State of South Carolina

Department of Probation, Parole and Pardon Services

Agency Accountability Report

Fiscal Year 1998-99

October 15, 1999
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October 15, 1999

Mr. R. Lester Boles, Jr., Director
Budget and Control Board
Office of the State Budget
1122 Lady Street
Columbia, South Carolina 29201

Dear Mr. Boles,

I am pleased to present The South Carolina Department of Probation, Parole, and Pardon Services Accountability Report for fiscal year 1998-99. Our vision this year in approaching the report, was to create a practical, consistent and systematic process to measure and report compliance with laws, policies, and procedures, in all areas of the Department, and to ensure this is being done in a positive environment fostering continuous improvement and innovation.

Using the Department’s Strategic Plan and the Malcolm Baldridge National Quality Award Criteria as a foundation, each division, with a team of employees, completed a comprehensive and systematic self assessment of its performance during FY 98-99. The Department’s Quality Office, Office of Internal Audit, and Administrative Services Division provided technical assistance and consultation services to staff and managers throughout the process. The final product is a consensus of our organization’s performance on meeting our legislative mandates and progress on our strategic plan.

For information or assistance regarding this report, please contact Mr. William Bray, Budget Office, at (803) 734-9336.

Sincerely,

Stephen K. Benjamin
Executive Summary

Fiscal year 1998-99 was a remarkable, innovative and productive year for the Department characterized by significant systems improvements, and enhancements to service delivery capabilities. Indeed, the challenges were tremendous. Yet, through sound planning and leadership at all levels of the organization, we excelled. During FY 1998-99, several key areas were pursued to enable the Department to achieve these business results.

The Department has made great strides at increasing the visibility and accessability of our Agents in the community. This is being accomplished in several ways:

** Opened on September 11, 1998, the Charleston Restitution Center. The opening of this center brings the Department closer to compliance with its statutory mandate for restitution beds, and increases the amount of restitution collected for victims.

** Agents moving toward taking reports from offenders in the community where they reside instead of requiring the offender to report to the county office. Agents are more visible in the community.

** Working with local law enforcement on warrant service efforts.

** Office of Internal Audit commenced operations in July of 1998. The office provides independent, professional, quality assistance to all levels of Department management. The Department is using this function as a cycle for organizational learning, including goal development, training, assessment, and redesign of strategies to achieve objectives. The Department feels that this function is a critical factor of long-term performance based management.

** Opening of a satellite office in Lake City.

In an effort to address the ever shrinking availability of state funds, we have planned, and are in the process of reassigning staff to support a Grants Administration function. This will allow us to coordinate our grant management in addition to seeking out alternative funding.

We have continued to address our organization's ability to accomplish our public safety responsibility. Included in that responsibility is the duty to identify and respond to the violation of conditions of probation and parole that have been imposed. The Department has engaged in many activities that are intended to enhance our effectiveness in this area. These efforts include:

** The most notable of these efforts, was the planning and implementation of an Office of Safety and Professional Responsibility. One purpose of this office is to provide
for the training and outfitting of all agent staff, as well as reviewing office safety. In addition, this office serves as the central coordinator of the Department’s community policing, and emergency response activities such as participating in the annual Bike Week in Myrtle Beach and Hurricane Floyd.

** Improving our training, concerning arrest mechanics for front line agent staff;

** Providing additional safety equipment to front line agent staff;

** Continuous review of our arrest techniques and policies and providing additional training in this area;

** Cooperating with other law enforcement agencies concerning the sharing of appropriate information and the apprehension of offenders who violate the order of the Courts of General Sessions or Parole Board.

These initiatives are designed to focus on fostering quality as a method for achieving a successful work environment, improving efficiency, and enhancing customer relations.

