

A Jail and Prison Overcrowding Project Report



**An Evaluation of the
Implementation of the
South Carolina Department of Corrections'**

Shock Incarceration Program

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State
Reorganization
Commission

July 1992



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National Institute of Justice

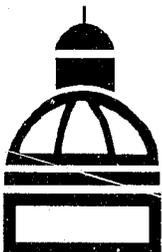
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State
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July 1992



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TO THE MEMBERS OF THE GENERAL ASSEMBLY:

I am pleased to transmit to you the *Evaluation of the South Carolina Department of Corrections' Shock Incarceration Program.*

Sincerely,

John Drummond
Chairman

/rmp

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EXECUTIVE SUMMARY

One of the primary goals of South Carolina's Shock Incarceration Program is the reduction of demand for bedspace as a way of addressing prison crowding issues in the State. In order for this program to be successful in this effort, it requires:

1. A sufficient number of eligible inmates who are recommended for the program;
2. A large enough number of offenders completing the program;
3. A true reduction in the length of time offenders spend in prison; and,
4. Offender participants who are drawn from those who would normally be incarcerated rather than those who would normally be sentenced to probation (or no net widening).

The South Carolina's Shock Incarceration Program has fulfilled all of these requirements:

- During the first sixteen months of the Shock Incarceration Program, 8,542 offenders were screened for possible placement into the program. Of this number, 777 offenders met all of the eligibility criteria and 723 were accepted into the program. (See page 26.)
- Of the 723 offenders who were accepted into the program, 91 percent were offenders who had already been sentenced to prison. Only 9 percent were sentenced directly to the program by the courts. However, these 9 percent were evaluated, prior to sentencing, and recommended by the Shock Incarceration Screening Committee for placement into the program. The analysis indicates that the Shock Incarceration Program is being used exclusively as an alternative to traditional incarceration and does not "widen the net of social control." (See page 68.)
- Of the 723 offenders who were accepted into the program, 477 offenders successfully completed the program, 67 failed the program, and 179 were active in the program at the end of the evaluation period. The failure rate was determined to be only 12.3 percent. (See page 51.)
- Of the 477 offenders who successfully completed the program, their length of incarceration was *substantially reduced*. On average, the Shock Incarceration Program *reduced* these offenders' length of incarceration by 248 days. If the program had not existed, these offenders would have been incarcerated, on average, for 372 days. Instead, these offenders were incarcerated, on average, for 121 days. (See page 70.)

- The average daily cost per male offender in the Thames Shock Incarceration Unit was \$28.68 -- less than the \$34.11 overall SCDC average for all inmates. The average daily cost per female offender in the Women's Shock Incarceration Unit was \$63.04, which is much higher than the overall SCDC average. However, because the program reduced these offenders' length of incarceration, both units are cost-effective. Overall, the Shock Incarceration Program resulted in cost avoidance savings of over \$4 million. (See page 70.)

Although the Shock Incarceration Program has been successful in terms of reducing prison crowding and avoiding additional costs, there are some issues which should be noted, namely:

- The SCDC has begun, but not completed, the process of promulgating regulations according to the procedures set forth in the Administrative Procedures Act for the Shock Incarceration Program. Section 24-13-1320 of the Shock Incarceration Act requires that this be done. (See pages 14 and 15.)

Recommendation: The SCDC should proceed, without delay, in promulgating regulations, via procedures set forth in the Administrative Procedures Act, for the Shock Incarceration Program.

- SCDC's practice of extending an offender's length of stay in the Shock Incarceration Program by as much as 30 days because of disciplinary and other problems has been beneficial to both the offender and the program. However, this practice is not provided for in the Shock Incarceration Act and has the potential, if the program is operating at maximum capacity, of reducing the availability of the program to otherwise eligible offenders. (See page 25.)

Recommendation: The SCDC should promulgate regulations, via procedures set forth in the Administrative Procedures Act, pertaining to its policy and practice of extending an inmate's length of stay in the Shock Incarceration Program. These regulations should indicate the circumstances where extensions are warranted and the procedures to be followed when an inmate is extended in the program.

- The SCDC's practice of requiring participants in the Shock Incarceration Program to provide paroling authorities with an address of the residence where he or she will be living upon his or her release from prison is not provided for in the Shock Incarceration Act. (See page 25.)

Recommendation: The SCDC should promulgate regulations, via procedures set forth in the Administrative Procedures Act (APA), pertaining to its policy and practice of requiring an inmate who participates in the Shock Incarceration Program to provide paroling authorities with an address of the residence where he or she will be living upon his or her release from prison.

- Neither the Thames Shock Incarceration Unit for men, nor the Women's Shock Incarceration Unit are fully utilized. The average daily population of the men's unit averaged 77.7 percent of capacity between October 1990 and October 1991. If the low months of October 1990, a phase-in period for the men's unit, and March 1991, when the capacity of the unit doubled, are excluded from the calculation, the average degree of utilization of the men's unit rises to 80.7 percent. The average degree of utilization of the women's shock unit was 61.7 percent. The persistent under-utilization of the Shock Incarceration Program would suggest that the program's eligibility criteria needs to be broadened to increase the pool of eligible offenders. (See page 31.)

Recommendation: The program's statutory eligible criteria should be changed so as to increase the number of offenders in the pool of eligible offenders. Expanding the age criteria to include offenders aged 26 to 29 would be the most obvious, if not the most effective, means of enlarging the pool of eligible offenders.

I. INTRODUCTION

INTRODUCTION

Shock incarceration programs or boot camp prisons, as they are sometimes called, are prison programs modeled after military boot camps. Offenders in these programs spend a relatively short period of time in prison and are then supervised in the community. During their time in prison, offenders in shock incarceration programs are separated from the other prison inmates and are required to participate in military drill and physical training. Typically, one of the major goals of shock incarceration programs is to reduce prison crowding and correctional costs. This report is primarily concerned with determining if the Shock Incarceration Program in South Carolina is achieving this goal. However, a much more important long-term goal of the program, a goal that will be closely examined in a subsequent report on this program, is to provide young offenders with a sound foundation on which to build new lives. This is the philosophical thesis of the shock incarceration concept. Donald J. Hengesh, in a recent article in *Corrections Today*, describes the rehabilitative goal of shock incarceration programs:

Most offenders entering boot camps lack basic life skills. They are in poor physical condition, have dropped out of high school and have had considerable exposure to the criminal justice system. They lack self-esteem and have established track records of being quitters or losers whenever they are faced with obstacles or problems. They also have remained unaffected by traditional methods of juvenile and adult probation and short terms of incarceration in local jails. The current system has had no impact on these young offenders; it surely has not been a deterrent.

Within 90 to 120 days, the length of most boot camp programs, we cannot correct all of these young offenders' problems. Nor can we provide them with all the educational and vocational skills they have missed that are needed for them to compete in the free community.

Boot camps were never intended to do all that. Consider military boot camps. They are not intended to make a young person into a fully functional soldier. Rather, they provide a foundation of discipline, responsibility and self-esteem the military can build on during the advanced training that follows.

Correctional boot camps are designed to do much the same thing. They provide a strong foundation parole and probation officers can build on in guiding young offenders into the necessary community-based programs that will help them.

