

<b>AGENCY NAME:</b>	South Carolina Department of Probation, Parole and Pardon Services		
<b>AGENCY CODE:</b>	N080	<b>SECTION:</b>	066

## Fiscal Year 2017-18 Accountability Report

### SUBMISSION FORM

<b>AGENCY MISSION</b>	<ul style="list-style-type: none"> <li><b>Prepare</b> offenders under our supervision toward becoming productive members of the community;</li> <li><b>Provide</b> assistance to the victims of crime, the courts and the Parole Board; and to</li> <li><b>Protect</b> public trust and safety</li> </ul>
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<b>AGENCY VISION</b>	Our vision is to be recognized nationally as a catalyst for positive change in the lives of offenders, a force for public safety, a leader in victim services, and a responsible steward of public funds.
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Please select yes or no if the agency has any major or minor (internal or external) recommendations that would allow the agency to operate more effectively and efficiently.

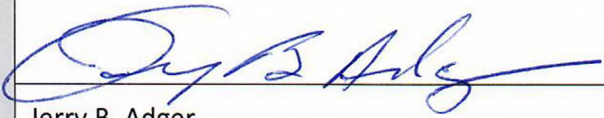
	Yes	No
<b>RESTRUCTURING RECOMMENDATIONS:</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Please identify your agency's preferred contacts for this year's accountability report.

	<u>Name</u>	<u>Phone</u>	<u>Email</u>
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I have reviewed and approved the enclosed FY 2017-18 Accountability Report, which is complete and accurate to the extent of my knowledge.

<b>AGENCY DIRECTOR</b> <b>(SIGN AND DATE):</b>			
<b>(TYPE/PRINT NAME):</b>	Jerry B. Adger <span style="float: right;">9/12/18</span>		

<b>BOARD/CMSN CHAIR</b> <b>(SIGN AND DATE):</b>			
<b>(TYPE/PRINT NAME):</b>			

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## AGENCY'S DISCUSSION AND ANALYSIS

### Description of Agency

The South Carolina Department of Probation, Parole and Pardon Services is the third largest state law enforcement agency in South Carolina and is charged with the supervision of offenders in the community placed on probation by the Court, paroled by the State Board of Pardons and Pardons, and on Youthful Offender Release from the South Carolina Department of Corrections (SCDC). Offenders are supervised according to a wide range of strategies that are designed to provide the opportunity to succeed while protecting public safety. The Department embraces the motto: ***Prepare, Provide, Protect.*** At the end of fiscal year (FY) 2018, the Department supervised a daily average of 56,387 jurisdictional offenders and 29,171 active offenders.

The Department was created on October 18, 1941 by Act 547 (amended to Act 571) with the expectation to maintain high standards of integrity, professionalism and accountability. The Department maintains a headquarters facility in Columbia along with 46 county offices and four county satellite offices (Beaufort, Berkeley, Dorchester, and York). At the end of FY 2018, the Department was staffed with 677 employees, which included 662 classified positions and three unclassified positions, 11 temporary contract positions and one temporary grant position. The Department is comprised of the Director's office and four divisions: Field Operations, Fiscal Services, Hearings and Policy Management, and Pardons, Pardons and Rehabilitative Services.

Jerry B. Adger was appointed as Director in January 2015 by Governor Nikki Haley. Director Adger has the overall responsibility for the Department, the budget, staff functions, and ensures that all policies, procedures, and protocols are followed. The Director's Office includes the Office of the Chief Deputy Director, the Office of Information Technology Services, the Office of External Affairs and the Office of Professional Responsibility.

The Department continued to focus on addressing the tasks associated with its Strategic Plan by successfully completing 11 of its strategic objectives – translated 29 victim and offender forms into Spanish, established three additional remote videoconferencing sites for parole hearings in Anderson, Florence, and Allendale counties, participated in community awareness events for the Ignition Interlock Device Program, developed and trained staff on security policies, evaluated customer satisfaction with Department service providers, developed seven leadership standards, created a process for employees to offer suggestions and voice concerns, expanded the staff wellness program, revised the procedures for developing white papers, and implemented a certification process the actuarial risk and needs assessment users (2015-2020 Strategic Plan Objectives 1.2.1, 1.2.3, 1.3.6, 2.1.1, 2.1.3, 2.2.2, 3.2.1, 3.2.4, 3.2.9, 3.4.1, and 4.1.4). The Department has sustained its commitment to implementing operational strategies to meet the ongoing mandates of the Omnibus Crime Reduction and Sentencing Reform Act of 2010. Through these measures, the Department has saved taxpayers more than \$39 million by diverting over 1,600 offenders from the South Carolina Department of Corrections (2015-2020 Strategic Plan Objectives 1.1.1, 1.1.7, and 1.3.1).

