

MINUTES OF BUDGET AND CONTROL BOARD MEETING

FEBRUARY 8, 1977 9:30 A. M.

The Budget and Control Board met at 9:30 a. m. on February 8, 1977, in the Governor's Conference Room with the following members in attendance:

Governor James B. Edwards
Mr. Grady L. Patterson, Jr.
Mr. Earle E. Morris, Jr.
Mr. F. Julian LeaMond

Also attending were W. T. Putnam, P. C. Smith and W. A. McInnis.

The following item of business was considered:

DEPARTMENT OF CORRECTIONS - CAPITAL IMPROVEMENT PLAN, PHASE I -

Governor Edwards, in his opening remarks, stated that this is a special meeting to consider the Department of Corrections' Capital Improvement Plan, which has been adopted by the Board of Corrections, and to respond to the Department's request that \$19.7 million of previously-authorized Capital Improvement Bond funds be released in order that implementation of Plan Phase I might be initiated. Governor Edwards asked Mr. Lee Thomas, Director of the Office of Criminal Justice Programs, to summarize the process involved in the preparation of the Plan and to review the content of a proposed agreement between the Budget and Control Board and the Department of Corrections on certain specific steps to be taken in the implementation of Plan Phase I.

As background, Mr. Thomas pointed out that an LEAA-financed six-month study of future capital and operating needs of the Department of Corrections had been conducted by an outside consultant and that this study was the basis for the ten-year Capital Improvement Plan presented at the January 13, 1977 Bond Hearing. At that Hearing, the Department of Corrections asked that the Budget and Control Board release \$19.7 million of previously-authorized Capital Improvement Bond funds to cover the estimated costs of projects included in Plan Phase I to be accomplished during the 1977-1979 period. Phase I projects include: (1) a 528-bed maximum/medium facility

to be located at the Oaklawn site in Greenville County at an estimated cost of \$10,581,120; (2) one 528-bed minimum security facility to be located in the Spartanburg area at an estimated cost of \$7,539,840; (3) a 144-bed addition to a minimum security facility (site to be designated in lieu of Givens), estimated cost of \$712,800; (4) construction of an abattoir at an estimated cost of \$250,000; and (5) renovations at the following institutions: Givens, estimated cost \$195,000; Wateree, estimated cost \$377,000; MacDougall, estimated cost \$40,000; and R and E Center, estimated cost \$25,000.

Mr. Thomas then reviewed the content of a proposed agreement between the Budget and Control Board and the Department of Corrections covering the specific initial steps to be taken in the implementation of Plan Phase I. As outlined by Mr. Thomas, the proposed agreement provided that, following the approval by the Budget and Control Board of the projects included in Plan Phase I and the release by the Board of the \$19,720,760 of previously-authorized bond funds, which is the estimated cost of the Phase I projects, the Department of Corrections would take the following actions: (1) Employ a construction manager with architectural and engineering expertise and construction management experience to be responsible for coordinating and managing the implementation of the Department's Capital Improvement Plan. This individual would report directly to the Commissioner of the Department of Corrections and have authority to direct activities across organizational lines within the Department. (2) Advertise for and select an architectural and engineering firm to design and supervise the construction of the two new facilities to be built in the Greenville/Spartanburg area, one of which will be a 528-man minimum security facility and one of which will be a 528-man medium security facility. In an effort to expedite construction, the architectural firm selected shall explore prototypical design possibilities and, if found feasible, the plans for the two new facilities will be designed as prototypes for future use. (3) Advertise for and select an architectural

and engineering firm to develop a prototype design for a Type III, work-release and pre-release facility. (4) With assistance from the firm which developed ten-year Capital Improvement Plan, the Department of Corrections will work with the architectural and engineering firms selected to design the new prototype facilities to explore the utilization of modular construction techniques and methods for maximizing the use of inmate labor. An overall construction program will be developed to include steps to be taken to implement construction of all "add-on" facilities and renovation projects recommended in the ten-year plan.

Following a brief discussion of the proposed agreement, upon a motion by Mr. LeaMond, seconded by Mr. Patterson, the Budget and Control Board authorized the Department of Corrections to proceed with the projects included in Phase I of the Capital Improvement Plan submitted by the Board of Corrections and approved the initial implementation steps embodied in the agreement with the Department of Corrections as presented by Mr. Thomas.

Information pertaining to this matter has been retained in these files and is identified as Exhibit I.

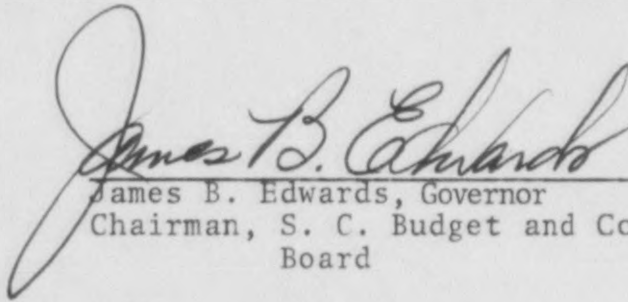
Before adjourning the meeting, Governor Edwards reviewed a variety of efforts undertaken through his Office to identify workable alternatives to the high capital and operating costs projected in the Department of Corrections' ten-year Capital Improvement Plan. The Board also endorsed an appearance by State Auditor Putnam and State Engineer McPherson at an upcoming annual meeting of South Carolina architects for the purpose of discussing the possible use of prototypical designs for correctional facilities.

The meeting was adjourned at 10:10 a. m.

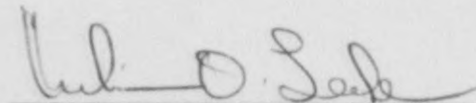
The Budget and Control Board approves the expenditure of funds authorized by the S. C. Legislature for capital improvements for the S. C. Department of Corrections in the amount of \$19,720,760. This approval is consistent with Phase I of the Ten-Year Capital Improvements Plan as approved by the Board of Corrections and submitted to the Budget and Control Board. It is agreed by the Board of Corrections and the Budget and Control Board that implementation will include the following actions.

- (1) A construction manager with architectural and engineering expertise and construction management experience will be employed by the S. C. Department of Corrections from authorized capital improvement funds to be responsible for coordinating and managing the implementation of the Department's capital improvement plan. This individual will report directly to the Commissioner and have the authority to direct activities across organizational lines of the Department.
- (2) An architectural firm will be selected to design and supervise construction of two new facilities to be built in the Greenville/Spartanburg area. One of these will be a 528 man minimum security facility and one will be a 528 man medium security facility. The architectural firm will explore prototypal design and, if feasible, the plans for these two facilities will be designed as prototypes for future facilities in an effort to expedite construction. Additionally, an architectural firm will be selected to develop prototype plans for Type 3 (Work Release/Pre-Release) construction.
- (3) The Department of Corrections, with assistance from the firm which developed the capital improvement plan, will work with the

architectural firms selected to design the new prototype facilities, to explore modular construction techniques and methods for maximizing the use of inmate labor. An overall construction program will be developed to include steps to be taken to implement construction of "add-on" facilities and renovation projects recommended in Phase I of the Ten-Year Plan, as well as proceeding with construction of the two new facilities.


James B. Edwards, Governor
Chairman, S. C. Budget and Control
Board

2/9/77
Date


William D. Leeke
Commissioner, S. C. Department of
Corrections
for S. C. Board of Corrections

2/9/77
Date

Appendix I
2/8/77

EXECUTIVE SUMMARY

COMPREHENSIVE GROWTH AND CAPITAL IMPROVEMENTS PLAN

SOUTH CAROLINA DEPARTMENT OF CORRECTIONS

Exhibit I
2/8/77

EXECUTIVE SUMMARY

COMPREHENSIVE GROWTH AND CAPITAL IMPROVEMENTS PLAN

SOUTH CAROLINA DEPARTMENT OF CORRECTIONS

EXECUTIVE SUMMARY

COMPREHENSIVE GROWTH AND CAPITAL IMPROVEMENTS PLAN

SOUTH CAROLINA DEPARTMENT OF CORRECTIONS

Stephen Carter & Associates

SPECIAL CONSULTANTS

Dr. John F. Kososki, Financial Planning
Summers & Gardner, Architects
H. G. Moeller, Program Evaluation

The State of South Carolina is at a critical decision point in its criminal justice history. If present incarceration attitudes persist, the State will be required to expend more than one and one-half billion dollars during the remainder of this century simply to house, feed, and administer the minimum essential human services to a rapidly increasing inmate population in the State.