By focusing on quality, we have been more efficient in complying with legislative mandates. We are the only state agency mandated by the General Assembly to provide community supervision of criminal offenders placed on probation by the Court, released from prison by the Board of Paroles and Pardons, or released through early release programs. The majority of all criminal offenders (36,322) under the state's jurisdiction are under the supervision of our Department. As the number of criminal offenders continues to grow, we have had to take specific measures to manage our responsibilities within our available resources. We have consolidated county operations to eliminate certain supervisory positions, sought alternative and less costly methods of extraditing offenders, and created unique partnerships with other agencies to work on issues of common interest. These partnerships allow for the best utilization of resources in a variety of circumstances. Examples of our present efforts include:

** Working in partnership with the U.S. Marshal’s Service on the identification and return of absconded offenders;

** Continued development of a seamless criminal offender substance abuse strategy with the S.C. Department of Corrections (SCDC), and the S.C. Department of Alcohol, and Other Drug Abuse Services (SCDAODAS);

** Partnering with the Department of Juvenile Justice and the Aiken County Detention Center to allow for the cooperative use of our Electronic Monitoring technology;

** Coordinating efforts with the U.S. Immigration and Naturalization Service and SCDC to identify illegal aliens;
** Participation in a Drug Court program with the Judges and Solicitor of the Eleventh Circuit;

** Coordinating with the Department of Social Services (DSS) to identify fleeing felons;

** Utilizing a private sector company to accomplish long distance extraditions;

** Continuing to work cooperatively with SCDC and the Budget and Control Board’s Office of Information Resources to expand the parole video conferencing system.

The Department is also mandated to operate a variety of community supervision programs for criminal offenders. Some of these programs include restitution centers, a community control center, and public service employment. In fiscal year 1998-99, 574,413 hours of public service employment were performed. We have also recognized the many challenges raised by the illegal use of drugs among offenders and the need for treatment within the offender population. Based on this recognition, we implemented a pilot project to determine the incidence of illegal drug use among probationers leaving court and Youthful Offenders leaving a correctional facility. The results of the pilot project demonstrated the need to implement a zero-tolerance policy which has now been implemented statewide.

Finally, the Department is authorized, upon request, to conduct pre-sentence investigations for use by the court as well as pre-parole and pardon investigations for the Board of Paroles and Pardons. To succeed in this endeavor we have implemented an automation process that will allow the Parole and Pardons division to become a more efficient and cost effective division. This process is now 90% complete. When completed during fiscal year 2000, this redesigned process will eliminate the amount of paper work to be hand processed by 90%.

**Vision For The Future**

To be the best criminal justice organization in South Carolina. We will achieve our vision through a clear understanding of our mission, unwavering application of our values, and total commitment to quality, continuous improvement, and the strategies within the Strategic Plan.
Mission

The Department of Probation, Parole and Pardon Services strives ...

To appropriately supervise those offenders who are placed under the Department's jurisdiction;

To investigate cases, assemble information, and make sound recommendations for use by the courts and Board of Paroles and Pardons, to assist them in there decision-making processes;

To promote public safety;

To accomplish this mission, The Department of Probation, Parole and Pardon Services will:

- Develop, operate and evaluate a variety of community sanctions and supervision capacities for offenders under the Department's jurisdiction;

- Provide assistance to victims to include keeping them informed of the status of their respective cases;

- Enhance the public's awareness of the Department's mission, vision and policies;

- Develop, implement and review policies and procedures to ensure that the aforesaid is properly accomplished.
Leadership System

The Director is actively and personally involved with the senior managers of the Department in setting directions, developing and maintaining an effective, performance-oriented leadership system for Probation, Parole and Pardon Services. Those systems and components are illustrated below:

Strategic Planning

- Department maintains an active strategic plan. Components reviewed and approved by the Department’s Quality Council and Executive Management Team on an annual basis.

Quality Infrastructure

- Department Quality Council, representing a cross section of department, meets monthly to review improvement suggestions and recommend programs and training;

  -- Maintains five Regional Quality Councils representing a cross section of regional staff and managers, each addressing regional issues and quality improvement suggestions;

  - Maintains a Central Office Quality Council, representing divisional staff and managers addressing central office issues and quality improvement suggestions;

  -- Regional and Central Office Quality Councils linkage established to Departmental Quality Council;

  -- Team Leaders of each Regional and Central Office Quality Council attend Departmental Council Meetings.