Young offenders entering the correctional system have a false sense of pride stemming from their criminal lifestyles. They have built up resentment for authority. This must be stripped away before we can begin to make any change. It is this stripping away that offends many of the program's critics.

In covering boot camps, the media usually focuses on intake, the program's most intense period and the stage at which the stripping away process is most evident. Visitors to boot camps are usually shown the intake process, since it is the most shocking. In reality, intake is only a small part of a boot camp program.

For some offenders, this stripping away only takes a few minutes. For others, it may take days or even weeks. There are also some for whom it never works. But once this process is complete, the young offender is ready to start developing self-esteem, individual responsibility, self-discipline and a solid work ethic, all of which the remainder of the program is designed to teach.

They develop self-esteem by succeeding in educational programming, physical conditioning and work programs, and through personal growth and development. These young people have experienced failure time and again in school, on the job, and in their personal lives. They usually see themselves as failures. The programming, physical conditioning and work programs must all be geared to showing offenders they can achieve, and that it feels

good to achieve. They will need this self-esteem to give them courage to stand up to peer pressure when they return home.

Boot camps teach responsibility through continuous strict conformity to program rules and by holding offenders accountable for their behavior. We often hear the reason they are in prison is that "they got into the wrong crowd." We turn this around on them and tell them they *are* the wrong crowd, and they are responsible for what they have done and will do. From the moment they enter the facility, they learn that they are immediately responsible for their every action.

They have limited time to accomplish tasks such as making their beds, cleaning their living area and getting themselves ready for inspection. They must learn attention to detail and time management. They must also learn to work together, because the program is designed so that individuals cannot do it by themselves. All of this also helps teach self-discipline.

Boot camp programs can instill all these characteristics in young offenders within 90 to 120 days. That is not enough, though, for them to make it in the free world. An aftercare program that follows the same philosophy and is designed to get the young person into school, working and living in a supportive home environment is paramount for success. Boot camp is only as good as its aftercare.

The lessons learned in boot camp must be continued in the community until they become part of a lifestyle that is supported by the offender's desire to live that way, not by a correctional employee telling him or her to do it.

Boot camps are a viable alternative to prison if they are accompanied by appropriate aftercare. They are not intended to solve all of the woes of the prison system, nor are they designed to completely habilitate the offender. They must be looked at as programs that return to the basics with the goal of laying a strong foundation of self-esteem, responsibility, discipline and a work ethic on which a young person can build.

The Shock Incarceration Act, §§ 24-13-1310 through 24-13-1340 of the South Carolina Code of Laws, 1976, as amended, was signed into law and became effective on June 25, 1990. The South Carolina Department of Corrections (SCDC) was mandated to implement and operate this program. Section 2 of this Act repealed § 24-21-475, thus abolishing the Shock Probation Program of the South Carolina Department of Probation, Parole, and Pardon Services (SCDPPPS). The Shock Probation Program was authorized in South Carolina by the Omnibus Criminal Justice Improvements Act of 1986. Probably, the most significant aspect of the new legislation is that it allows corrections officials to select offenders, who have already been sentenced to the Department of Corrections, for placement into the program. Under the previous program, the only means by which offenders could enter the program was to be sentenced directly to the program by a judge, at his or her discretion. The new legislation continues to allow judges to sentence offenders directly to the program, if certain conditions are met, and they can prohibit any offender from participating in the program. The purpose of this change was to ensure that the program would reduce prison crowding by diverting young, non-violent offenders, with no previous incarceration experience, from prison. In general, most criminal justice practitioners agree that diverting offenders, *after they have already been sentenced to prison*, into alternative programs (i.e., post-sentence diversion) ensures that the programs will be used as alternatives to incarceration and not to "widen the net" of social control of non-prison bound offenders.

The Shock Incarceration Act also changed the way in which offenders are released from the program. With the previous Shock Probation Program, offenders were sentenced to the program by the court as a condition *precedent* to probation. Offenders had to complete the 90-day shock period before being placed on probation. The Shock Incarceration Act provides that once the offender completes the program successfully, he/she *must* be granted parole release.

The Shock Incarceration Act's statutory provision of the *presumption* of parole release for offenders who successfully complete the program is unique among South Carolina's statutory provisions.

The Department of Corrections currently operates a 192-bed shock incarceration unit for males at their Wateree River Correctional Institution, called the Thames Shock Incarceration Unit (TSIU) and a 24-bed shock incarceration unit for females at their Women's Correctional Center, called the Women's Shock Incarceration Unit (WSIU). These are the same facilities that were used for the previous Shock Probation Program which was, in effect, phased-out as the new Shock Incarceration Program (SIP) was phased-in. The Women's Shock Incarceration Unit began accepting new program placements on July 24, 1990, while the Thames Shock Incarceration Unit for men did not start receiving new program placements until October 1, 1990. The field operation of the new program, schedules, day-to-day activities, disciplinary standards, and educational programs are essentially unchanged from the previous program. However, greater emphasis is now being placed on education, release preparation and substance abuse programs.

As mandated by Proviso 3.59 of the FY 1990-91 General Appropriation Act passed by the South Carolina General Assembly, this report presents an evaluation of the South Carolina Department of Corrections' implementation of the Shock Incarceration Program. Proviso 3.59 states, in part:

The State Reorganization Commission, under its Jail and Prison Overcrowding Project, shall complete an evaluation of the shock incarceration program established by the Department of Corrections one year after the initiation of the program.

Shock incarceration programs may have either a direct or indirect effect on prison crowding. The most direct effect on crowding would occur if offenders who participate in the program spend less time in prison. That is, if the offenders were given a sentence of shock incarceration *instead* of a traditional prison sentence, and if the shock incarceration reduced the amount of time the offender spent in prison, then the total number of offenders in prison would decrease.

A second way that shock incarceration could have an influence on crowding would be to change offenders so that their criminal activities were reduced or eliminated upon release. This assumes that after offenders complete a shock incarceration program, they will be less inclined to be involved in crime, i.e., they will be rehabilitated. The result would be fewer criminals, fewer convictions and hence, fewer offenders sentenced to prison.

The purpose of this report is to determine if the provisions of the Shock Incarceration Act have been implemented and to what extent the program is achieving one of the primary goals intended for the program by the S. C. General Assembly -- to reduce prison crowding *directly* in a cost-effective manner. Since the program has been in operation only a relatively short period of time, this report will not examine the long-term rehabilitative effects of the program. A follow-up evaluation of this program will examine such areas as aftercare on parole and recidivism, which require a longer follow-up period.

This report examines the new Shock Incarceration Program from inception in July 1990, through October 31, 1991. Specifically, this report discusses the following:

1. The placement process;
2. Characteristics and demographics of offenders who:
 - (a) Were admitted to the program during the evaluation period;
 - (b) Were active in the program on October 31, 1991;
 - (c) Failed to complete the program; and,
 - (d) Successfully completed the program;
3. The program's effectiveness in reducing prison crowding; and,
4. A cost analysis of the program.