Alternatives are available, which can save the State more than \$75 million during the next ten years alone, but these alternatives are beyond the control of the Department of Corrections. Therefore, the Legislature must accept now the challenge of developing and implementing these alternatives, or face the inevitable necessity of appropriating more than \$100 million in capital and \$400 million in operating funds during the next ten years.

The Legislature has responded to the severe overcrowded conditions by approving in 1974 and 1975 a \$37.5 million capital improvements program for the Department of Corrections. This appropriation was frozen by the Legislature in 1975 due to the imposition of a five percent limit placed upon the State's bonded indebtedness. During this funding recess, the State, through the Office of Criminal Justice Programs, authorized the development of a ten-year capital plan, which began in May, 1976. As the plan was being developed, the Legislature released the constraints on \$20.6 million of the initial authorization, pending the recommendations of the ten-year plan.

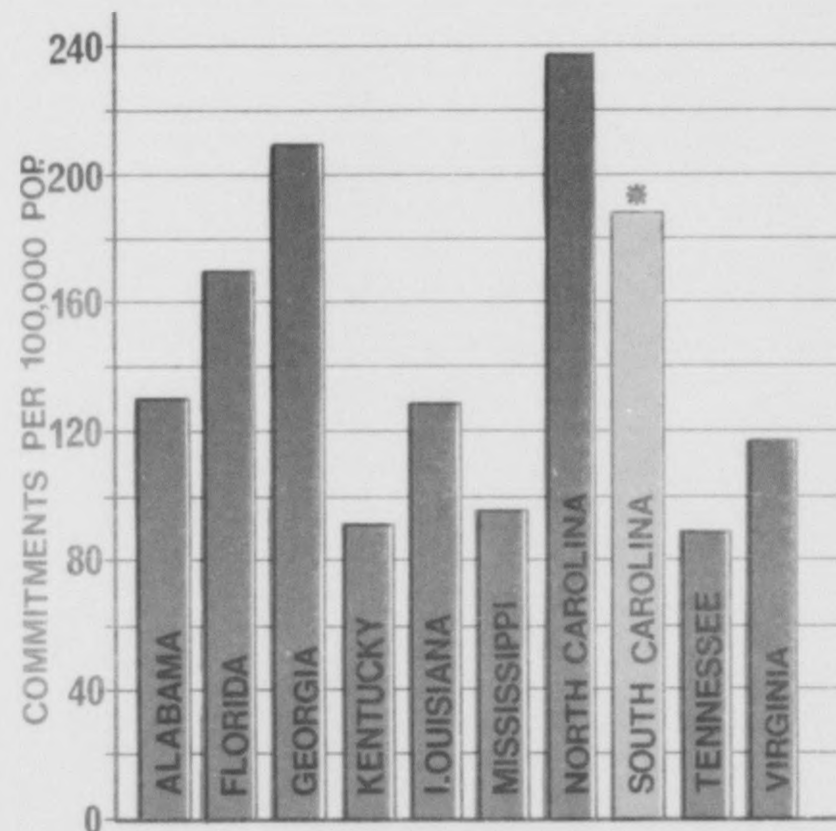
This report presents, in summary, the recommended disposition of the full \$37.5 million and identifies the ten-year capital needs of the Department based upon current growth trends. The plan, presented in detail in a complete technical report, also identifies the fiscal impact of alternative growth policies. The work effort has illustrated the complex and highly interrelated components of the criminal justice system in South Carolina, for it is impossible to examine the needs of the Department of Corrections without becoming acutely aware that many of the solutions to Departmental problems rest with agencies and public bodies beyond the administrative jurisdiction of the Department of Corrections.

Within this five months' analysis, recommendations have been made regarding the decentralization of institutions, operating cost parameters, future construction needs and priorities, and financial needs to accommodate growth. The accomplishment of recommended changes will require continued internal policy and administrative modifications within the Department and the time required to develop these changes. In concert with these internal changes must be the emergence of new attitudes and the resultant Legislative changes in South Carolina concerning where the ultimate responsibility for rehabilitation of the social offender rests. Until we accept this responsibility as a State community, this report, and all others that follow, will at best provide only partial answers.

INMATE POPULATION TRENDS

1. The South Carolina Department of Corrections has no control over the number of inmates it receives. The number of inmates in the prison system is determined by many factors, such as the existing legislation, the crime rate, the effectiveness of law enforcement, and courts' commitment policies.

2. South Carolina has the third highest incarceration rate in the United States.¹ The courts, through their commitment policies, and the legislature, through its enactment of laws such as mandatory sentences, are the primary determinants of the incarceration rate; that is, the number of inmates per 100,000 general population.



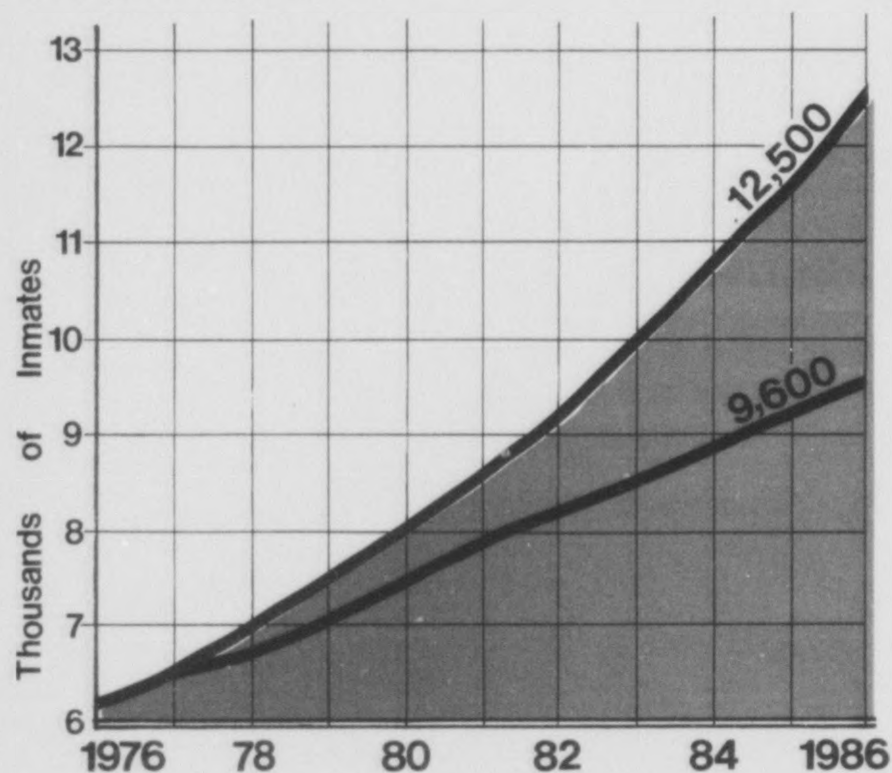
INCARCERATION RATES OF TEN SOUTHEASTERN STATES (INMATES IN STATE INSTITUTIONS, CALENDAR YR. 1975)

* On Nov. 29, 1976, the State's incarceration rate has increased to 253 per 100,000

¹ National Clearinghouse for Criminal Justice Planning and Architecture, "United States Incarceration and Commitment Rates," University of Illinois, Champaign, Illinois, Calendar Year 1975.

3. Many of the Department's 31 facilities are severely overcrowded already, with the steadily rising population (15 percent increase during the last year alone) exacerbating the living conditions existent in them. The average population in the first quarter of FY '77 was 6,088, and 6,397 were incarcerated in the 31 facilities on November 29, 1976.²

POPULATION PROJECTIONS ALTERNATIVES



Source: SC&A

4. The average inmate population in SCDC facilities is expected to continue to escalate to at least 12,500 by 1986.³ The greatest increases are anticipated in the 17-30 year old age group who are considered the population-at-risk.

² South Carolina Department of Corrections, Quarterly Statistical Report, First Quarter, FY 1977. (Columbia: SCDC Print Shop, 1976). Daily count records, November 25, 1976.

³ Projections developed by the South Carolina Division of Research and Statistical Services (Budget and Control Board) by using the population and expected increases in per capita income in a two-factor regression analysis.