These accomplishments have led to successful supervision completion rates that exceed national averages. The FY 2018 SCDPPPS probation successful closure rate was 81% compared to the national average of 60%. The parole successful closure rate was 83% compared to the national average of 61% (Bureau of Justice Statistics, *Probation and Parole in the United States, 2016, Revised April 28, 2018*).

In a 2018 update on prisoner recidivism, the Bureau reported an estimated 68% of released prisoners were arrested within three years. The latest cohort tracked by SCDPPPS has a recidivism rate of 50% of offenders arrested within three years of case closure and only 18% of offenders admitted to the SC Department of Corrections within three years of case closure. In the coming year, the Department will explore increasing the number of measures used to calculate its recidivism rate to better align with national recidivism measures.

The Department has begun efforts to actively address homelessness among offenders under SCDPPPS jurisdiction. According to the Council of State Governments (2017), about 10% of offenders who leave prison are

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homeless for some period of time after release. In the past, the Department did not have a method to accurately identify the number of homeless offenders in the Department's Offender Management System (OMS). At the end of FY 2018, a process was created by the Department's Office of Program Planning and Development to identify, track and address homeless individuals. Statewide implementation will follow dissemination of training and guidelines in FY 2019.

#### **Internal Factors Affecting Agency Performance in Fiscal Year 17-18**

- CALEA Accreditation achieved
- Domestic Violence Specialized Caseloads introduced
- Caseloads reduced due to hiring of additional Offender Supervision Specialists (OSS)
- Phase I of Agent vehicle rollout completed
- Statewide service provider directory updated to include victim resources and court-ordered offender programs

Attaining national accreditation was the most significant achievement and internal factor demonstrating SCDPPPS' successful performance during FY 2018. SCDPPPS is the first probation agency in the nation to achieve accreditation from the Commission on Accreditation for Law Enforcement Agencies (CALEA). The Department is the third South Carolina Cabinet agency to become CALEA certified, preceded by the State Law Enforcement Division (SLED) and the Department of Public Safety. In March 2018, two CALEA assessors visited SCDPPPS and reviewed the Department's policies, procedures, and management strategies. SCDPPPS was found to be in 100% compliance with all applicable standards. Through the process of reviewing and revamping several policies and procedures, SCDPPPS has experienced improvements in documentation practices, evidence collection, training curriculum, officer safety practices and the creation of a statewide emergency communications system. The Department completed its implementation of these new, improved policies in March 2018, and later received its official initial accreditation on July 28<sup>th</sup>. SCDPPPS will next pursue accreditation on the state level.

As of May 2017, SCDPPPS had 1,651 offenders under supervision for domestic violence. As of June 2018, that number increased to 1,917. Recognizing a need to address this growing societal problem, using \$1,224,000 in recurring funds allocated by the General Assembly in the FY 17-18 budget, SCDPPPS implemented specialized Domestic Violence Agent caseloads. SCDPPPS hired 20 Domestic Violence Agents who are located in 11 counties and serve the entire state. In its first year, this pilot project is showing positive results with an 82% successful case closure rate (percentage of offenders who complete their probation term without a new criminal conviction). Experienced Agents were promoted, trained and certified to supervise this unique population (2015-2020 Strategic Plan Objective 1.1.6). The average caseload for these Agents is 51 offenders, enabling Agents to focus solely on supervising this high-risk group.