**II. OVERVIEW OF SHOCK INCARCERATION PROGRAMS
IN THE UNITED STATES**

OVERVIEW OF SHOCK INCARCERATION PROGRAMS IN THE UNITED STATES

"Shock incarceration," "shock probation," "shock parole," and "split sentences" are terms that describe programs that are somewhat similar in that offenders spend a relatively short period of time in prison prior to a period of community supervision. "Boot camps" is a term which, in this report, will be used interchangeably with "shock incarceration." However, a "boot camp" program is distinguishable from other programs, including some shock incarceration programs, in that boot camp inmates are almost always housed separately from, and do not mix with, other prison inmates. In addition, boot camp inmates may be required to participate in military drills, physical training, educational programs and other treatment-oriented activities including physical labor which may not be required of offenders in shock probation or shock parole programs. Boot camp inmates are typically young with no prior periods of incarceration.

Although shock programs are considered to be a modern correctional innovation by most people, no matter how broadly or narrowly shock incarceration is defined, the concept is not new. "Boot camp" programs have their roots in the 19th century. From 1888 to 1920, the New York state reformatory at Elmira was based on a military training model, which included 5 to 8 hours a day of marching and executing the manual of arms.

Idaho's is the oldest modern shock incarceration program. Authorized by the State Legislature in 1970 and implemented in 1974, the North Idaho Correctional Institution started its short-term treatment program for offenders a decade before other states developed the boot camp form of shock imprisonment. Georgia and Oklahoma were the next states to develop boot camps, begun in 1983 and 1984, respectively. In addition to South Carolina, other states with boot camps are: Alabama, Arizona, Arkansas, Florida, Illinois, Louisiana, Maryland, Michigan, Mississippi, New Hampshire, New York, North Carolina, Tennessee, Texas and Wyoming.

Iowa has a shock probation program in which the judge can remove certain inmates from prison within 90 days of confinement depending on how well they do in prison during that time. Ohio has a shock parole program.

As stated earlier, shock incarceration (SI) involves a short period of confinement, typically 3 to 6 months, during which offenders convicted of less serious, non-violent crimes, who have not been imprisoned before, are exposed to a demanding regimen of strict discipline, military style drill and ceremony, physical exercise and physical labor. Some shock incarceration programs offer educational and vocational training and rehabilitative programs. SI programs are often operated as a distinct division of the prison, although some are completely separate from the prison.

The rationale for such programs is that an offender who is "shocked" by a brief prison or jail experience will be deterred from returning to crime. The period of probation or parole may be part of the original sentence or may be granted to inmates who petition the court to suspend

execution of sentence. "Shock" programs provide a means of impressing offenders with the seriousness of their actions without subjecting them to long prison terms.

According to a recent survey, conducted by the *Corrections Compendium*, of all fifty states and the Federal Bureau of Prisons, 27 correctional systems, including the Federal Bureau of Prisons, have established one or more shock incarceration programs. (Appendix I, on page 73, shows the results of this survey.) The programs come by many names: Special Alternative Incarceration Unit; Basic Training Program; IMPACT (Intensive Motivational Program of Alternative Correctional Treatment); RID (Regimented Inmate Discipline); Challenge Incarceration, and others, as well as simply "Shock Incarceration" or "Boot Camp."

Not all prison boot camps are alike. Though regimented and military inspired, they differ considerably in emphasis and the programs they offer. Almost all require some, if not many, hours of drug treatment, education and psychological counseling; others place the greatest emphasis on the heavy physical training and discipline.

Age requirements vary from program to program. Six systems have no maximum age limit. Other states' programs' maximum age restriction vary from 21 to 39.

One of the most crucial aspects of the programs — follow-up support in the community — also varies considerably from one system to another.

Since their start, close to 16,000 offenders have completed shock incarceration programs in the U. S. with more than 12,000 graduating from boot camps. Current programs can accommodate 4,782 inmates at a time, ranging from 20 in Wyoming to 1,500 in New York. Eight states — Colorado, Kansas, Louisiana, Michigan, Mississippi, New Hampshire, New York, and South Carolina — include women in their programs. Other states and the Federal Bureau of Prisons provide programs only for men.

Courts assign defendants to the camps in 12 systems, corrections departments in 10, and both may in five. If direct from the courts, the penalty is generally instead of a sentence to prison, with a sentence pending if training is not complete. From prison, boot camp completion shortens prison terms.

Offenders participate in the camps voluntarily in 20 systems; are mandated in seven. In 15 systems, the programs are located in a separate camp or facility, while 10 systems house them in a prison. Three systems do both.

The boot camps have many pluses:

- The emphasis is on change. Almost all offer more counseling and education than the offenders would get in the general prison population.
- For young first-time incarcerated, they are almost always safer than prison. There are no experienced cons to school them in crime.
- There is more staff on hand, more activities, and very little idle time.

- The demanding exercise and regular meals improve health and stamina. The inmates learn what it is like to get up in the morning and be active all day.
- They also learn what it's like to be drug-free in an environment that demands a lot from them.
- While the per diem cost is often the same or more than for time behind bars, the brevity of the program means less spent on the individual recruit.

Goals of Shock Incarceration

Six goals have been most often presented for boot camp programs:

Specific Deterrence. The theory behind boot camp is that the "shock" experience of an extremely regimented period of incarceration will produce a strong disincentive for an individual to commit behavior that could lead to a return to prison. Some programs consciously use the proximity of the boot camp to a traditional facility in order to expose the boot camp inmates to the realities of "hard time." Especially controversial has been the toleration or even encouragement of sexual taunting directed at the young boot camp inmates by the men in the traditional facility. A National Institute of Justice report found this taunting to be widespread. Prison administrators, according to the NIJ authors, "had mixed reactions to taunting." Some thought taunting made the threat of sexual assault in the general population more credible to shock incarceration inmates than similar warnings issued by staff, and hence contributed to a deterrent effect.

General Deterrence. The punishment aspects of boot camp (hard labor, summary punishment for minor infractions, constant exercise, 5 a.m. wake-up) are in some states fairly severe, and these are the elements featured by the media. Certainly, news items about boot camps focusing on the shaving of heads and carrying of shovels must have some sort of effect on those watching. At the very least, politicians voice deterrence as a major reason for supporting boot camps.

Rehabilitation. Nearly all shock incarceration programs have been promoted politically with the promise that the new form of punishment will rehabilitate the offender, leading to lower recidivism rates. Two sorts of rehabilitation may (or may not) take place in the boot camp: rehabilitation by transference and rehabilitation by treatment. The transference model envisions that the personal discipline and regimented lifestyle imposed in the boot camp will create habits that can be transferred to life on the outside. Self-esteem, self-control, and the ability to cope with stress are some of the habits that one would hope may be transferred.

Rehabilitation by treatment requires therapeutic programs outside of the military regimen. Programs designed to treat substance abuse, improve job skills, and deal with aggressive behavior are distinct from the rest of the boot camp curriculum and are included by all states at least to some small degree.

Punishment. Promoters of boot camps advertise heavily the punishment value of shock incarceration. This goal of sentencing, which is nearly universal, can be served in at least two

ways by the boot camp. First, the boot camp provides concrete punishment. The program itself is rigorous, active, and painful, which satisfies to some degree the public's demand for retribution. In contrast, prison itself may seem to punish through boredom and hopelessness. Secondly, the boot camp can be used to "widen the net" and inflict an incarcerative punishment on more offenders, as the boot camp term is relatively short. The latter method, however, is to be discouraged, as widening the net will eliminate any cost savings and aggravate what is already in most cases a severe overcrowding of the prison population as a whole.