Factors beyond the Department's control that influence the incoming number of inmates include:

- rapid growth and development in the Southeast
- laws affecting incarceration (such as mandatory sentences)
- attitudes and sentencing procedures of judges
- degree of urbanization
- per capita income
- law enforcement attitudes and resources
- increased population in the incidence prone age group (17-29)

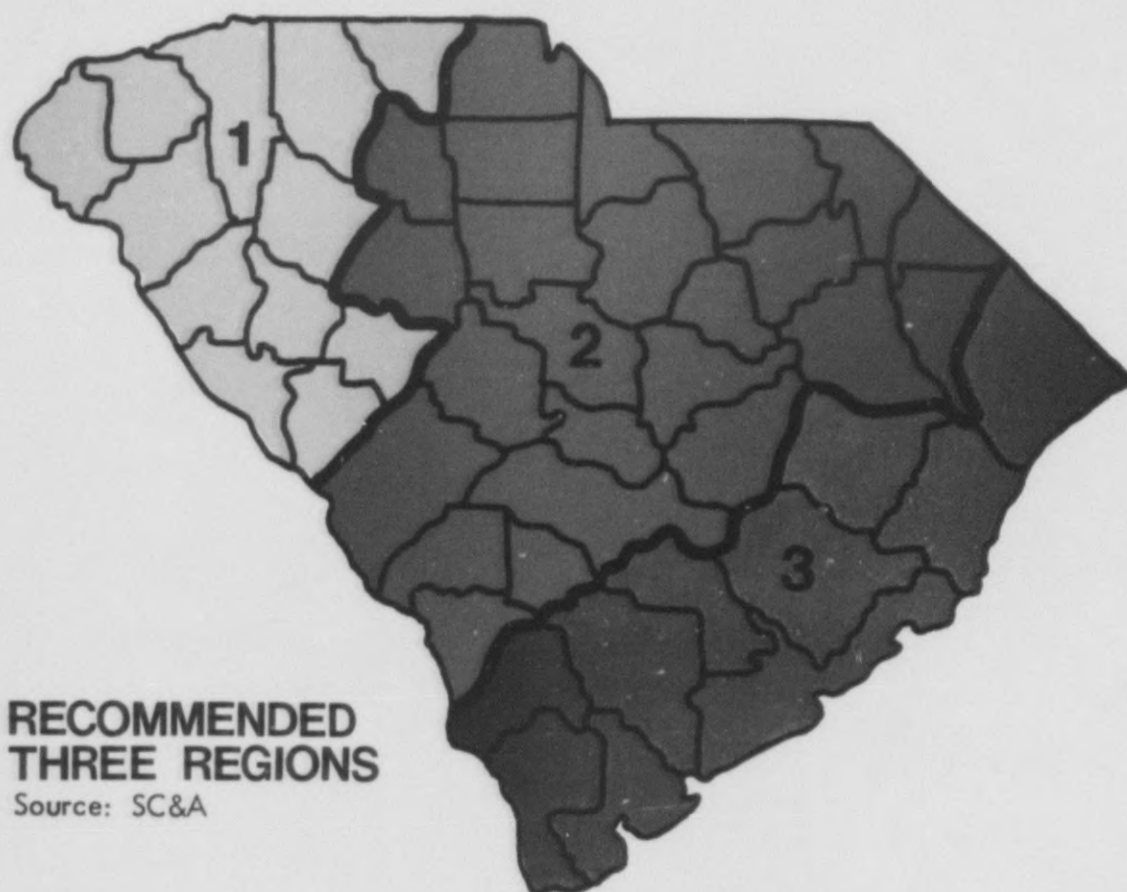
5. While South Carolina incarcerates its offenders with less public expenditure than other states, the present cost of \$4,030⁴ per inmate is expected to increase rapidly when capital costs for new construction are included.

REGIONALIZATION

6. The concept of regionalization was accepted by the Department some time ago, based upon the principles of organizational management and the utilization of local resources. In this study, the optimal number of regions was found to be most influenced by four factors:

- the determination that each region should be a microcosm of the system; that is, a complement of the different security facilities, programs, and functions;
- the desirability of accessing community resources such as education and mental health, which are more readily available in the State's three metropolitan areas;
- the coincidental origin of the majority of the inmates also being the three metropolitan areas or contiguous counties; and
- the degree to which span of management control can most effectively be accomplished.

⁴ Board of Corrections, *Annual Report*, Columbia, 1976.



RECOMMENDED THREE REGIONS

Source: SC&A

7. Thus, three regions, each with a metropolitan center, were determined to offer the best alternatives in terms of management, organization, financial, and programmatic considerations.

8. The configuration of the regions was found to be highly influenced by existing boundaries of the ten planning districts, and proximity to the urban centers.

SYSTEM CAPACITY: EXISTING FACILITIES

9. Using a minimal standard of 50 square feet of sleeping space per inmate as an index, the Department of Corrections' current supply of bed spaces is 5,539.

10. The supply of bed spaces by the three regions is as follows:

	Design Capacity	Max. Oper. Capacity	Actual Population 11/29/76
REGION 1			
Type 1 (Max. and Med.)			
Intake Service Center	42	33	84
Total	42	33	84
Type 2 (Min.)			
Givens	76	118	100
Travelers Rest	50	74	94
Hillcrest	60	88	124
Oaklawn	60	54	113
Northside	30	37	49
Cherokee	56	67	75
Duncan	40	44	52
Laurens	40	67	90
Greenwood	48	53	93
Total	460	602	790
Type 3 (Minimum: Pre-Release and Work Release)			
Blue Ridge	115	222	165
Piedmont	90	111	76
Total	205	333	241
Regional Total	707	968	1115
REGION 2			
Type 1 (Max. and Med.)			
R & E Center	180	65	192
Maximum Security Center	80	108	100
Kirkland	448	621	821
Manning	300	344	431
CCI	1,100	1,186	1,564
North Sumter	50	54	78
Total	2,158	2,378	3,186
Type 2 (Min.)			
Aiken	197	260	184
Walden	98	98	122
Lexington	40	55	46
Wateree	240	355	427
Women's	168	264	309
Goodman*	184	186	82
Total	927	1,218	1,170

*Goodman includes 100 beds which will be available by early 1977.

**Type 3 (Minimum: Pre-Release
and Work Release)**

Watkins	129	203	167
Catawba	58	105	52
Campbell	100	100	148
Lower Savannah	45	52	42
Palmer	50	75	71
Total	382	535	480
Regional Total	3,467	4,131	4,836

REGION 3**Type 1 (Max. and Med.)**

Total	0	0	0
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Type 2 (Min.)

MacDougall	240	384	368
Total	240	384	368

**Type 3 (Minimum: Pre-Release
and Work Release)**

Coastal	62	56	78
Total	62	56	78
Regional Total	302	440	446
SYSTEM TOTAL	4,476	5,539	6,397

Design capacity is based on what the department has determined to be the optimal capacity, all things considered.

The maximum safe operating capacity is based on an overall average of 50 square feet of sleeping space per inmate. The net area designated for sleeping space was used for computation.

11. The supply of bed spaces by construction type is as follows:

Type 1

(medium and maximum security, including reception and evaluation) 2,411

Type 2

(the majority of minimum security bed spaces, including special facilities for youth, women, and the elderly or handicapped) 2,204

Type 3

(minimum security allocated to the pre-release and work release programs) 924

TOTAL 5,539

12. To supplement its supply of bed spaces and help reduce overcrowding, the Department currently utilizes county prisons and jails, i.e. "designated facilities," to house approximately 700 inmates.

13. Eleven of the Department's 31 institutions, which housed 1055 inmates on November 29, 1976, are leased and may not be available in the near future. The status of the leased facilities is as follows:

Facility	Expiration Date	Population 11/29/76
Type 1 (Max. - Med.)		
R & E	5/1/77	192
North Sumter	12/31/79	78
Lexington	6/30/77	46
		<hr/> 316
Type 2 (Min.)		
Aiken Youth	9/30/80	184
Duncan	11/14/78	52
Laurens	10/1/79	90
		<hr/> 326
Type 3 (Work Release)		
Catawba	7/1/78	52
Piedmont	12/31/81	76
Lower Savannah	Open	42
Coastal*	5/1/85	78
Blue Ridge	11/30/78	165
		<hr/> 413
TOTAL		1055

*SCDC owns the structure at Coastal, but leases the property.

SOURCE: S.C. Department of Corrections

OPERATING COST EXPERIENCE

14. By far, the salaries for incarceration (i.e. for correctional officers) is the highest cost variable in the Department's operation. The total personnel component of the operating costs accounts for an average of 65 percent of the Department's total expenditure for all facilities' operations.