SCDPPPS has also experienced reduced Agent caseloads due to the hiring of additional **Offender Supervision Specialists (OSS)**, non-law enforcement certified staff members who monitor standard level offenders (58% of the SCDPPPS offender population). At the end of FY 2018, the SCDPPPS employed 62 OSS positions in 29 counties, compared to 32 OSS in 15 counties the previous fiscal year. The creation and expansion of the OSS position has achieved its goal of reducing caseload sizes and enhancing case management. Compared to baseline numbers of August 2015, this program has reduced Agent caseloads in the four counties with the highest offender populations (Charleston, Greenville, Richland and Spartanburg) by 35% (2015-2020 Strategic Plan Strategy 1.1).

Another factor bolstering SCDPPPS performance this past year was the rollout of 104 new **law enforcement package vehicles**. The Department established an objective of reducing the vehicle to Agent ratio to 1:1 by July 2020 (2015-2020 Strategic Plan Objective 1.3.3). To achieve this task, the Department needed 208 vehicles. In its FY 17-18 budget, SCDPPPS received funding for 124 vehicles, which included 20 vehicles assigned to the Domestic Violence Specialized Caseload Agents. For FY 18-19, the General Assembly provided SCDPPPS with

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funding to lease an additional 104 vehicles- Phase II- through the Department of Administration Master Lease Program. These cars have proven to be essential for the everyday work of the Agents, and have enabled the Department to implement the aforementioned specialized caseloads. These cars have also streamlined the special assignment deployment process. Previously, SCDPPPS Field Operations management was forced to consider the scarcity of vehicles when assigning Agents to respond to emergencies and special assignments like Bike Week and hurricane evacuations; now Agents can be rapidly assigned to the specific location to carry out emergency operations. Vehicles are also utilized to perform offender home visits, offender extraditions, warrant teams, and to respond to global positioning system (GPS) alerts.

This past fiscal year SCDPPPS updated its **Statewide Service Provider Directory** to bolster victim advocacy by including victim resources and programming as well as court-ordered programs for offenders. The current database now includes more than 250 providers. Enhancements were made to the quality review process which removed programs whose criteria did not meet Department standards thereby ensuring consistency and program integrity. Statewide training on the use of the directory was delivered for continual referral application.

### **External Factors Affecting Agency Performance in Fiscal Year 17-18**

In October 2017, the SCDPPPS data center was migrated to the Division of Technology Operations (DTO) under the Department of Administration's Statewide Strategic Information Technology Plan, encompassing the consolidation of the Department's servers, storage, and other computer assets to the State's central Data Center. This major initiative enhanced the security and reliability of SCDPPPS' information assets. Now, additional levels of information technology services are provided by DTO for hardware maintenance and support, disaster recovery services and storage expansion capabilities (2015-2020 Strategic Plan Strategy 2.4).

### **Agency's Current Efforts and Associated Results Presented Elsewhere in this Report**

The Department continues to reorganize and realign internally to address key positions where the employee has or will retire by years' end as well as maximize resources in the areas of mental health, domestic violence and Agent accountability. Focus on maximizing resources resulted in the development of draft offender mental health supervision guidelines, the introduction of a cognitive restructuring program to provide the Parole Board additional treatment options and the implementation of a body worn camera pilot program in which 50 Agents participated. The Department has dedicated 20 Agents and 11 Victim Advocates to the Specialized Domestic Violence Caseload Program. In October 2017, they received a week-long training on tools and techniques to enhance supervision strategies.

Finally on July 28, 2018, SCDPPPS became the first probation agency in the nation to receive accreditation from the Commission on Accreditation for Law Enforcement Agencies (CALEA). This prestigious, internationally recognized designation establishes and demonstrates SCDPPPS' commitment to law enforcement excellence.

### **Plans Under Development to Introduce Additional Changes**

- Conversion of 40 FTEs from Earmarked to State Funds
- Implementation of an Agent Recruitment and Retention Pay Plan
- Information Technology Upgrades
- Expansion of Mental Health and Rehabilitative Services Programs
- Quality Assurance Project for Business Applications
- Pursue State Accreditation with the South Carolina Police Accreditation Coalition (SCPAC)

The Department's funding stream is challenging, because 36% of the Department's annual funding is derived from earmarked or "other" funds- bolstered by unreliable court fees and offenders' ability to pay supervision fees. A significant number of the Department's FTEs are supported by these earmarked funds. This has proven to be somewhat challenging - exhibited by the continuous downward trend of fee and fine collections, a consequence that financially impacted the Department. In order to ensure the Department continues to operate

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on solid financial ground, SCDPPPS intends to request \$1,963,798 in state funding to **convert 40 FTEs from the earmark-funded category to state-funded**. This change in funding structure will enable the Department to continue to successfully meet our mission, goals and objectives (2015-2020 Strategic Plan).