Incapacitation. The short period of incarceration in the boot camp programs relegates incapacitation to a second-tier goal. Nonetheless, if post-incarcerative community control (such as intensively supervised probation) is combined with the boot camp sentence, then this factor may become significant.

Reduce Overcrowding and Cut Costs. It is not merely coincidence that the surge in boot camp programs has occurred at a time that most prison systems are at or near capacity, with several under federal court orders to create more space. The political pressure to reduce overcrowding without reducing perceived punishment is high, and boot camps can accomplish this if those assigned to the boot camps are convicts who are diverted from longer prison terms.

III. SHOCK INCARCERATION IN SOUTH CAROLINA

SHOCK INCARCERATION IN SOUTH CAROLINA

The Shock Incarceration Program legislation was signed into law and became effective on June 25, 1990. (A copy of this legislation is contained in Appendix II, on page 78.) Placement of approved inmates began on July 24, 1990, at the Women's Shock Incarceration Unit and on October 1, 1990, at the Thames Shock Incarceration Unit for men. This legislation repealed § 24-21-475 of the South Carolina Code of Laws, 1976, as amended. Section 24-21-475 was part of the Omnibus Criminal Justice Improvements Act of 1986, signed into law on June 3, 1986, that mandated the Department of Probation, Parole, and Pardon Services to create a shock *probation* program. In July 1987, the SCDPPPS, in conjunction with the South Carolina Department of Corrections opened the 96-bed Shock Probation Unit for men near the SCDC's Wateree River Correctional Institution in Sumter. The Shock Probation Unit for women, a 24-bed facility, was opened in November 1987, adjacent to the SCDC's Women's Correctional Center in Columbia. On March 17, 1991, a second 96-bed unit for men, also located at the Thames Shock Incarceration Unit, became operational. The total capacity of the Thames Shock Incarceration Unit currently is 192.

There are two ways an offender can be placed in the Shock Incarceration Program. The first is for the Department of Corrections to select qualified participants. Offenders received through reception and evaluation centers who meet the eligibility criteria and volunteer to participate are reviewed by a Shock Incarceration Screening Committee. Applicants recommended by the Committee are referred to the Director of the Division of Classification for approval. Before the final decision is made, information received from law enforcement officials and victims is considered. To be eligible for Shock Incarceration, an inmate must:

- Be less than 26 years of age at the time of admission to SCDC;
- Be eligible for parole in two years or less, or if unsentenced, subject to being sentenced to five years or more, or is being revoked from probation;
- Have no violent convictions as defined in Section 16-1-60 or by the Department of Corrections;
- Have no prior incarcerations in an adult state correctional facility or shock probation/ incarceration program;
- Be physically and mentally able to participate; and,
- Not be prohibited because of his or her sentence.

A second way an offender can be placed in the Shock Incarceration Program is through a court referral. Judges can sentence eligible offenders to the Department of Corrections for a period of 15 working days for evaluation in a South Carolina Department of Corrections' reception center. The Department of Corrections, in conjunction with the Department of Probation, Parole and Pardon Services, prepares a presentence evaluation report for the judge and returns the offender to court with a sentencing *recommendation*. This evaluation report may recommend that the judge sentence the offender to the Shock Incarceration Program or some

other sentence including, but not limited to, probation, a regular prison term, or a youthful offender "indeterminate" term. The judge, however, is not bound by this recommendation and may sentence the offender as he deems appropriate. If the judge chooses to sentence the offender to the Shock Incarceration Program, the offender is then transferred immediately to the Department of Corrections. Bedspace in a shock unit is normally available within two weeks of arrival. Judges who do not want to delay sentencing can sentence the offender to incarceration at the Department of Corrections and make a *recommendation* that the offender be considered for placement into the SIP. The placement process is discussed further on pages 16 through 29.

The South Carolina Department of Corrections has adopted the following mission and goals for the Shock Incarceration Program:

- The mission of the Shock Incarceration Program is to change lives by instilling discipline, positive attitudes, values, and behavior. The goals are:
- To deter crime by making a future offense a more onerous threat;
- To rehabilitate the offender by:
 - a. Improving self-esteem, self-control, and ability to cope with challenging and stressful situations by experiencing strict, but not harsh discipline; and,
 - b. Providing opportunities for self-discipline, hard work, physical well-being, education, counseling, and training to address problems related to criminality such as substance abuse/addiction, and job-seeking skills;
- To punish by placing the offender in a more severe alternative than such community sanctions as probation;
- To manage risk by selecting high-risk, non-violent offenders, to age 26, who otherwise would serve a regular incarcerative sentence; and,
- To reduce crowding and cut costs through this alternative to longer-term incarceration.

While in the Shock Incarceration Program, offenders between the ages of 17 and 25 are confined at a South Carolina Department of Corrections facility for, *typically*, 90 days during which time the offender participates in an intensive program of discipline, work, strenuous physical activities and programs. (As explained later, an offender's time to serve in the Shock Incarceration Program may be extended for up to 30 days, for various reasons.) When the offenders successfully complete the program, they are then *automatically* paroled and supervised in the community by the Department of Probation, Parole, and Pardon Services.

The South Carolina Department of Corrections presently operates a 192-bed shock facility for males, called the Thames Shock Incarceration Unit, at the Wateree River Correctional Institution, and a 24-bed shock facility, called the Women's Shock Incarceration Unit, for females at the Women's Correctional Center. The day-to-day activities, disciplinary stan-

dards, and educational programs are essentially unchanged from the previous shock probation program. However, greater emphasis is now being placed on education, release preparation, and substance abuse programs.

The South Carolina Shock Incarceration Program incorporates strict disciplinary practices, an educational program, drug and alcohol awareness programs, and meaningful employment. On July 1, 1990, the South Carolina Department of Corrections contracted with the South Carolina Commission on Alcohol and Drug Abuse to provide 14 hours of alcohol and drug education services to both male and female "shock incarcerated" offenders at a maximum cost to the SCDC of \$24,000 for the contract year. (A copy of this contract is contained in Appendix III, on page 81.) According to this contract, the South Carolina Commission on Alcohol and Drug Abuse will:

...provide an Alcohol and Drug Education Course to all new incoming "shock incarcerated" inmates. Each new "platoon" shall consist of a maximum of 32 male "shock incarcerated" inmates and will be divided into two (2) groups for the 14-hour course. The maximum number of "shock incarcerated" inmates to receive the educational services in a group will be 16. A course will be conducted for female "shock incarcerated" inmates on request.

Approximately seven hours of meaningful employment is provided each day, Monday through Friday. Meaningful employment includes such activities as cutting trees for fence posts, building pasture fences, repairing fences, clearing drainage ditches, maintaining vegetable gardens, providing labor crews for the local recreation department, cleaning trash up along the highways adjacent to the institution, as well as grounds maintenance/lawn mowing, and other projects at the facilities.