  -- Over 150 employee suggestions were reviewed by the Quality Councils.

  -- Prioritization matrices being utilized to assist with promotion selection and employee hiring;
--Team Activity:

--- Departmental Awards and Recognition Team improved formal and informal methods for recognizing and rewarding employee achievements.

--- Agent Performance and Management Team developed comprehensive processes for improving offender supervision standards; provided added enhancements in the area of public safety.

Management Meeting and Communications System

- Director conducts routine meetings with his Executive Management Team (EMT)

- Chief of Staff’s Executive Division Staff Meetings; monthly status meetings with Public Information, Grants Administration, General Counsel, Research and Evaluations, Internal Audit, Legislative Liaison, Quality Office, & Victim’s Services. Progress is measured through minutes and tracking activity on action plans and reviewing performance measures.

- Deputy Director of Field Services has monthly meetings with Central Office staff, monthly meetings with Regional Directors, and quarterly meetings with County Agents In Charge to identify issues or processes to improve and review.

Quality Audit Services

- Internal Quality Audit Section completed six performance audits during the initial six months of operations. Audits results reviewed by Executive Management Team, Quality Director and affected staff.

- 84% Customer Satisfaction, as indicated on customer feedback surveys.
Policy and Procedures Management System

- Reviewed and updated in 1999;
- Immediate access to on-line Departmental policies and procedures;
- Immediate access to policy and procedures updates;
- All employees have On-line access to submit suggestions for improvements;
- Policy and Procedure Committee, representing cross section of employees, reviews all policies and procedures and all employee suggestions for improvement submitted.
- Linkage to Departmental Quality Council.

Sponsorship and Involvement with Community

- Police Cadet Academy support and effort supported and encouraged by the Director.
- 130 staff participated in evacuation and relief efforts for Hurricane Floyd.
- 65 staff participated in providing safety and security during "Biker Week" in Myrtle Beach, SC.

Director Customer Visits:

- The Director conducted approximately 75 customer (internal and external) visits per month during FY 98-99 to learn of customer concerns and issues regarding department services.

Leadership, Training and Other Initiatives

- Chief of Staff graduated from the S.C. Executive Institute; Deputy Director for Field Services currently attending the S.C. Executive Institute
- Key staff attended worldwide teleconference on Leadership
- Leadership curriculum developed; training initiated.
- Quality Director assists other agencies in their continuous improvement endeavors. Serves as Facilitator for multi agency team charged with developing "one stop shopping" for the issue of business licenses. Facilitated at Southeastern Regional Meeting for the SC State Election Commission.

- Over 50 classroom slots in Department’s training offered to other agencies free of charge;

- Modeled use of Multi-Agency trainers to conduct classes to promote inter-agency cooperation, growth and learning;

- Staff frequently speak at civic group functions, schools and colleges to promote the agency mission and provide public awareness and understanding;
Customer Focus and Results

The Department has identified its customers as part of the Strategic Planning Process and has provided increased focus towards enhancing systems for measuring customer expectations and levels of satisfaction with agency services.

Customer Key Measures and Processes

- Office of Victim Services (OVS) significantly increased victim contacts over the past 10 years. (See Chart)

- The OVS has not received a formal complaint to date, referred through the Victim’s Ombudsman Office (Office of the Governor)

- Skill training requirements and elective training requirements determined by Agency mission, advice to staff, management, judges, lawyers, and offenders, determined by needs assessments.

Complaint Processes

- Standards require that all customer complaints receive prompt and immediate responses.

- Implementation of additional measurements will identify any failure to resolve customer complaints effectively and promptly.

Internal Quality Audit Process

- The Internal Quality Audit process will employ self assessment methods, as well as customer focus groups, as a means of gathering data to assist managers to pro-actively address issues in work performance, problem and cause analysis, and customer satisfaction.

