permanently incapacitated, or any combination of these conditions; and (2) does not pose a threat to society or himself/herself.
- This program is for individuals who would not ordinarily be eligible for parole.

## Summary

### Cost Savings

FY	Reduced Admissions to SCDC	Cost Savings	Maximum Reinvestment
11	579	\$4,229,456	\$1,067,630
12	535	\$2,993,340	\$1,047,669
13	497	\$5,276,329	\$1,846,715
<b>Total</b>	<b>1,611</b>	<b>\$12,499,125</b>	<b>\$3,962,014</b>

### Reinvestment Initiatives

FY	Grant	Funding Source	Funds Awarded
12	Justice Reinvestment Initiative	Bureau of Justice Assistance	\$259,694
13	SMART Probation Grant	Bureau of Justice Assistance	\$500,000
<b>Total Funding Awarded to the Department from External Sources</b>			<b>\$759,694</b>

Based on the efforts of the State of the South Carolina and the Department, federal grant funding was pursued and awarded to implement evidence-based programs in support of the Sentencing Reform Act (SRA). The purpose of this funding is to provide seed money to develop programs and strategies aimed at reducing recidivism and using evidence-based practices. Through external funding opportunities in support of evidence-based programmatic implementation, the Department has been able to do the following in the last year through the assistance from technical assistance providers:

- Design a framework/tool to address violations using risk scores and the severity of the violation;
- Develop a framework/tool to provide rewards and incentives for supervision compliance;
- Develop a training program to educate system stakeholders on the Department's efforts to implement evidence-based supervision strategies;
- Provide training to agent staff to increase core correctional skills while strengthening case management approaches in support of offender behavioral change; and
- Provide gender-responsive training to staff as it pertains to the supervision of female offenders.

In order to continue to achieve desired outcomes while providing staff with training opportunities to support working with high risk/high needs offenders, reinvestment opportunities are critical in the sustainment of the many initiatives the Department has worked on in support of the SRA.

### Active Population Growth

FY	Total Active Population	% Change from FY 10
10	31,262	-
11	30,977	-1%
12	32,671	5%
13	33,842	8%

## Conclusions

### Supervision Priorities

- The Department has shifted much of its focus from a hardline approach to compliance violations to a more success oriented evidence-based approach. This approach has included reliance on administrative sanctions and responses to many offender infractions which previously may have defaulted to the issuance of legal process and revocation. In addition, the Department has re-evaluated its earlier focus on fee collections. In many cases, fee arrearage is determined to be an impediment to offender success and, where legally possible, fees are exempted or converted to public service employment. Fee exemption has become one of the most utilized administrative response actions taken by hearing officers, agents and agents-in-charge, at a rate of 16%. By reducing the emphasis on fee collections, agents are able to prioritize and focus on other areas that have been demonstrated to have a real impact on recidivism reduction, such as targeting offenders' risk and criminogenic needs.
- Roughly 39% of offenders who received a COMPAS' Initial Community Assessment were evaluated as medium-high risk. For medium-high risk level offenders, evidence-based research promotes providing more services to offenders during the time when recidivism risk is highest (i.e., the first six months of supervision). This practice is referred to as front-loading services. Literature also suggests that over-supervising low risk offenders can contribute to an increase in likelihood of recidivism. To align with this evidence-based practice, the Department continues to evaluate its supervision strategies in view of making adjustments, as needed.

### Next Steps - FY 14 Initiatives

- **Parole Board Accreditation** – To continue in the implementation of evidence-based practices, the Department is working with the Board of Pardons and Paroles in seeking national accreditation through the American Correctional Association (ACA). The purpose of seeking accreditation is multifaceted, but includes assessing strengths and weaknesses, continuing the Board's education in current standards and protocols, establishing measurable criteria for upgrading processes, improving professionalism and strengthening litigation defense through the demonstration of "good faith" efforts to adhere to nationally recognized standards of operation.
- **Parole Summaries** – The Department is in the process of implementing changes to the parole summary reviewed by the Board of Pardons and Paroles in making parole decisions. The modified summary enhances its emphasis on actuarial risk and criminogenic needs assessment and minimizes the subjective recommendation discretion of parole examiner staff in presenting individual offenders for parole.
- **Agency Hiring and Retention Strategies**  
The Department recognizes the importance of recruiting and retaining qualified staff to carry out its mission and vision which includes public safety. In addition to convening a taskforce to review the current hiring practices, the Department recognizes the need to remain competitive with other law enforcement agencies in terms of salary and other means to mitigate retention issues. Recently, the Department has made an investment in the Recruitment and Volunteer/Intern Program in order to launch a viable blueprint towards obtaining the most qualified employees in all areas. It is important for the Department to have the means to recruit and retain the best employees by implementing a pay plan that is not only comparable to other law enforcement agencies in the state but to reward staff for the dangerous work they do in working to reduce the risk of offenders.