Another fiduciary goal of the Department is to reintroduce the **Agent Recruitment and Retention Pay Plan**. The purpose of this plan is to recognize employees who have effectively carried out the mission and goal-driven performances of the Department to the State of South Carolina. It is the Department's continued goal to recruit and retain experienced, specialized highly qualified Agents, and to offer a competitive law enforcement salary. Staff retention has a direct impact on the success and failure of any organization, and the implementation of this plan will provide additional incentives for seasoned Agents to remain with SCDPPPS (2015-2020 Strategic Plan Objectives 3.1.6).

In order to maintain various legislative mandates- such as the Sentencing Reform Act, Emma's Law (DUI) and Domestic Violence programs- SCDPPPS strives to constantly improve its **information technology infrastructure**. These necessary improvements will elevate the information security posture, and ensure the reliability of agency statewide systems to enhance citizen access. In addition, new application development will assist in future data driven decisions while modernizing technology to increase mobility for specialized business needs. The deployment of new innovations will expand utilization of inter-agency collaboration- to deliver cost-effective and efficient services that meet the needs of system partners.

SCDPPPS has begun to grow its **mental health program** and rehabilitative services in a variety of ways over the past year. The Department has increased its focus on the behavioral health needs of its offender population by **partnering with the South Carolina Department of Corrections**. Working together, the agencies have shared information and resources ensuring inmates living with mental illness have comprehensive discharge plans implemented *prior* to their release under supervision in the community.

The Department has refocused its efforts to serve its offender population by placing **Rehabilitative Services programming directly in county offices**. A new curriculum was developed and staff have been trained on evidence-based therapeutic interventions. These services include substance use education, anger management and batterer's intervention classes aimed at changing maladaptive and criminogenic behavior. Additional programming is currently in development that will address other areas of need identified by official court orders as well as the SCDPPPS offender risk/needs assessment (2015-2020 Strategic Plan Objective 4.3.4).

Maintaining its focus to address upcoming needs, SCDPPPS has partnered with Clemson University to assist in the development of **mental health specialized Agent caseloads** that will focus on supervising offenders living with mental illness. Emphasis will be placed on treatment and medication compliance as well as long term stability that will endure following the end of supervision (2015-2020 Strategic Plan Objective 4.4.3). To ensure success of the concept of this specialized caseload, Agents will have detailed, comprehensive training that is tailored directly to the needs of this population and the appropriate responses to cognitive behavioral supervision.

In accordance with Strategic Plan Objective 4.4.1 and CALEA standards, the Department has also been successful in providing **mental health training** to 100% of agency staff. There are ongoing efforts to put additional annual trainings into place (2015-2020 Strategic Plan Objectives 1.2.5, 1.2.6, 4.1.3, 4.1.6, and 4.4.1).

Improving **quality assurance** processes for business applications remains a major focus of the Department. SCDPPPS is in the initial stages of several pilot projects aimed at improving various forms and offender software programs used by the Department. For instance, staff is currently working to revamp the EPMS process by introducing online dashboard automation. Using quantitative measurements, the new EPMS packet will promote objectivity, enforce consistent documentation standards, and create time for supervisors to cultivate employee "soft skills."

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SCDPPPS seeks to expand the **approval process for implementing Department projects**. This process will require several components to be detailed prior to implementation, including project goals, cost analysis, applicable training, a review of relevant research, and an evaluation process to measure success.

**Forms Automation and Tracking** is another Department initiative in development. SCDPPPS intends to update its forms database to a centralized, more user-friendly, relevant and consistent system. The introduction of a routine report review process will be implemented to manage removal of reports no longer needed to reflect current practices (2015-2020 Strategic Plan Goal 2).