The following is a typical weekday's schedule:

5:00 a.m.	Wake-Up
5:00 a.m. - 5:30 a.m.	Shave, Make Beds, Dress for Physical Training
5:30 a.m. - 6:00 a.m.	Breakfast
6:00 a.m. - 7:00 a.m.	Physical Training
7:00 a.m. - 7:30 a.m.	Inspect and Sick Call
7:30 a.m. - 3:15 p.m.	Work Call (Lunch 12:30 p.m.)
3:15 p.m. - 3:45 p.m.	Personal Hygiene, Prepare for School
3:45 p.m. - 3:50 p.m.	Fall Out and Leave for School
3:50 p.m. - 6:30 p.m.	School
6:30 p.m. - 7:00 p.m.	Supper Meal
7:00 p.m. - 8:00 p.m.	Supervised Study
8:00 p.m. - 9:00 p.m.	Free Time
9:00 p.m. - 10:00 p.m.	Clean Living Area
10:00 p.m.	Lights Out

(Note: Extra duty for those assigned: 10:00 p.m. - 12:00 a.m.)

Pursuant to Section 24-13-1320 of the Shock Incarceration Act, the SCDC is required to promulgate regulations, according to procedures set forth in the Administrative Procedures Act (APA), for the Shock Incarceration Program. These regulations are to include the selection

criteria, inmate discipline, programming and supervision, and program structure and administration. The SCDC has begun, but not completed, the process of promulgating these regulations according to the procedures set forth in the APA; however, the agency has developed procedures under which the program is currently operating. Significant areas of these operating procedures are discussed below:

Eligibility Criteria

As listed on page 12 of this report, an inmate recently committed to the South Carolina Department of Corrections is eligible to be considered for Shock Incarceration if he or she:

1. Is less than 26 at the time of admission to SCDC;
2. Is eligible for parole in two years or less, or if unsentenced, subject to being sentenced to five years or more or is being revoked from probation;
3. Has no violent convictions as defined in Section 16-1-60 or by the Department of Corrections;
4. Has no prior incarceration in an adult correctional facility or shock probation/incarceration program;
5. Is physically and mentally able to participate; and,
6. Is not prohibited because of his or her sentence.

Participation in the Shock Incarceration Program is deemed a privilege and no inmate has a right to participate or to continue to participate because he or she meets the eligibility criteria.

Program Responsibility

The Commissioner of the South Carolina Department of Corrections designated the Director, Division of Classification, to coordinate the Shock Incarceration Program.

Shock Incarceration Screening Committee

The Commissioner of the SCDC appointed a Shock Incarceration Screening Committee at each of the four reception centers:

1. Appalachian Correctional Region at Perry Reception and Evaluation Center;
2. Midlands Correctional Region at Broad River Reception and Evaluation Center;
3. Coastal Correctional Region at Lieber Reception and Evaluation Center; and,
4. Women's Correctional Center Reception Unit for female inmates.

Each Shock Incarceration Screening Committee is comprised of three members and alternates from the reception unit who are knowledgeable of the reception process and the Shock Incarceration Program. One member of each committee is from the Department of Probation, Parole, and Pardon Services. Primary members of the Shock Incarceration Committee are:

1. Deputy Warden;
2. Regional Classification Coordinator/WCC Designee; and,
3. Assistant Chief Parole Examiner

IV. THE PLACEMENT PROCESS

THE PLACEMENT PROCESS

As shown in FIGURE 1, on page 18, offenders may enter the Shock Incarceration Program in two ways. Judges may sentence offenders directly to the program, or the SCDC can select offenders for placement into the program. The following describes how offenders enter the program by these two procedures.

SCDC Selection Process

The Regional Classification Coordinator/Women's Correctional Center (WCC) Coordinator Designee initiates the screening of inmates in the reception process to establish a pool of qualified candidates to be reviewed by the Shock Incarceration Screening Committee. The Shock Incarceration Screening Committee evaluates inmates who meet the eligibility criteria to determine if their participation:

1. Is consistent with the safety of the community;
2. The welfare of the inmate; and,
3. The regulations of the SCDC.

Those inmates eligible for participation in the Shock Incarceration Program are contacted and advised of their eligibility to participate. If they want to apply for the program, they will complete the application and a voluntary statement of the terms and conditions for the program. At this time the inmate is carefully evaluated by medical staff to ensure physical ability to participate in the program. If medical clearance is obtained, the Shock Incarceration application is forwarded to the Division of Classification for final approval.

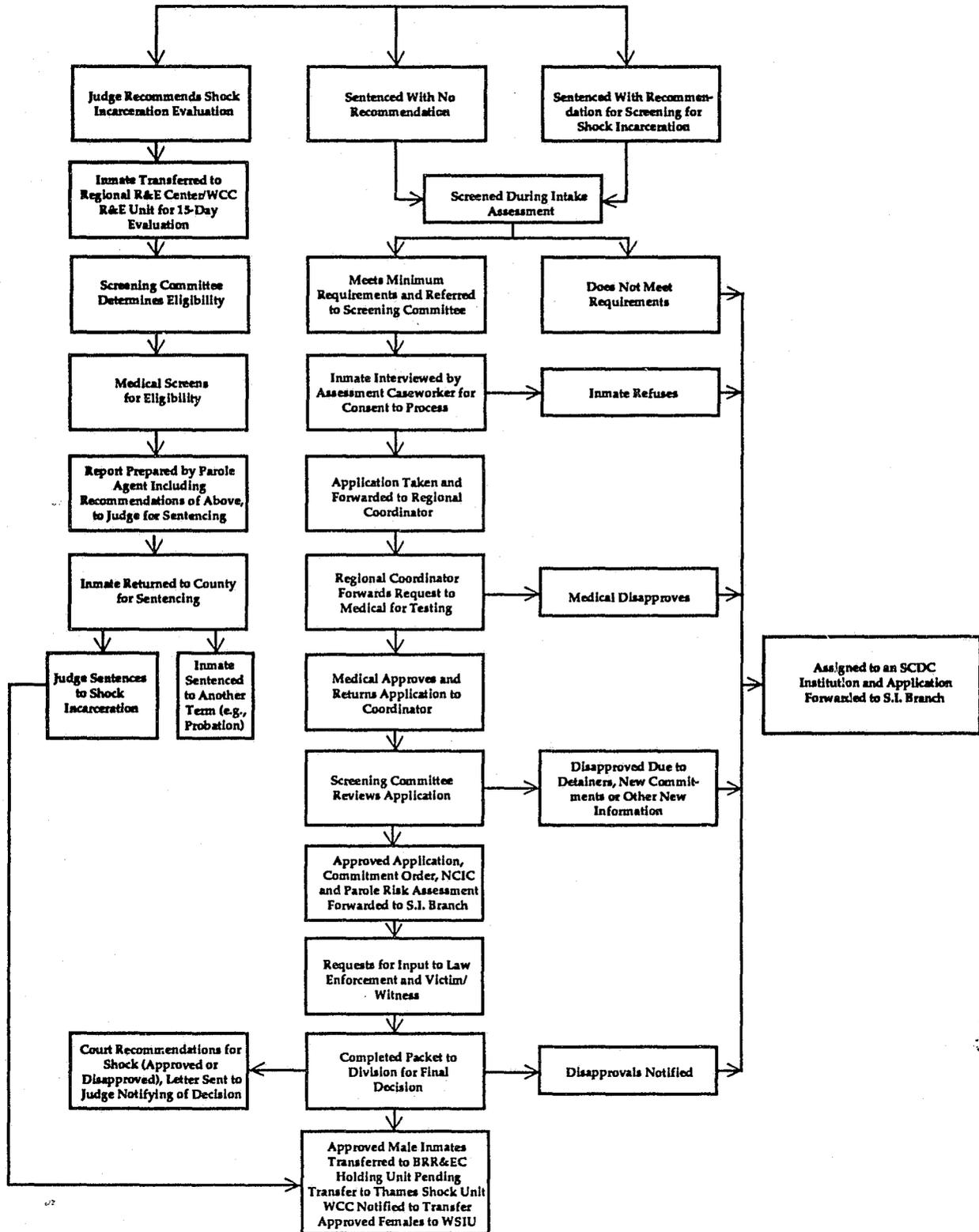
Upon receipt of the Shock Incarceration application, the Division of Classification advises the appropriate law enforcement agency and victim (if a request for notification has been filed) of the pending application. Input received from the Shock Incarceration Screening Committee, law enforcement officials, and victims, if applicable, and others are considered in making final approval or disapproval for participation.