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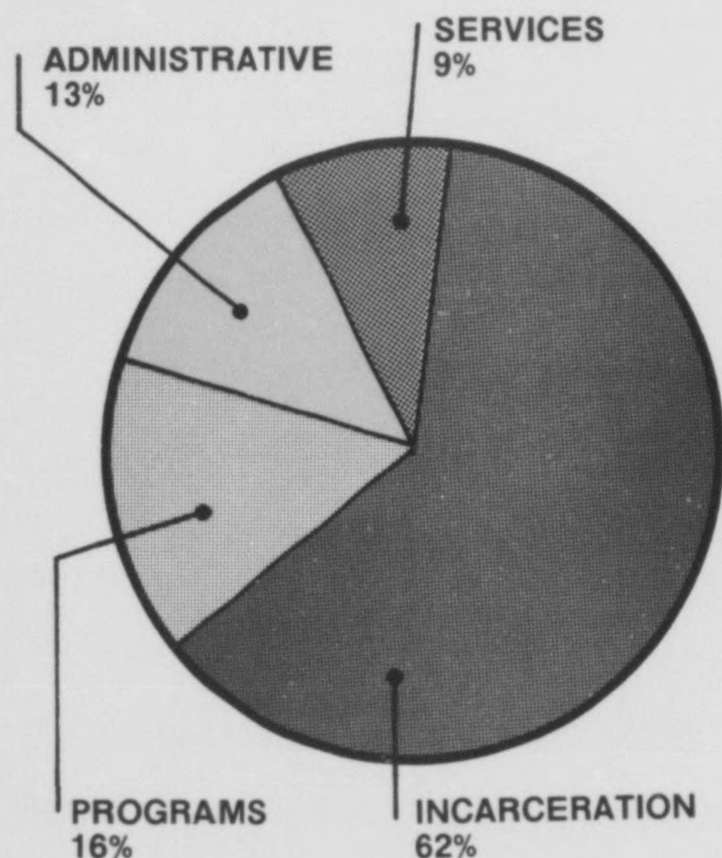
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SOURCE: S.C. Department of Corrections

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DIRECT INSTITUTIONAL OPERATING COST CATEGORIES FOR SALARIES



Incarceration includes salaries for all correctional officer job types.

Administrative includes salaries for the warden, assistants, and clerical staff of the institutions.

Services include salaries for food service, medical and maintenance personnel.

Programs includes salaries for teachers, instructors, counselors, chaplains and recreation specialists.

15. The Department is developing a decentralized budget management process among all 31 institutions. This will afford the Department the opportunity to establish cost objectives and evaluate procedures on an institutional basis.

16. Facility size and custody classification appear to be the most significant determinants of cost effectiveness, or ineffectiveness, within the Department's operation where the daily direct, institutional operating cost experience ranges from \$5.65 to \$13.98 per inmate.

17. Several small leased facilities rank among the highest in annual operating costs due, primarily, to the disproportionate number of staff required to maintain the facility as compared to larger institutions. Among these are:

	Actual Annual Cost/Inmate	Average Annual Cost per Inmate for Type
Type 1 - Max./Med.		
North Sumter (85)*	\$3,685	\$2,972
Type 2 - Minimum		
Aiken Youth (117)	\$4,969	\$3,216
Laurens (58)	\$3,695	
Type 3 - Work Release		
Catawba (42)	\$4,108	\$3,003
Coastal (59)	\$3,548	

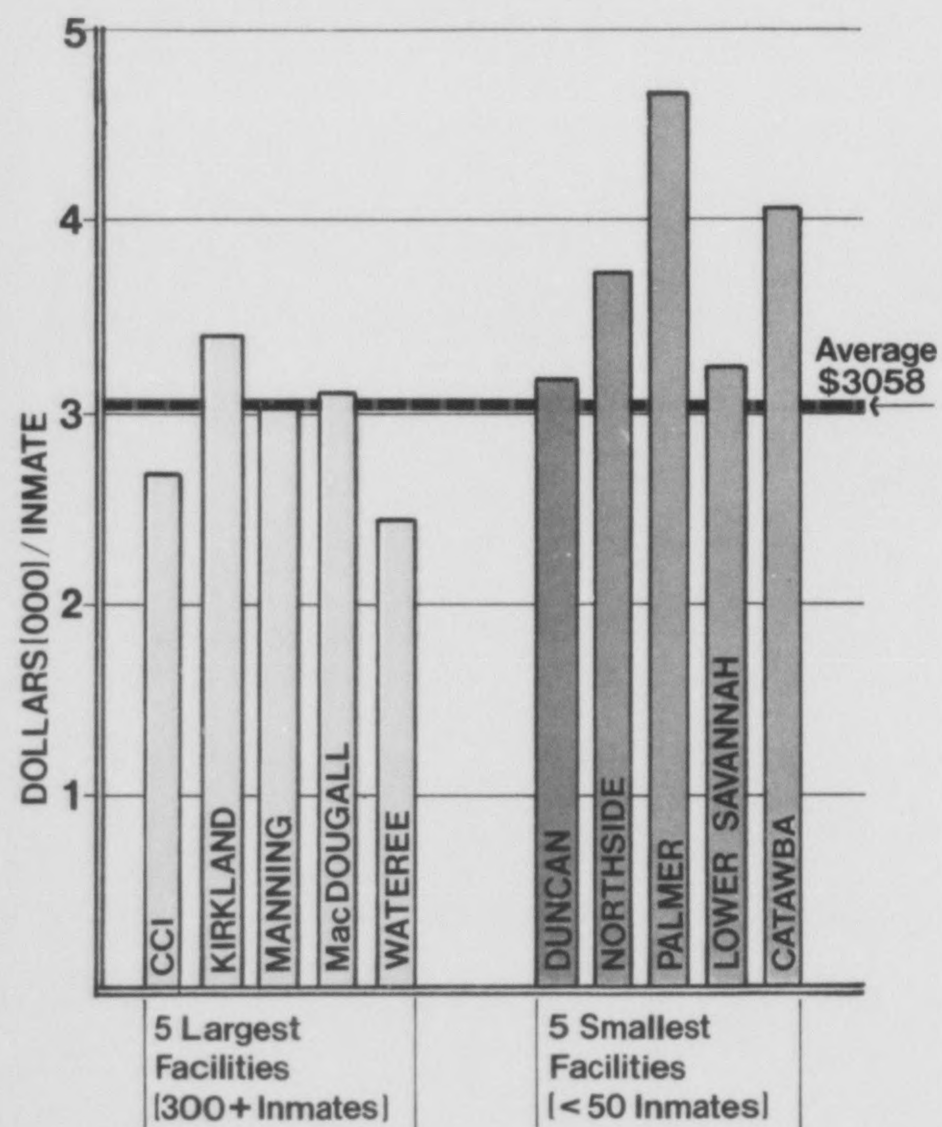
NOTE: These costs per year do not include any allocation of central administrative costs but are institutional operation costs only. *Average daily population for FY 75/76

18. Each of the five facilities with an average inmate population fewer than 50 in FY 75/76 exceeds the operating cost average. Similarly, four of the five facilities that exceeds 300 in inmate population has per inmate operating costs lower than the average.

19. The greatest determinant of the salary cost component is staff-to-inmate ratios. Therefore, the adoption of consistent systemwide ratios by custody categories is essential.