- The Office of Internal Audit designed, and is implementing, a comprehensive customer satisfaction survey to be used in conjunction with service delivery. Results will be tracked, trended, and published to all customers via agency local area network.
- A main focus of the Office of Internal Audit is to identify innovations and Best Practices that will result in improved quality of services;

- Customer Commitment Pledge developed and published to all customers. Results of surveys will be compared against these standards as well as benchmarked against industry standards and other government agencies.

## Our Customers

<table>
<thead>
<tr>
<th>VICTIMS</th>
<th>GOVERNOR</th>
</tr>
</thead>
<tbody>
<tr>
<td>GENERAL PUBLIC</td>
<td>OUR EMPLOYEES</td>
</tr>
<tr>
<td>BOARD OF PAROLES AND PARDONS</td>
<td>CLERKS OF COURT</td>
</tr>
<tr>
<td>COLLEGES AND UNIVERSITIES</td>
<td>COUNTY AND CITY GOVERNMENTS</td>
</tr>
<tr>
<td>FEDERAL GOVERNMENT</td>
<td>HUMAN RESOURCE AGENCIES</td>
</tr>
<tr>
<td>JOB APPLICANTS</td>
<td>JUDGES &amp; SOLICITORS</td>
</tr>
<tr>
<td>LAW ENFORCEMENT AGENCIES</td>
<td>LEGISLATURE</td>
</tr>
<tr>
<td>NATIONAL AND LOCAL ASSOCIATIONS</td>
<td>OFFENDERS</td>
</tr>
<tr>
<td>OTHER STATE AGENCIES</td>
<td>OUT OF STATE AGENCIES</td>
</tr>
<tr>
<td>PUBLIC ATTORNEYS</td>
<td>PUBLIC AND PRIVATE RESEARCHERS</td>
</tr>
<tr>
<td>PUBLIC SCHOOLS</td>
<td>APPLICANTS FOR PARDONS</td>
</tr>
</tbody>
</table>
Business Results

The Department has begun to develop and implement a systematic approach to the collection, analysis, and reporting of trend data on key performance and financial systems to facilitate process and product improvements. Those measures are illustrated below:

Partner Results:

- Partnership with the U.S. Marshal’s Service to identify and return absconded offenders results in significant savings of time, effort and resources allowing Probation and Parole Agents to allocate more time to offender supervision.

- SCDPPPS and S.C. Department of Juvenile Justice collaborated to provide for the cooperative use of the Department’s Electronic Monitoring technology with juvenile offenders.

- Developing a criminal offender substance abuse strategy with SCDC and SCDAODAS.

- Coordinating certain efforts and identifying fleeing felons with the Department of Social Services.
Program Performance (Financial, Workforce and Agency Specific Results):

The following illustrates the key business, operational and financial results for Department’s key goals and programs.

Program Name: Offender Supervision

Program Ranking: 1

Program Cost: $34,331,726

Program Goal: To appropriately supervise those offenders who are placed under the Department’s jurisdiction and to promote public safety.

Program Objective(s):

1. To engage in selective interventions that are calculated to reduce the likelihood of future criminal conduct by the adult criminal offenders placed under our jurisdiction.

2. To appropriately address all violations of the conditions of supervision that may be committed by offenders under our jurisdiction.

3. To make the best utilization of our available resources in meeting the challenges presented by the supervision of adult criminal offenders.

Performance Measures:

Inputs:

- Active Offenders (7/1/98) 36,355
- Admissions (FY 98-99) 19,802
- Active Offenders (6/30/99) 36,322
- Number of Probation and Parole Agents (6/30/99) 572

Outputs:

- *Number of Offender Drug Tests Administered 260,014
- Active Public Service Employment Accounts during FY 98-99 13,651

Outcomes:

Offender Case Closures (FY 98-99) 19,835
Successfully Completed Supervision 13,853
Supervision Revoked 5,982

*Number of Offenders Drug Tested 27,746
Number of Offenders Testing Positive 10,859

*During the reporting period the Department initiated baseline testing for all new offenders at the onset of their supervision. In addition to baseline testing, individual offenders are drug tested "for cause" and randomly. During the testing session or episode, the offender may be tested for one or more drugs. Each "drug panel" utilized equals a drug test conducted. This results in multiple test being conducted on a single offender. During the reporting period 260,014 "drug panels", or tests were conducted on 27,746 offenders. Of the offenders tested during the year, 10,859 tested positive for one or more drugs.