Inmates applying for Shock Incarceration who have detainers are not considered for the program except under the following conditions:

1. Inmates sentenced to Shock Incarceration by the courts who have an active detainer of any type will be allowed to participate in the program. Inmates will be paroled, upon successful completion of the program, to the detainer.
2. Inmates with detainers for offenses that would carry sentences of 90 days or less will be acceptable whether sentenced by the courts or referred by the SCDC. Inmates completing the program with a detainer will be paroled to the detainer.

FIGURE 1
Process By Which Offenders Enter
The Shock Incarceration Program

SENTENCING PHASE



All inmates considered for the Shock Incarceration Program are required to submit a residence plan for approval by the SCDPPPS. The SCDC submits to the SCDPPPS a list of addresses for inmates participating in the Shock Incarceration Program who are within 60 days of completion of the program. Thirty days prior to completion, the SCDPPPS submits to the SCDC a list of those inmates who do not have an approved residence. If an approved residence is not obtained at the end of the 90-day period, the SCDC determines whether the inmate will be removed from the program or retained in the program *and be given an extension of up to 30 days* to the original 90-day period to allow time to locate an acceptable address. (Note: SCDC extension procedures are discussed on pages 21 through 26.)

Inmates who submit an out-of-state residence plan are processed by the SCDPPPS through the Interstate Corrections Compact (ICC). Address information is obtained to begin interstate processing as soon as the Shock Incarceration application is approved. Inmates with an out-of-state address are not paroled from the program until the receiving state has agreed to accept supervision. If acceptance has not been received at the end of the 90 days, the inmate may be extended up to 30 days pending acceptance.

If, at the end of the extension period, an approved residence has not been obtained, the inmate is removed from the Shock Incarceration Unit and assigned to the general inmate population. Shock Incarceration participants who satisfactorily complete the program and maintain good institutional adjustment are paroled when the residence plan is approved by the SCDPPPS.

Inmates approved and placed in the Shock Incarceration Program who commit violations of the program rules are reviewed by the Shock Incarceration Unit (SIU) Management Committee to determine appropriate disciplinary measures. In some cases involving minor infractions, the SIU Management Committee may recommend a program extension of up to 30 days to be served at the end of the 90-day term. This extension must be agreed to by the inmate and approved by the Warden of the respective institution and the Chief of the Shock Incarceration Branch. All extensions, whether for purposes of address approval or disciplinary reasons must be approved by the Director of the Division of Classification.

Program violations of a more serious nature may require a recommendation by the SIU Management Committee for removal of the inmate from the Shock Incarceration Program. All inmates recommended for removal by the SIU Management Committee are given a hearing by the Chief of the Shock Incarceration Branch to determine if they will be allowed to continue to participate in the program. Inmates removed from the program or who complete the program and violate parole are returned to the referring Reception and Evaluation Center for assignment to an appropriate SCDC facility.

Inmates who successfully complete the Shock Incarceration Program are paroled for the remainder of their sentence, or if sentenced under the Youthful Offender Act, conditionally released under supervision until completion of the sentence conditions. Two weeks prior to parole, a list of those persons scheduled for release are provided for notification purposes to appropriate officials, to include the SCDPPPS, and the SCDC Victim/Witness Liaison, Offender Records and Youthful Offender Branch.

Sentenced By The Court

Under Section 24-13-1340 of the Shock Incarceration Act, the court may order an evaluation of an inmate by the Department of Corrections for the Shock Incarceration Program.

An inmate found guilty of an offense for which he or she could be sentenced to five years or more, or who is being revoked from a sentence of probation, and also meets the eligibility criteria, can be transferred to the custody of the SCDC for evaluation. Within 15 working days, a presentence evaluation report of the findings and recommendations for sentencing is given to the court.

When an inmate is committed, under Section 24-13-1340, for evaluation, the appropriate reception and evaluation designee immediately notifies the Division of Classification and the Regional Classification Coordinator/WCC Coordinator Designee. The county parole office begins the field investigation and presentence evaluation report as provided for by contract between the SCDC and the SCDPPPS. The SCDPPPS Agent completing the field investigation contacts the Regional Classification Coordinator/WCC Coordinator Designee for the input from the Shock Incarceration Screening Committee to include in the presentence evaluation report.

At the reception unit, the inmates undergo routine assessment processing, including the medical examination, testing and evaluation. The Regional Classification Coordinator/WCC Coordinator Designee compiles the assessment data and schedules the review by the Shock Incarceration Screening Committee. The Shock Incarceration Screening Committee determines if the inmate meets the eligibility criteria and makes its recommendation in one of the following three categories:

1. Eligible and recommended for participation in the Shock Incarceration Program; or,
2. Eligible but not recommended for participation, specifying why; or,
3. Ineligible, giving reasons, and making recommendations, if appropriate.

The SCDPPPS Agent completes the report and submits it to the court. SCDPPPS contacts the responsible Reception Center to coordinate the inmate's return to court for sentencing within the 15 working day period.

When the findings are submitted, the court makes its sentencing decision, which may include:

1. Sentencing the offender to the Shock Incarceration Program, with or without his or her consent;
2. Suspending the sentence and placing the offender on probation; or,
3. Sentencing the offender to another term as provided by law.

The SCDC does not accept into custody for the Shock Incarceration Program any offender who has not been appropriately sentenced by the court or who does not meet the eligibility criteria.

TABLE 1, on page 22, indicates that of the 723 offenders who were admitted to the Shock Incarceration Program, 65 offenders (9%) were sentenced directly to the program by the courts. On the other hand, 658 (91%) of the 723 offenders who were placed into the program were the result of screening, during intake assessment, of offenders who had been sentenced to the Department of Corrections. The relatively small percentage of offenders who were sentenced directly to the program by the courts is most likely attributable to two factors: 1) judges are reluctant to delay sentencing while SCDC evaluates the offender, and, 2) in a small number of cases, judges have opted, instead, to sentence the offender to the SCDC with a court *recommendation* that the offender be considered for placement into the program. Offenders with these recommendations are processed through the SCDC referral procedures using the same criteria as listed previously. A disposition on each offender recommended for Shock Incarceration is given to the court upon SCDC's decision to approve or disapprove the offender for program participation.