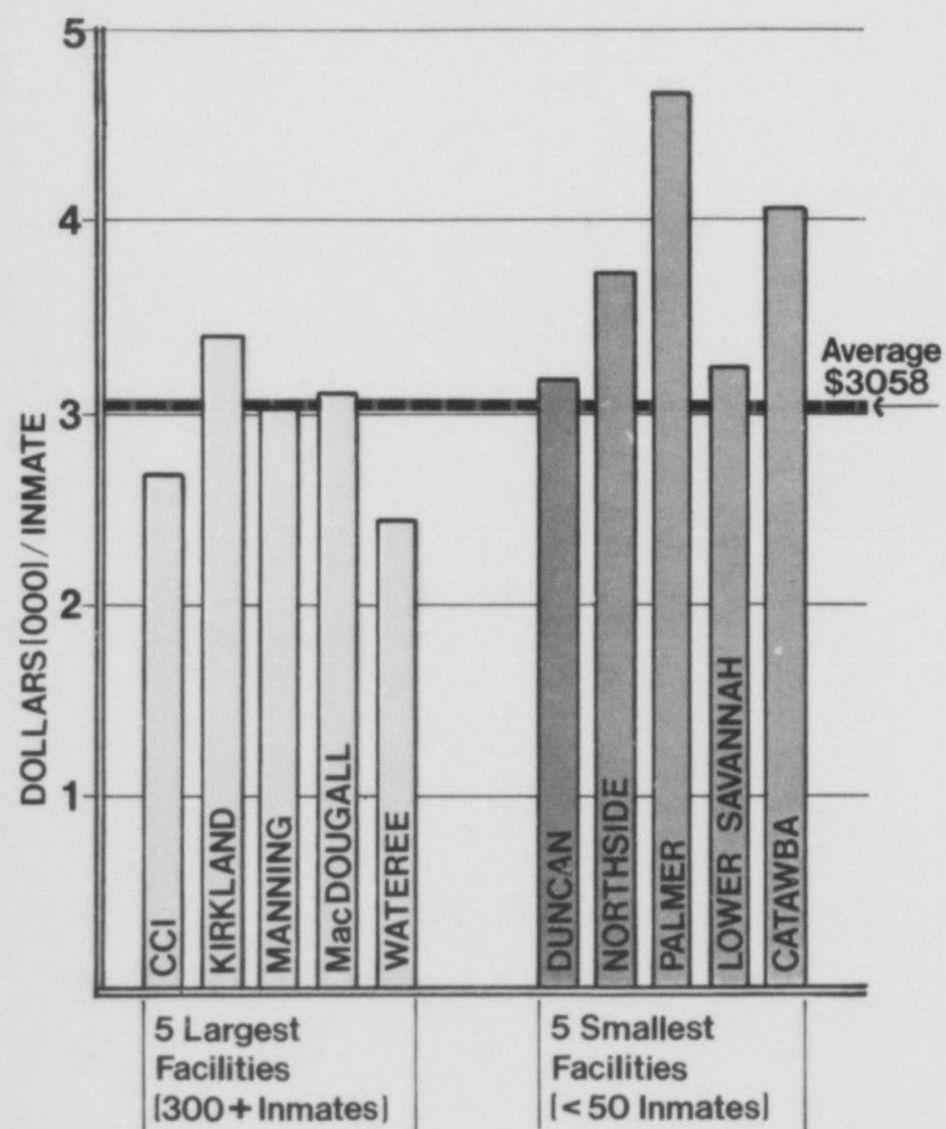
20. Various national standards have suggested that one correctional officer per six inmates is an optimum staffing objective. National ratios for programmatic, service, and administrative staff have not yet been uniformly adopted.

COMPARISON OF ANNUAL DIRECT INSTITUTIONAL OPERATING COST: Large vs Small Facilities



NOTE: Costs do not include central administration

COMPARISON OF ANNUAL DIRECT INSTITUTIONAL OPERATING COST: Large vs Small Facilities



NOTE: Costs do not include central administration

21. The Department has been operating under austere economic conditions and, therefore, has not purchased needed equipment or filled vacant staff positions, while inmate population has increased 15 percent in the last year. An analysis of the direct operating cost experience per institution for FY 1975/76, by type, is shown as follows:

Direct Operating Cost Experience of Institutions Per Inmate			
Facility Type	Salary Cost	Non-Salary Cost	Total
Type 1 (Max. - Med.)	\$1,838	\$1,135	\$2,973
Type 2 (Min.)	1,981	1,234	3,215
Type 3 (Work/Pre-Release) ¹	1,740	1,262	3,002
Average	\$1,876	\$1,182	\$3,058

SOURCE: SCDC Disbursements Report, FY 75/76

NOTE: Indirect costs associated with central and regional administration, farming, and prison industries are not shown.

22. Using the information previously presented, the 1986 annual departmental operating cost would exceed \$60.5 million for 12,500 inmates, as opposed to \$47.5 million for 9,600 inmates.

DEMAND FOR BED SPACES

23. With certain closures suggested below, the termination of some leases, the projected population increases, and the current deficit of bed spaces all comprise the substantial demand for additional bed spaces and facilities. The suggested facility closures include:

Region 1: Oaklawn	54 beds
Travelers Rest	74 beds
Piedmont*	111 beds
Duncan*	44 beds
Laurens*	67 beds
Region 2: North Sumter*	54 beds
R & E Center*	65 beds
Cell Block 1 - CCI	400 beds
Lexington*	55 beds
9 facilities	924 beds

*Leased facility

¹ Participants in the work release program reimburse the department five dollars per day for room and subsistence thereby defraying a portion of the operating costs.

24. The demand for space based on the current distribution of inmates by their committing counties is as follows:

- Appalachian Region 39.0 percent
- Midlands Region 41.3 percent
- Coastal Region 19.7 percent

25. Assuming the Department effects the recommended classification changes, the 1986 demand by type and region is as follows:

	Type 1 (Max-Med)	Type 2 (Min)	Type 3 (Pre-/ Wk. Rel)	Total
Region 1 - Appalachian	1,512	2,485	878	4,875
Region 2 - Midlands	1,599	2,633	930	5,162
Region 3 - Coastal	763	1,256	444	2,463
TOTAL	3,874 (31%)	6,374 (51%)	2,252 (18%)	12,500 (100%)

26. For the system as a whole, the projected bed space needs are computed as follows:

Current supply of bed spaces	5,539
Recommended closures & lease terminations	- 924
Net bed space supply	4,615
Projected 1986 population (bed space demand)	12,500
Net bed space supply	- 4,615
Projected net bed space deficit or need	7,885

27. In conjunction with the need for additional bed spaces, the Department will have to provide services for the expanding inmate population. Current provisions for acute health care, in particular, cannot be simply expanded to meet increasing demands. Alternatives, such as utilizing community hospitals or sharing an acute care facility with other State agencies should, therefore, be explored.

28. Aside from the total inmate population by custody classification, the greatest determinant of capital cost is the square feet allocated per inmate and the concomitant costs per square foot. While 50 square feet is a minimum amount of sleeping area to allocate per inmate, it is believed to be a feasible standard considering the restrictive economic conditions in South Carolina.

FACTORS INFLUENCING CAPITAL NEEDS

29. Under present conditions, the Department has an average of only 44.3 square feet of sleeping area per inmate. The institutional variation is from 17 square feet at the R & E Center to 123 square feet per inmate at Catawba.

30. While recent court decisions have established acceptable sleeping area square footages in several states, e.g., Alabama, 60 square feet, uniform national standards do not exist. Recommended sleeping area allocations from various governmental agencies and other southern states are as follows:

- Law enforcement Assistance Administration - 80 sq. ft.
- Federal Bureau of Prisons - 75 sq. ft.
- Maryland - 50 sq. ft.
- Virginia - 72 sq. ft.
- North Carolina - 54 to 80 sq. ft.
- Georgia 40 to 60 sq. ft.
- Florida - 64 sq. ft.

31. The cost of prison construction has increased at as fast a rate as most other types of institutional construction. The design of prison facilities also affects the operating costs by determining optimum security officer requirements and perimeter security configuration.