Following its success in becoming the first probation agency in the nation to achieve CALEA accreditation, SCDPPPS plans to pursue **state accreditation** from the South Carolina Police Accreditation Coalition (SCPAC). Taking the next step of attaining state accreditation will help guide the Department toward ongoing maintenance of the gold standard of excellence it has set for itself during the CALEA accreditation process.

#### **I. Risk Assessment and Mitigation Strategies**

The Department has established four Department-level goals in the Department’s strategic plan that align with the mission, values, and budget priorities. Should these goals not be met, each will have several gradations of negative impact on the Department’s mission as well as the citizens of South Carolina.

##### **a. Potential Most Negative Impact on the Public if Goals Are Not Accomplished**

**Goal 1:** The first goal, “To Promote Public Safety for the Residents of South Carolina”, is the central purpose for SCDPPPS. The strategies for this goal address increasing the use of efficacious practices to supervise offenders, implement processes to assist victims of crime and the Parole Board and increase community and Agent safety. As objectives within this goal are completed and evaluated for success, new objectives are formulated to continue to improve strategies. As a result of these assessments, a new strategy was incorporated into the strategic plan: **1.4 - To increase delivery of evidence-based services that promote behavioral change**. Failing to meet this goal would significantly damage the core basis from which SCDPPPS operates and have an adverse effect on the Department’s other three goals. The probability of recidivism would increase which could result in a decline in public safety.

**Goal 2:** This goal, “To Continuously Improve Our Processes within Secure Systems” uses strategies that examine and evaluate the Department’s current security plans, financial accountability, data integrity and confidentiality and customer satisfaction. Should the Department not meet this goal, perhaps the most negative impact would be to the Department’s internal security systems, particularly those related to data confidentiality and integrity. Data specific to SCDPPPS’ stakeholders could be left vulnerable, compromised, and open to breaches. Daily operations are predicated upon the continual improvement of access to information systems to ensure efficient and secure protocols.

**Goal 3:** In Goal 3, SCDPPPS seeks “To Efficiently Develop the Organization and Workforce While Delivering Quality Services”. The Department’s leadership team recognizes that its employees are the mainstay of the organization and therefore are resolute in the pursuit of fostering an environment of opportunity and growth. These strategies include increasing employee retention, employing processes to promote high performance, creating a blueprint for knowledge continuity and improving project governance and practices. Failing to meet this goal would result in an unqualified workforce not capable of providing services at the highest level to stakeholders such as offenders, victims, the courts, and the community.

**Goal 4:** The last goal for the Department, “To Create a Structure to Provide Effective Rehabilitative Services to Offenders” concentrates efforts on identifying offender needs and developing comprehensive plans to address and change behavior. From increasing the number of validated service providers to improving mental health services to offenders, these strategies are designed to promote successful reentry by the offender. Reducing recidivism, the offender’s tendency to relapse into criminal behavior, is intrinsic to Goal

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1 and Goal 4. Failing to accomplish this goal would have multiple effects. The offender may not be in an advantageous position to maintain pro-social behavior or contribute to society as a productive, law abiding citizen. This could also have repercussions on the structure of the family dynamic for the offender. Additionally, there could be direct and residual impacts to crime victims.

**b. Nature and Level of Outside Help to Mitigate Negative Impact on the Public if Goals Are not Accomplished**

**Goal 1: “Promote public safety for the residents of South Carolina”**

The Department wishes to continue to build upon its positive relationships with other criminal justice professionals and providers with wrap-around services for offenders and to maintain consistent communications with crime victims and other advocates. Victim service agencies can further assist the Department in delivering applicable training. Sustaining strong partnerships with SLED, SCDC and local law enforcement will remain vital to mitigate any negative impact if this goal is not met.

**Goal 2: “To continuously improve our processes within secure systems”**

During the past fiscal year, the Department has expanded the Office of Professional Responsibility on issues of internal investigations, policy and practice formulation, quality assurance and mitigating overall departmental risk. These systems encompass all of the Department’s current practices to insure that the most effective and secure methods are in place for overall efficiency and to improve the Department’s manner of conducting business.