Shock Incarceration Program Extension Procedures

There are four circumstances under which an inmate in the Shock Incarceration Program has had his/her time extended beyond the 90 days scheduled for program completion: address verification, unsatisfactory program adjustment, medical attention, and court appearance requirements. As shown in TABLE 2, on page 24, there have been 30 (88.1%) extensions granted to date for address verification and unsatisfactory program adjustment. These two situations are described in more detail below.

Inadequate Address Verification. Each inmate is required to provide the address where he/she will be living upon release from the Shock Incarceration Program. The address must be verified by SCDPPPS before that agency will accept supervision responsibility. If the initial address given by the inmate at the time of application is not acceptable, SCDPPPS advises a designated member of the Shock Incarceration Unit (SIU) staff who will contact the inmate and obtain a second address for verification. If the second address also cannot be verified, or if the inmate's projected, parole date is within two weeks and it does not appear the verification can be finalized prior to release, the inmate may be referred by the SIU Management Committee to the Chief of the Shock Incarceration Branch for an extension hearing. The Chief of the Shock Incarceration Branch contacts the SCDPPPS to determine the status of the address verification and establishes an appropriate time frame, up to 30 days, for extension of the inmate in the program. If the SCDPPPS indicates that even a 30-day extension is not sufficient for verification, the inmate's stay in the SIU is not extended. However, if all other criteria have been met for successful completion, the inmate is allowed to graduate with his/her platoon, then be transported to the regional Reception and Evaluation (R&E) Center from which he/she was referred. At that time he/she is reassigned to the general population of an SCDC institution until clearance for release is received from the SCDPPPS.

The same procedures apply to inmates who submit out-of-state addresses for parole which cannot be cleared in the allotted time.

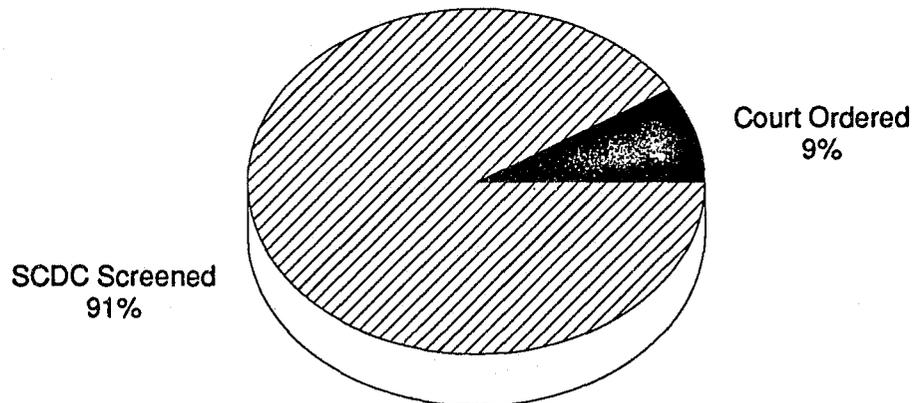
In all cases that require an extension pending address verification, immediate release of the inmate occurs when the SCDPPPS issues the parole or conditional release certificate, provided however, that all other criteria have been met for successful completion. This includes appropriate institutional adjustment during any time spent in the general inmate population.

TABLE 1
METHOD OF PLACEMENT BY RACE AND SEX
OF OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

METHOD OF PLACEMENT	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
COURT ORDERED	25	14.1	35	7.6	2	5.2	3	6.0	65	9.0
SCDC SCREENED	152	85.8	423	92.3	36	94.7	47	94.0	658	91.0
TOTAL	177	100.0¹	458	100.0¹	38	100.0¹	50	100.0	723	100.0

¹Rounded.

FIGURE 2
METHOD OF PLACEMENT BY RACE AND SEX
OF OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991



Unsatisfactory Program Adjustment. Inmate program adjustment in the areas of work, security, and general participation are reviewed on a regular basis by the SIU Management Committee to identify potential or ongoing violations. Prior to graduation of a platoon, the Management Committee reviews the records of all inmates scheduled for program completion. If it is determined by the SIU Management Committee at a routine review or during the pre-graduation review that an inmate has not shown satisfactory adjustment, but has not displayed sufficient cause for removal from the program, the Management Committee may recommend to the Warden of the institution or the Warden's designee the inmate be scheduled for a hearing by the Chief of the Shock Incarceration Branch for an extension not to exceed 30 days. If the recommendation is approved by the Warden, or a designee, the inmate is offered the opportunity to be present at the hearing to determine if an extension will be recommended to allow the inmate to successfully complete the SIU program.

Inmates who do not want to appear at the hearing for program extension are advised that their case will be referred by the SIU Management Committee with a recommendation for one of the following actions:

1. Continue in the program with no extension;
2. Extend the projected release from the program for two weeks and move the inmate back to the next platoon; or,
3. Remove the inmate from the Shock Incarceration Program and return to the referring Reception and Evaluation Center for assignment to the general inmate population.

All extension and/or removal actions pertaining to Youthful Offenders must be authorized by the Director of the Division of Classification, as the Chairman of the Youthful Offender Review Board.

Each extension is reviewed by the Director of the Division of Classification, prior to the expiration of the term, to determine if the inmate has met the criteria for successful completion and may graduate, or if an extension is necessary, to evaluate the inmate's progress. Determination of successful completion is based on input from the SIU Management Committee.

If, at the end of the second two-week extension, the SIU Management Committee recommends that the inmate not be allowed to graduate, the inmate is removed from the program and returned to the referring Reception and Evaluation Center for assignment to the general inmate population in a SCDC institution to complete the original sentence imposed by the courts.

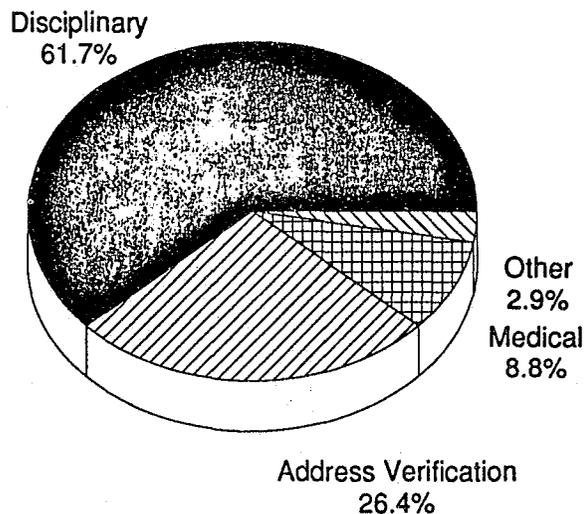
Each time an inmate is extended for a two-week period, he/she is moved back to the previous platoon. Upon successful completion of the Shock Incarceration Program, the inmate is allowed to graduate with his/her current platoon.