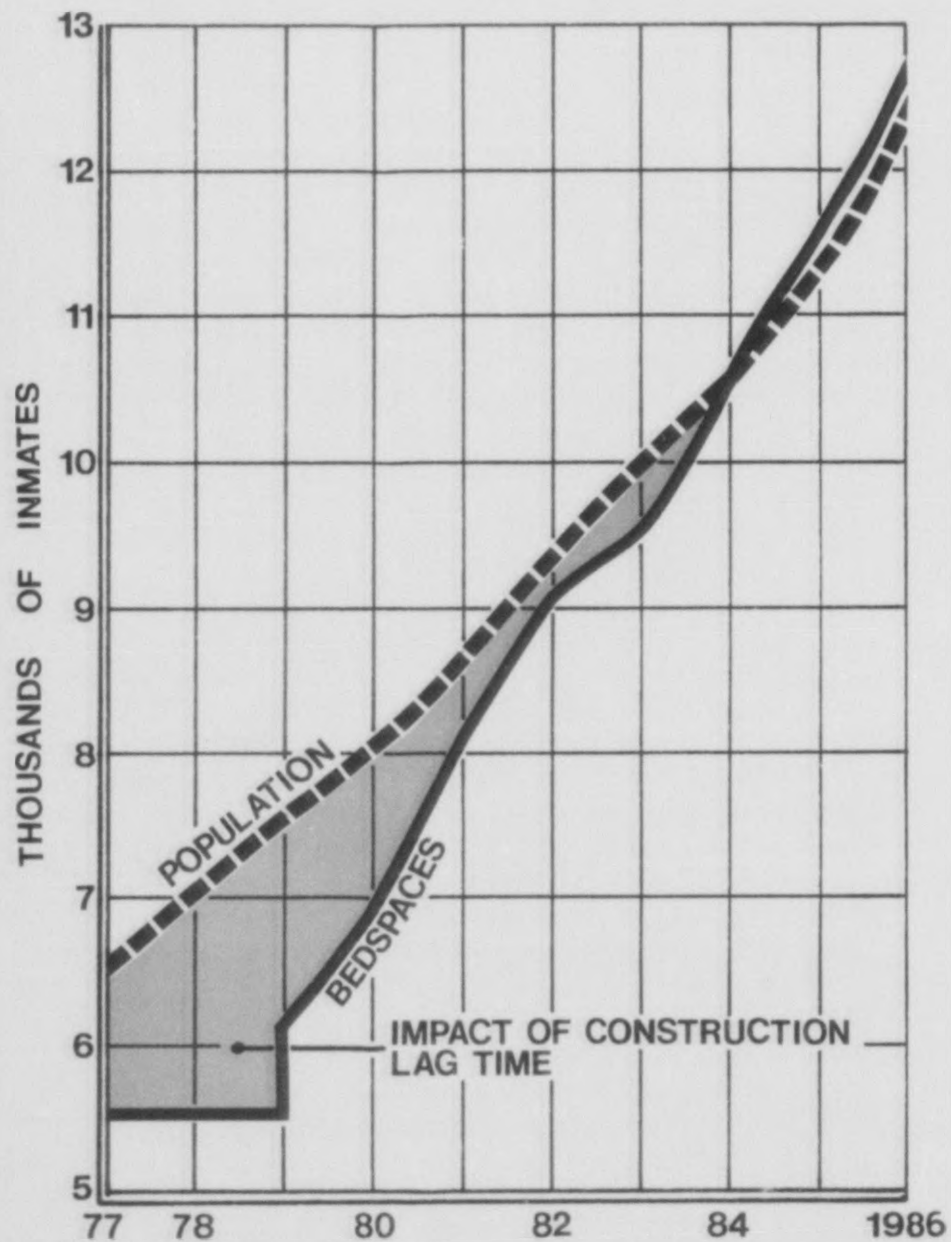
32. South Carolina along with several other states, including Florida and Texas, are using inmate construction teams and thus, are reportedly reducing the construction cost of facilities by a minimum of 20 percent.

33. It is infeasible to expect that the Department could more cost effectively utilize inmate labor for constructing future facilities without first developing a comprehensive construction program that establishes training, pay incentives, security, and having available the necessary staff and financial resources.

34. A capital construction program for the Department of \$37.5 million was approved by the General Assembly in 1975. This represents approximately one-third of the estimated need by 1986.

35. Since it is doubtful that the State would approve the release of the full ten-year capital needs at one time, the Department will be faced with phasing construction over the ten-year period. Assuming an immediate approval of the ten-year plan and the release of funds, the Department will not realize any additional bed space until 1979 due to design and construction time lags.

36. One method of reducing design time lags is to develop a program of proto-typical designs especially for the facility additions, and as other states are attempting, even in new institutions. Since more than 8,000 bed spaces must be constructed by 1986, a design/construction program offers an opportunity for meeting the demanding schedule.



BEDSPACE SUPPLY VS POPULATION GROWTH

Source: SC&A

ALTERNATIVE POLICIES AFFORD THE GREATEST COST SAVINGS

- The key to substantial cost reduction rests with the Legislature and the Courts.
- The Legislature should give greater consideration to legislation which could:
 1. Decriminalize most victimless crimes, thus eliminating a segment of the incoming population;
 2. Critically evaluate mandatory sentences in light of the fact that each year of incarceration will cost the State approximately \$5,000 per inmate; and
 3. Allow inmates participating in the extended work release program to live at home while under the continuous supervision of SCDC. This has been proposed by the department and pre-filed as legislation to be considered in the 1977 legislative session;
 4. Reduce the required amount of time to be served prior to being considered eligible for parole;
 5. Require a more extensive utilization of pre-sentence investigations under existing legislation;
- The Courts should consider modification of commitment policies to employ alternatives to incarceration to a greater extent, such as probation for non-dangerous offenders and misdemeanants. The Courts could also utilize other measures that could impact the inmate population such as:
 1. Greater use of the Youthful Offender Act;
 2. Enforce pretrial and presentence investigations;
 3. Shorter sentences for non-dangerous first offenders;
 4. Greater use of expanded probation programs; and
 5. Greater use of victim restitution alternatives.
- If the Legislature and the Courts both adopted the requisite policy changes and implemented the appropriate measures, it is estimated that the 1986 inmate population could be 9,600 instead of 12,500. The difference in the two population estimates is equivalent to a \$75 million saving in the capital and operating costs to the State over the next ten years.
- While the Department of Corrections has no control over the inflow, and effectively none over the outflow of inmates within its system, it does determine the custody classification of the inmates and, thus, the distribution of inmates in maximum, medium, or minimum security. Through a modification of the classification system, the Department should classify a greater percentage of the inmates for minimum security institutions. Since the minimum security institutions are less costly in terms of personnel and construction costs, more inmates in minimum security institutions would result in substantial cost saving.

- The Department should adopt the following staff-to-inmate ratio for security personnel:

- Maximum Security 1:3 inmates
- Medium Security 1:6 inmates
- Minimum Security 1:8 inmates
- Work Release 1:9.6 inmates

NOTE: Since this study recommends small-sized 96-bed modules for pre- and work release centers, a full-time staff of 10 correctional personnel will be required to provide 24-hour security.

- The Department should continue to analyze the appropriate staff to inmate ratios for program, administrative, and support services staff and develop a uniform standard. Once finalized, these should be used for all future budget formulations.

- A classification system should be implemented that allows more inmates with no history of violent offenses to be designated minimum custody classification. In liberalizing the classification system, capital and operating cost savings can be recognized, but the higher risk of escapes must also be considered.

SYSTEM DEVELOPMENT STRATEGY

- The Department should proceed with its plans to develop or enhance administration on a regional level. This will result in a better span of management control, greater access to community facilities (and thus cost savings), closer proximity of inmates to family (and thus reductions in psychological anxiety), and some reduction in transportation costs.

- The Department should accept three regions as the optimal number based on the alignment of each region with a major urban area of the State.

- Each region should be self-contained to the greatest extent possible, with only very specialized functions such as acute health care and overall administration centralized. The Department should cooperate with other State agencies in the development of cost sharing programs for common facilities such as hospitals, psychiatric treatment facilities, and perhaps certain educational facilities.

OPERATING COST GUIDELINES

- It has been found that smaller facilities are more costly to operate. Therefore, it is recommended that future medium and minimum security facilities range between 432-576 beds, constructed in 48-bed modules, and that pre-release/work release centers range from 96-144 beds. Although larger facilities appear to be somewhat less efficient from management, security, and programmatic points of view, the restrictive economic times require that somewhat larger facilities be constructed in an effort to restrain growth in operating costs.

- Except as absolutely essential to meet a crisis overcrowded condition, the Department should not lease any additional county facilities for use other than for pre-release or work release.

- The following annual direct institutional operating cost ranges per inmate were developed from the available data within the department and should be used for budget planning purposes only.

Proposed Annual Direct Operating Cost Ranges			
Facility Type	Salary Cost Per Inmate	Non-Salary Cost Per Inmate	Combined Range
Type 1 (Max-Med)	\$2560-\$2810	\$1410-\$1550	\$3970-4360
Type 2 (Min)	\$2180-\$2360	\$1200-\$1300	\$3380-\$3660
Type 3 (Pre/Wk Release)	\$1990	\$1100	\$3090
Average	\$2340-\$2530	\$1290-\$1400	\$3630-\$3930
Midpoint	\$2435	\$1345	\$3780

SOURCE: Stephen Carter & Associates.

NOTE: Costs do not include central and regional administration, farming and prison industries. The low end of the range reflects budget minimums achievable under austere economic conditions.

- The Department should develop the internal evaluation mechanism to monitor direct operating cost performance of the individual institutions. This mechanism should also be used as a management-by-objectives tool.

- The Department should continue its efforts to develop a comprehensive cost analysis of its headquarters operation in order to develop managerial, budgetary, and performance guidelines analogous to those presented herein for the institutions. This will provide the Department with effective control of the total cost per inmate.