In addition, improving quality assurance and compliance processes for SCDPPPS business applications remains a major focus of the Department. The Department is in the initial stages of several pilot projects intended to improve its forms management and offender information software programs. Employees continue to be trained on ethical issues and cybersecurity through annual online sessions. SCDPPPS has built positive relationships with its counterparts at the Department of Administration to further assist with its overall document retention and privacy policies and practices.

**Goal 3: “Efficiently develop the organization and workforce while delivering quality services”**

SCDPPPS continues to strive to keep retention rates high and heighten competitive salary rates. The recently awarded national accreditation has reenergized pride in the Department. SCDPPPS will need to maintain relationships with the state Division of Human Resources (SDHR) to assist with the goals for retention and knowledge continuity through succession planning. The SDHR will be vital in addressing any negative impact felt by turnover. The Department is committed to focusing on leadership development with the assistance of training delivered by the ThinkShops at Clemson University during the fiscal year.

**Goal 4: “Create a structure to provide effective rehabilitative services to offenders”**

The Department has several new mental and behavioral health programs, trainings, and partnerships in place, which it seeks to expand with the support of other state agencies. SCDPPPS continuously works to find creative ways to galvanize more partnerships with community organizations who can assist offenders in their search for needed services. The General Assembly’s assistance and funding support for SCDPPPS initiatives will further mitigate any potential negative impacts on the public and the Department.

**c. 3 Options for What the General Assembly Could Do to Resolve the Issue Before it Becomes a Crisis**

**Option 1:** One of the FY 19-20 funding priorities of SCDPPPS is converting 40 FTEs from the “other funds” column to, instead, becoming state-funded. Daily operations and mission-driven objectives and the plan for continual growth will suffer if strategic goals are not met in a cost-effective manner.

**Option 2:** Introducing an Agent Recruitment and Retention Pay Plan focuses on objective 3.1.6. As a core element of succession planning, knowledge continuity is promoted by ensuring retention in the workplace. By funding this plan, The General Assembly will allow the Department to retain career-oriented individuals.



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**Option 3:** Goal 2 of the Strategic Plan is, “To Continuously Improve Our Processes within Secure Systems.” As SCDPPPS staff grows, so does the Department’s needs. The technological equipment of the Department must continuously be upgraded in order to keep track with the ever-changing and advancing world of data and information technology. Several vital departmental software programs must be replaced or updated to allow staff to complete their work in a timely and efficient manner. SCDPPPS needs to continue to improve communications with system partners and stakeholders. The Legislature can help bring these technological needs to fruition through the appropriation of state funds.

## **II. Restructuring Recommendations for Internal or Law Changes and Supporting Data and Implementation Plan**

One internal restructuring recommendation is for the Department to fully embrace specialized caseloads for more effective offender supervision and caseload management. Agents will be properly trained to meet the needs of specific populations. As evidenced by the implementation of the Domestic Violence Caseload Program, smaller caseloads allow for more focused supervision and strategies to address offender and victim needs (2015 – 2020 SCDPPPS Strategic Plan Objective 1.1.6).

Strategic Plan Strategy 4.4 is to, “Enhance Department resources and staff awareness for mental health services.” To bring SCDPPPS’ vision for the mental health program to fruition, state funding is needed to help grow these vital offender services. Specializing Agents in mental health and substance abuse will require additional funding. Expanding the currently limited rehabilitative services to more county offices will be the primary focus (2015 – 2020 SCDPPPS Strategic Plan Objectives 4.4.1 and 4.4.3).

Two pieces of legislation introduced in 2018, which are expected to be refiled in 2019, have the potential to make significant changes to SCDPPPS’ offender supervision practices:

- Introduction of Bill Amending the Sentencing Reform Act
- Introduction of Bill Amending Emma’s Law (DUI Ignition Interlock Device legislation),

The legislation aimed to amend several parts of the Sentencing Reform Act of 2010 would change current law to reflect the policy recommendations presented by the PEW Research Center to the Sentencing Reform Oversight Committee during the fall of 2017. Another SCDPPPS-relevant bill introduced in March 2018 was S.982, which did not pass in the Senate. This bill would have required drivers convicted of DUI 1<sup>st</sup> with a blood alcohol content (BAC) level above 0.08 (reduced from 0.15) have an ignition interlock device (IID) installed in their vehicle for a six-month suspension period. The bill also would require drivers who refuse the breathalyzer during a DUI traffic stop to have an IID installed in their vehicle while their administrative hearing is pending in order to receive a temporary alcohol license. SCDPPPS will continue to monitor both bills should they be reintroduced during the upcoming 2019-2020 session.