Number of Public Service Employment Hours Completed by Offenders (FY 98-99) 574,413

Number of Violation Hearings Conducted 10,080

Efficiency:

- 25,657 warrants and citations issued
- 67% Service Rate for warrants and citations during FY 98-99
- During FY 98-99 the number of Drug Tests conducted increased 151,055 over the previous fiscal year
**Program Name:** Parole and Pardon Operations

**Program Ranking:** 2

**Program Cost:** $2,529,791

**Program Goal:** To prepare cases, assemble information, and make sound recommendations for use by the Board of Paroles and Pardons, to assist them in their decision making process.

**Program Objective(s):**

1. To deliver timely and accurate information to the board.

2. To notify victim, sheriffs, solicitors, judges, and inmates of upcoming parole and pardon hearings.

3. To prepare release certificates for adult and Youthful Offender Act (YOA) parolees, supervised furlough, and community supervision offenders and complete the release of these certificates.

4. To provide administrative review of information and prepare documents on offenders eligible for early release and community supervision programs.

5. To schedule and staff all parole, pardon, and adult revocation and Youthful Offender Act revocation hearings.

**Performance Measures:**

**Inputs:**

Inmates eligible for parole 12,137

**Outputs:**

Number of parole and pardon case summaries prepared (including waivers) 8,054

Number of hearings scheduled and staffed 58

Number of parole and pardon notifications 45,843

*(Notices sent to Victims, Concerned Citizens, Judges, Solicitors, Law Enforcement, and Inmates. 70% of the notices are to Victims and Concerned Citizens)*
Outcomes:

Number of offenders paroled or released to a community supervision program 3,203

Number of offenders released to Supervised Furlough II-A 828

Efficiency:

Concurrence rate of Parole Board with the findings/recommendations of Parole Examiners

Concurrence Rate

% 70
60
50
40
30
20
10
0

FY98 FY99
**Program Name:** Columbia Spartanburg and Charleston Restitution Centers

**Program Ranking:** 3

**Program Cost:** $2,046,029

**Program Goal:** To appropriately supervise those offenders placed in the Department’s statutorily created Restitution Centers and to promote public safety.

**Program Objectives:**

1. To require offenders to be gainfully employed.

2. To distribute the monies earned by offenders in this program to victims who are owed restitution, and to distribute monies to others consistent with court orders (fines, child support, etc.).

**Performance Measures:**

**Inputs:**

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Columbia</th>
<th>Spartanburg</th>
<th>Charleston</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity of the Restitution Centers</td>
<td>172</td>
<td>60</td>
<td>64</td>
<td>48</td>
</tr>
<tr>
<td>Offender Population on 7/1/98</td>
<td>115</td>
<td>54</td>
<td>61</td>
<td>N/A</td>
</tr>
<tr>
<td>Offender Population on 6/30/99</td>
<td>147</td>
<td>58</td>
<td>60</td>
<td>29</td>
</tr>
<tr>
<td>Total Number of Admissions (FY 98-99)</td>
<td>500</td>
<td>179</td>
<td>206</td>
<td>115</td>
</tr>
</tbody>
</table>

**Outputs:**

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Columbia</th>
<th>Spartanburg</th>
<th>Charleston</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Offenders Discharged (FY 98-99)</td>
<td>457</td>
<td>173</td>
<td>208</td>
<td>76</td>
</tr>
<tr>
<td>Total Wages Earned</td>
<td>$1,630,299</td>
<td>$561,990</td>
<td>$723,564</td>
<td>$344,745</td>
</tr>
</tbody>
</table>