- The Department should adopt the following space per inmate guidelines for existing and future facilities:

FACILITY COST GUIDELINES

Suggested SCDC Space Per Inmate Guidelines

Function	Existing Facility (Sq.Ft./Inmate)	New Facility (Max.Med.Min.) (Sq.Ft./Inmate)	New Facility (Pre/Wk.Release) (Sq.Ft./Inmate)
Administration	10	20	10
Classification	2	5	-
Segregation Unit	4	20	-
Inmate Sleeping ¹	50	50	50
Day Room/Showers	65	120	80
Dining/Kitchen	25	35	25
Commissary/Canteen	5	10	5
Programmatic	40	80	25
Central Plant	5	25	5
Industry	-	40	-
TOTALS	206 sq.ft./ Inmate	405 sq.ft./ Inmate	200 sq.ft./ Inmate

SOURCE: Stephen Carter & Associates

¹ The 50 square feet for sleeping area must be considered as an absolute minimum.

- While construction costs will vary and are likely to increase annually due to inflation, the following is recommended as a planning tool for future facility construction:

Suggested Bed Space Cost Guidelines (1976 Constant Dollars)

Construction Type	New Construction		Existing Construction	
	Conventional	Inmate	Conventional	Inmate
Type 1 (Max/Med)	\$20,040	N/A	\$13,750	\$8,850
Type 2 (Min.)	\$14,280	N/A	\$7,615	\$4,950
Type 3 (W., Rel.)	\$ 8,850	\$5,500	\$5,500	\$3,850

SOURCE: Stephen Carter & Associates

NOTE: These construction costs are suggested for 48-bed modules combined to reach the desired number of beds. Costs include A/E fees, equipment, surveys, and contingencies.

Research into selected facilities' bed space costs in other states yielded the following per inmate costs: Arkansas - \$23,832; Missouri - \$28,058; Pennsylvania - \$22,100; Minnesota - \$30,000; North Carolina - \$16,547; Illinois - \$35,414; Federal Bureau of Prisons - \$36,116.

THE TEN YEAR CAPITAL NEEDS

- The Department should request the Legislature to approve, and the Budget and Control Board to adopt and release funds for a three-phase capital improvements plan:

Phase I - FY 76/77 Adopt ten-year plan and release \$19,720,760 of initial appropriation.

Phase II - FY 78 Authorize the release of \$35,455,640 including the \$16,531,190 that has been previously approved but frozen, required to complete Phase II construction through 1981.

Phase III - FY 80 Review and update ten-year plan in light of possible increases/decreases in inmate population and authorize the expenditure of capital to meet 1986 needs.

- Based upon the estimate of the 1986 inmate population projections of 12,500, the following is the recommended capital improvements plan:

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- Based upon the estimate of the 1986 inmate population projections of 12,500, the following is the recommended capital improvements plan:

TEN YEAR CAPITAL IMPROVEMENTS PLAN
(1976 Constant Dollars)

Construction Type	Location	Total Cost
PHASE I - 1977-1979		
Type 1		
528 beds	Oaklawn	\$ 10,581,120
Type 2		
528 beds	Stone Station*	7,539,840
144 beds	Givens	712,800
Subtotal - 1,200 Gross New Bed Spaces		\$ 18,833,760
Abattoir Renovations:		\$ 250,000
	Givens	195,000
	Wateree	377,000
	MacDougall	40,000
	R & E Center	25,000
Subtotal - Renovations		\$ 887,000
PHASE I TOTAL		\$ 19,720,760

PHASE II - 1979-1981		
Type 1		
528 beds	Region 1	\$ 10,581,120
576 beds	Region 3	11,543,040
Type 2		
576 beds	Region 1	8,225,280
240 beds	Wateree	1,188,000
Type 3		
96 beds	Piedmont	849,600
144 beds	Northside	554,400
96 beds	Region 3	849,600
96 beds	Region 3	849,600
Subtotal - 2,352 Gross New Bed Spaces		\$ 34,640,640
Land Costs	@ Type 1 - Region 1	\$ 100,000
	Type 2 - Region 1	100,000
	Type 3 - Region 3	50,000
Renovations	@ Northside	140,000
	Greenwood	100,000
	Catawba	50,000
	Walden	200,000
	Blue Ridge	75,000
Subtotal - Renovations and Land Costs		\$ 815,000
PHASE II TOTAL		\$ 35,455,640

Construction Type	Location	Total Cost
PHASE III - 1981-1986		
Type 1		
480 beds	Region 1	\$ 9,619,200
576 beds	Region 2	11,543,040
48 beds	Region 2	396,000
48 beds	Region 2	369,000
288 beds	Region 3	5,771,520
Type 2		
576 beds	Region 1	8,225,280
144 beds	Region 1	712,800
528 beds	Region 2	7,539,840
336 beds	Region 2	1,663,200
432 beds	Region 3	6,168,960
96 beds	Region 3	475,200
Type 3		
144 beds	Region 1	1,274,400
96 beds	Region 1	849,600
96 beds	Region 1	849,600
144 beds	Region 2	792,000
144 beds	Region 2	1,274,400
96 beds	Region 2	528,000
48 beds	Region 2	184,800
144 beds	Region 3	1,274,400
48 beds	Region 3	184,800
Subtotal - 4,512 Gross New Bed Spaces		\$ 59,723,040
Renovations	@ Hillcrest	\$ 60,000
	Maximum Security Center	80,000
	Manning	175,000
	CCI	200,000
	Aiken	130,000
	Lower Savannah	50,000
	Catawba	50,000
Land Costs	@ Type 1 - Region 1	100,000
	Type 2 - Region 1	100,000
	Type 3 - Region 1 (3 sites @ \$50,000)	150,000
	Type 3 - Region 2	50,000
	Type 3 - Region 3	50,000
Subtotal - Renovations and Land Costs		\$ 1,195,000
PHASE III TOTAL		\$ 60,918,040
GRAND TOTAL (8,064 beds)¹		\$116,094,440
Less Previous Approvals²		\$ 36,375,943
REQUESTED NEW AUTHORIZATION		\$ 79,718,497

SOURCE: Stephen Carter & Associates

*Location not yet conclusive.

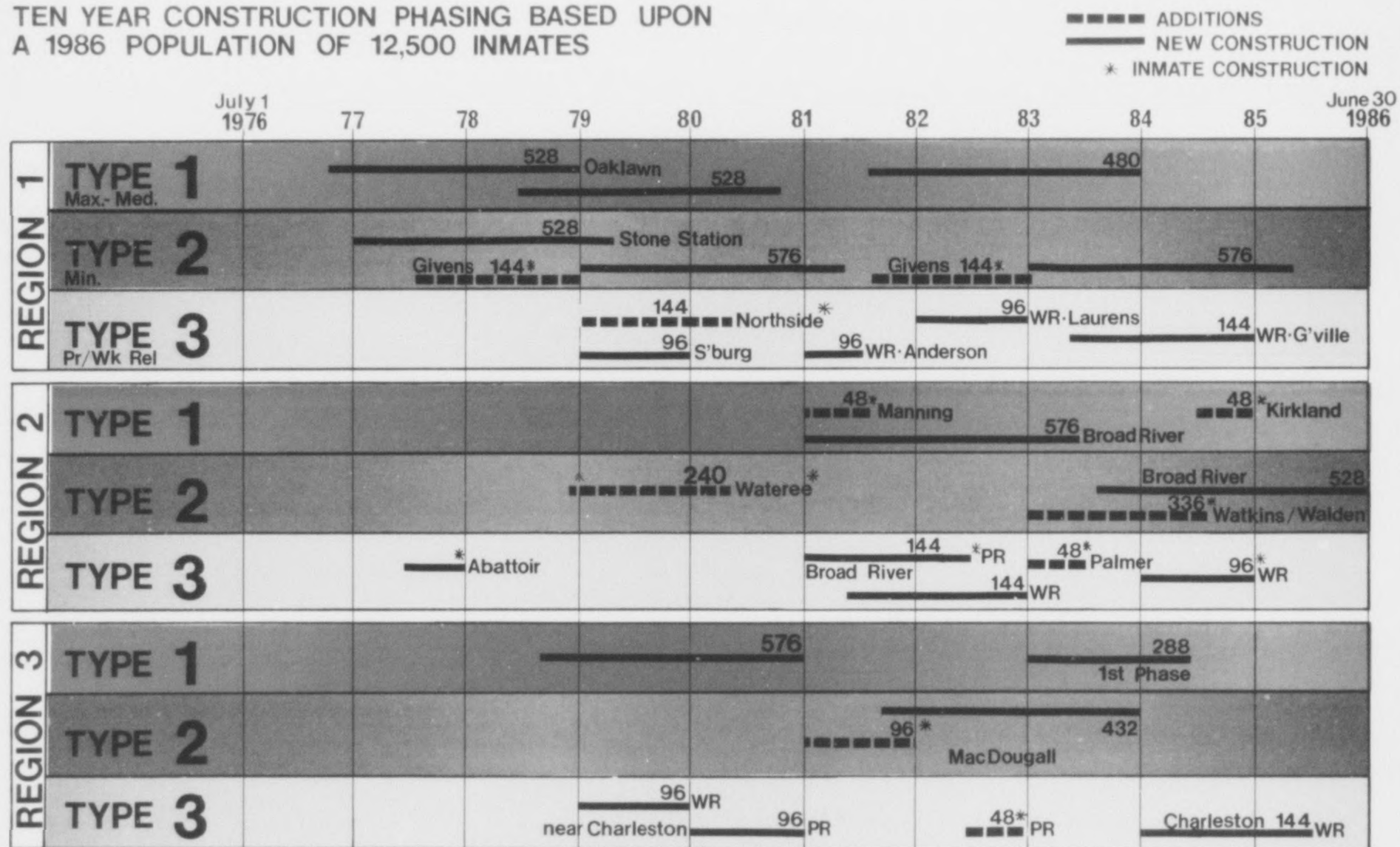
¹ The total number of beds constructed for 1986 exceeds the estimated need by 179 in order to prevent construction of fractionalized and inefficient facilities.