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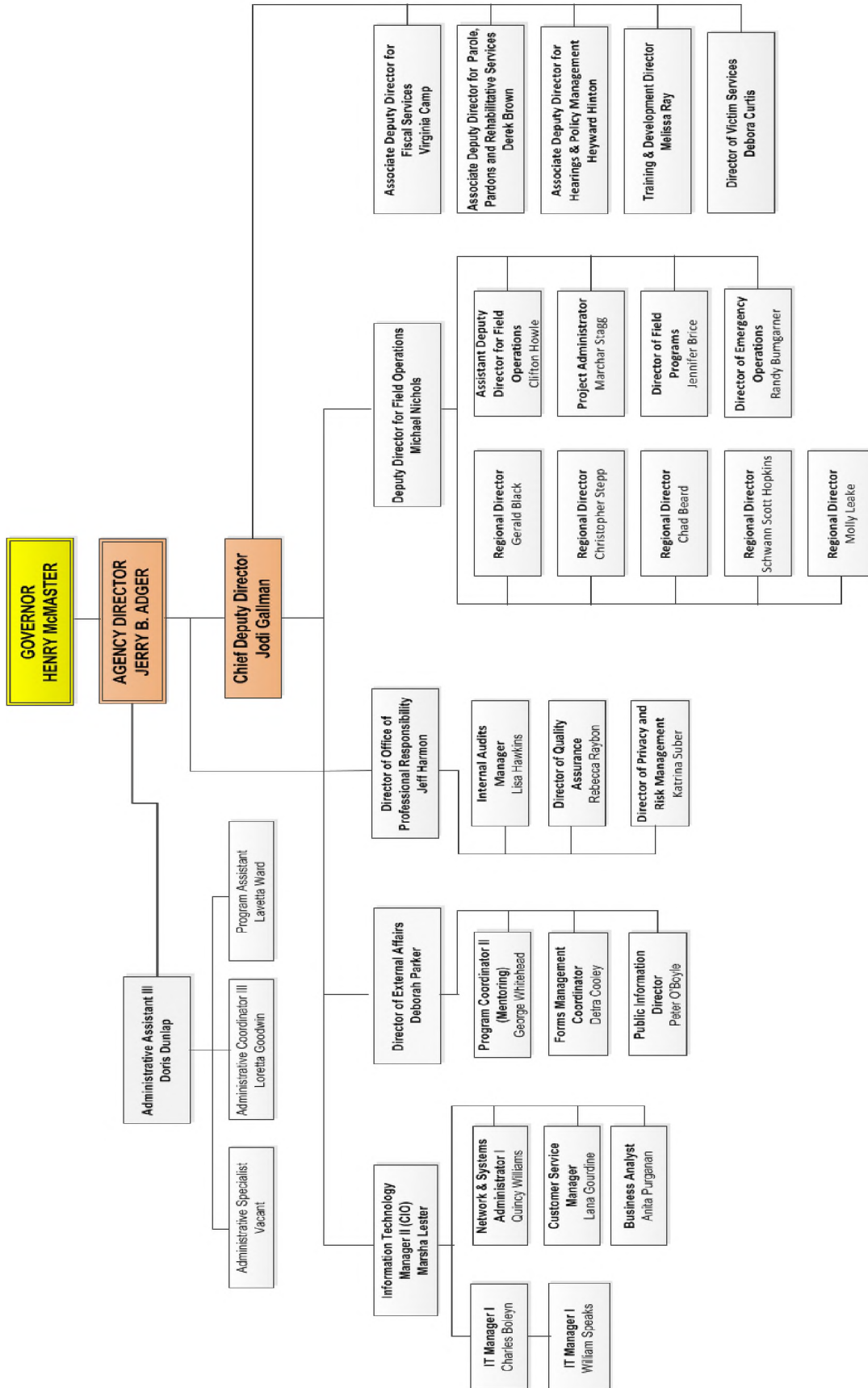
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