**Outcomes:**

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Columbia</th>
<th>Spartanburg</th>
<th>Charleston</th>
</tr>
</thead>
<tbody>
<tr>
<td>Victim Restitution Paid</td>
<td>$702,177</td>
<td>$234,320</td>
<td>$315,886</td>
<td>$151,971</td>
</tr>
<tr>
<td>Other Monetary Obligations Paid</td>
<td>$673,912</td>
<td>$255,241</td>
<td>$275,830</td>
<td>$142,841</td>
</tr>
<tr>
<td>% of Bed days Utilized</td>
<td>88.6%</td>
<td>91%</td>
<td>90%</td>
<td>85%</td>
</tr>
<tr>
<td>Successful program completions</td>
<td>339</td>
<td>135</td>
<td>148</td>
<td>56</td>
</tr>
<tr>
<td>Unsuccessful program discharges</td>
<td>118</td>
<td>38</td>
<td>60</td>
<td>20</td>
</tr>
</tbody>
</table>
Efficiency:

Amount of Total Monies Paid Out
(Comparing FY 97-98 to FY 98-99)

+$248,544  -$52,264  +$5,996  +$294,812
Program Name: Community Control Center

Program Ranking: 4

Program Cost: $958,045

Program Goal: To appropriately supervise those offenders placed in the Department's statutorily created Community Control Center and to promote public safety.

Program Objective(s):

1. To provide a controlled, structured, and regimented environment for adult criminal offenders who are placed in the program.

2. To provide offenders who are placed in the program with intensive and highly focused interventions that are intended to reduce the likelihood of future criminal conduct.

Performance Measures:

Inputs:

Capacity of the Community Control Center 48 beds
Offender Population on 6/30/98 48
Offender Population on 6/30/99 48
Total Admissions to the program (FY 98-99) 134

Outputs:

Total Offender Discharges 109
Intervention Treatment Services Delivered 168,107
(Number of Intervention Hours Delivered Times the Number of Participating Offenders)

Criminal Thinking/Cognitive Skills 50,526
Substance Abuse Intervention 42,753
Education 33,492
Life Skills 25,830
Vocational Rehabilitation 15,506

Weekly Intervention Treatment Services Delivered to Offenders
Criminal Thinking 60-64 Hours/ Week
Substance Abuse Intervention 19.5

Education (Offender without a "GED") (Offender with a "GED")
Life Skills Vocational Rehabilitation

Outcomes:

Public Service Hours Completed by Offenders

Efficiency:

Change in the Number of Intervention Treatment Service Hours Delivered (FY 97-98 to FY 98-99)

Cost Per Bed Day

S.C. Department of Probation, Parole and Pardon Services
Agency Accountability Report
FY 1998-99
Program Name: Parole and Pardon Board Operations

Program Ranking: 5

Program Cost: $339,463

Program Goal: To consider statutorily eligible inmates for parole and statutorily eligible individuals who apply for pardons.

Program Objective(s):

1. To review information in advance of parole and pardon hearings.
2. To conduct hearings.
3. To make decisions on parole or pardon on those cases presented.

Performance Measures:

Inputs:

- Number of parole cases reviewed (including 800 waivers) 6,303
- Number of pardon cases reviewed 148

Outcomes:

- Number of paroles granted 915
- Number of pardons granted 73

Efficiency:

- Board cost per case review. $52.62
Program Name: Central Office – Victim Services Program

Program Cost: $142,035

Program Goal: To keep victims informed about the status of offenders under the Department's supervision and those who are considered for a parole or pardon by the Parole Board.

Program Objective(s):

(1) To notify victims of parole or pardon hearings.
(2) To notify victims of any post-sentence hearings initiated by the Department.
(3) To render assistance to victims attending parole or pardon hearings.
(4) To notify victims, upon request, of the results of a specific parole or pardon hearing.
(5) To respond to victims' telephone calls in a timely manner.
(6) To disseminate accurate information to victims.

Performance Measures:

Inputs:

Last year Victims Services received 2,445 victim notification requests, 3,520 telephone calls and 8,134 letters of opposition.

Outputs:

Last year, 1,842 victims attended the parole hearings. Also, 800 victims who could not attend the hearing were notified of the results of the hearing.
Quality:

The Office of Victim Services has not received any complaints regarding the level or quality of services provided.