² Of the original \$37,500,000 approval, \$1,124,057 has been expended towards A/E fees and construction efforts.

³ The capital cost associated with providing an acute care medical facility has *not* been included in this plan. A more comprehensive acute care plan must be developed prior to estimating any capital expenditures.

• In an effort for the Department to proceed with the essential facility planning and scheduling, the Legislature should appropriate and release capital funds at least two years in advance of construction.

TEN YEAR CONSTRUCTION PHASING BASED UPON
A 1986 POPULATION OF 12,500 INMATES

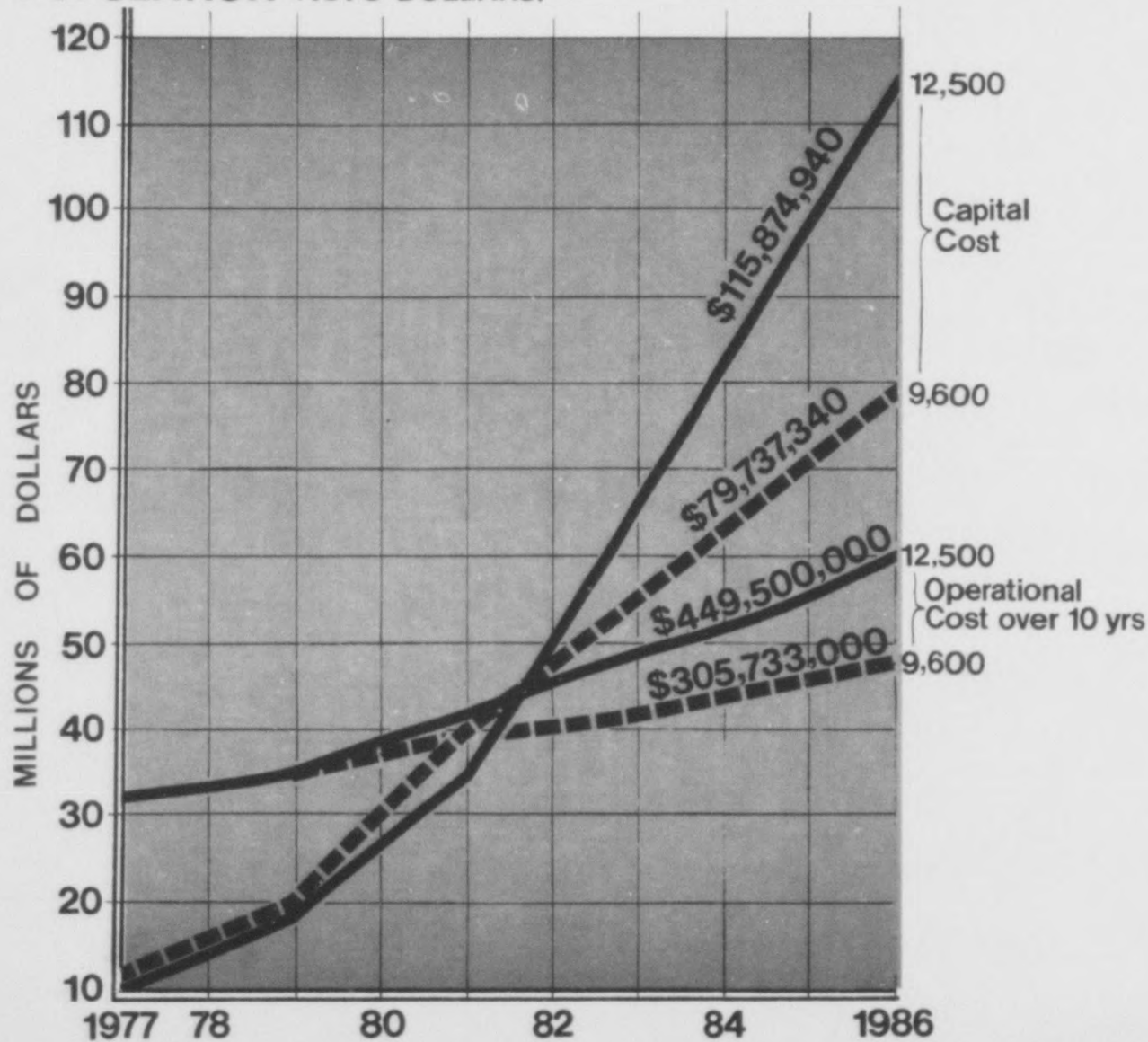


- The Department should proceed immediately with the establishment of an in-house implementation team with the full-time responsibility of evaluating and updating the ten-year plan. This team could be formulated from existing staff professionals and should publish quarterly progress reports and direct the preparation of the annual operating and capital budget requests.

- To maximize the saving that can be achieved through selective facility duplication, the Department should enlist the services of the design and construction profession in the development of a proto-typical design/construct program for the proposed capital improvements plan.

IMPLEMENTATION STRATEGY

OPERATING & CAPITAL COST COMPARISON 9,600 vs 12,500 POPULATION (1976 DOLLARS)



- To realize the potential cost saving to be derived from the use of inmate labor and a proto-typical design/construct program, the Department should seek authorization of supplemental operating funds to create a professional construction management team. It is estimated that a staff of approximately 29 personnel would be required for the construction of 1536 bed spaces with inmate labor. In addition to salaries, start-up equipment costs of \$311,000 would be required. The ten-year personnel and equipment costs would approximate \$3.4 million while saving approximately \$4.8 million in construction costs. One state contacted (Texas) has an in-house staff of 192 to implement its extensive inmate construction program.

- The responsibility for saving the State approximately \$75 million over ten years in operating and capital expenditures for the Department rests predominantly with the Legislature and the Courts. With changes in the laws (e.g. mandatory sentence lengths) and court procedures (e.g. greater use of Youthful Offender Act), the 1986 population could potentially increase to 9,600 rather than 12,500. The capital cost saving alone would exceed \$35 million. A method for monitoring the legislative actions in this regard should be implemented immediately.

Decisions made in the criminal justice system have a recognizable "ripple" effect among all the related components. In the overview presented in this summary document, an attempt has been made to quantify the financial impact and intensity of the decisions rendered by the legislative, judicial, law enforcement, and correctional components of the criminal justice system. With regard to the correctional component, two choices exist. One choice has the Legislature, in concert with the State's court system, working jointly to implement reasonable alternatives to incarceration. The second choice is to continue present policies and remain one of the highest incarcerating states in the nation. Either choice has associated costs. The first choice, alternatives to incarceration, however, offers the State an opportunity to save approximately \$75 million during the next ten years.

As the Department embarks upon a ten-year growth plan, new management and implementation objectives must be formulated. Although the Department does not control the inflow or outflow of inmates, it can, with internal modifications, save the State approximately \$10 million during the next ten years by re-structuring the classification system, requiring greater accountability in institutional operating costs, and the development of a program of more extensive use of inmate labor to the extent that it proves cost effective over time.

It is essential that the Legislature and the Department of Corrections begin together to effect these external and internal changes in an effort to optimize the ultimate cost saving. The need is urgent and without the immediate support of the development of alternatives or the appropriation of tens of millions of dollars, the State will be accepting a commitment to an upward spiral of incarceration costs or the exacerbation of an already serious overcrowding condition in the correctional facilities.

SC & A

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