TABLE 2
REASONS FOR EXTENDING THE LENGTH
OF STAY IN THE SHOCK INCARCERATION PROGRAM
OF OFFENDERS WHO STAYED MORE THAN 90 DAYS BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

EXTENSION REASONS	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
DISCIPLINARY	2	40.0	16	64.0	0	0.0	3	100.0	21	61.7
ADDRESS VERIFICATION	2	40.0	6	24.0	1	100.0	0	0.0	9	26.4
MEDICAL	1	20.0	2	8.0	0	0.0	0	0.0	3	8.8
OTHER	0	0.0	1	4.0	0	0.0	0	0.0	1	2.9
TOTAL	5	100.0	25	100.0	1	100.0	3	100.0	34	100.0¹

¹Rounded.

FIGURE 3
REASONS FOR EXTENDING THE LENGTH
OF STAY IN THE SHOCK INCARCERATION PROGRAM
OF OFFENDERS WHO STAYED MORE THAN 90 DAYS BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991



SCDC's practice of extending an offender's length of stay in the Shock Incarceration Program is not provided for in the shock incarceration legislation. In fact, § 24-13-1310 is explicit when it states, in part, "...eligible inmates are selected directly at reception centers to participate in the program and serve *ninety days in an incarceration facility...*". (Emphasis added.) This would seem to suggest that inmates who participate in the program could not be required to serve longer than ninety days in the program. However, an Attorney General's Opinion regarding this issue found that, if properly promulgated in regulations,

A procedure allowing for extended stays would ... be consistent with the expressed intent of the General Assembly that any regulations consider the safety of the community along with the welfare of the inmate involved in the program.

In most cases, the extensions have been beneficial to both the offender and the State. Extensions increase the program's overall costs; however, they result in a net cost avoidance savings to the SCDC and, therefore, to the State. When the practice is used to discipline an offender, extending his or her length of stay in the program is an alternative to removing the offender from the program and placing that offender into the general inmate population to serve the remainder of his or her original sentence. In the vast majority of cases, the removal of the offender from the program would result in the offender being incarcerated for a much longer period of time than had the offender completed the program, even with the additional time required by the extension. Extensions have the effect of lowering the program's failure rate, since most offenders who are extended go on to successfully complete the program. They also provide administrators of the program with a management tool in dealing with disruptive offenders and also, in dealing with unforeseen situations such as medical problems that require hospitalization and when the offender is required to appear in court. On the other hand, the practice of extending offenders' length of stay in the shock program has a potential of creating problems. Excessive use of the practice, especially if the shock facilities are operating at or near their maximum capacity, can result in eligible offenders being excluded from the program because of the unavailability of beds.

Inmates who are candidates for parole are required to provide paroling authorities with their living arrangements prior to release. This is a necessary condition of parole release. According to Mr. Michael Cavanaugh, Commissioner of the South Carolina Department of Probation, Parole, and Pardon Services, "...a person without a residence plan is a person who is nearly impossible to supervise. Therefore, before an inmate can successfully complete the Shock Incarceration Program, he must provide a residence which can be verified." For shock inmates who have difficulty in locating a place to live once they are released from prison, the SCDC extends their length of stay in the program until they have secured a residence. As shown in TABLE 2, on page 24, only nine (9) inmates have had their length of stay extended beyond 90 days for the purpose of address verification. If an inmate has been unable to obtain a satisfactory address, even though he or she may have successfully completed all the requirements of the program, he or she is removed from the program and placed into the general inmate population. The inmate remains in prison until he or she obtains an address or completes his or her sentence. Between July 1990, and October 31, 1991, only one inmate has been removed from the program for this reason.

SCDC's practice of removing an offender from the program, if the offender is unable to provide paroling authorities with an address of the residence that he or she will be living upon release from prison is not provided for in the shock legislation. In fact, § 24-13-1330(D) seems to imply that parole release is unconditional for inmates who successfully complete the program. (This sections states, "An inmate who has completed a shock incarceration program successfully is eligible to receive a certificate of earned eligibility and *must be granted parole release.*") (Emphasis added.) However, the Attorney General has issued an opinion that states, in part,

It is generally recognized that parole is ... the conditional release of a convict before the expiration of his term, to remain subject, during the remainder thereof, to supervision by the public authority and to return to imprisonment on violation of the conditions of the parole.

And that,

...the need for a proper address indicating where the inmate will be living after release may be necessary to any program of supervision of the inmate after he is released from confinement.

In addition, the Attorney General is of the opinion that regulations being promulgated by the Department of Corrections requiring inmates considered for the Shock Incarceration Program to submit a residence plan for approval by SCDPPPS "...appear to be consistent with Section 24-13-1320(A) which provide for the promulgation of regulations dealing with but not limited to 'programming and supervision, and program structure and administration.'" And that, "Such are also consistent with the intent of the General Assembly that regulations consider the safety of the community and the welfare of the inmate involved."

Other observation regarding the placement process are:

- Between the inception of the program in July 1990, and October 31, 1991, 8,542 offenders had been screened for the program. Of this number 1,131 (13.2%) of these offenders met initial shock incarceration requirements. These offenders went on to further screening. (See TABLE 3 and FIGURE 4 on Page 27.)
- Additional screening of these 1,131 offenders resulted in 263 (23.2%) being rejected because the offender refused to participate in the program; 52 (4.6%) were prohibited by sentence; 24 (2.1%) had no S. C. residence; and, 15 (1.2%) were rejected because of medical or mental problems. As a result of this additional screening, 777 (68.7%) were referred to the screening committee. (See TABLE 4 and FIGURE 5 on Page 28.)
- Of the 7,411 offenders who did not meet the initial shock incarceration requirements, 4,632 (62.5%) offenders were rejected because they were 26 years of age or older at the time of their admission to the Department of Corrections, although they also may have had additional disqualifiers. 1,137 (15.3%) of these 7,411 offenders were rejected because they had been incarcerated previously in a state correctional facility. Thirteen percent (13.0%) were rejected because of their sentence. (See TABLE 5 and FIGURE 6 on Page 29.)

**TABLE 3
INTAKE ASSESSMENT OF POTENTIAL
SHOCK INCARCERATION PARTICIPANTS**

Meets S.I. Requirements:	Number	Percent
Yes	1131	13.2
No	7411	86.7
Total	8542	100.0¹

¹Rounded.

**FIGURE 4
PERCENTAGE OF SCREENED ADMISSIONS
TO SCDC WHO MEET SHOCK INCARCERATION
REQUIREMENTS**

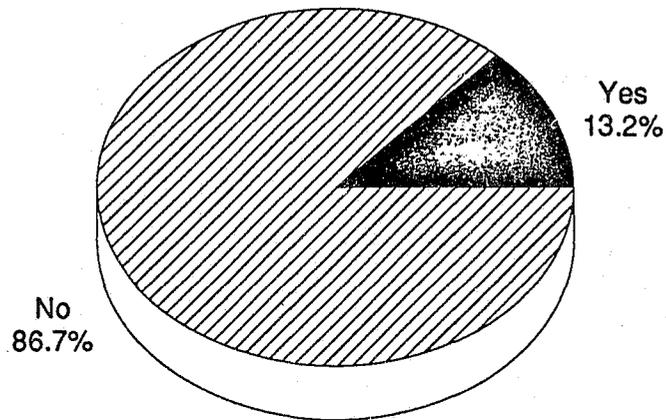
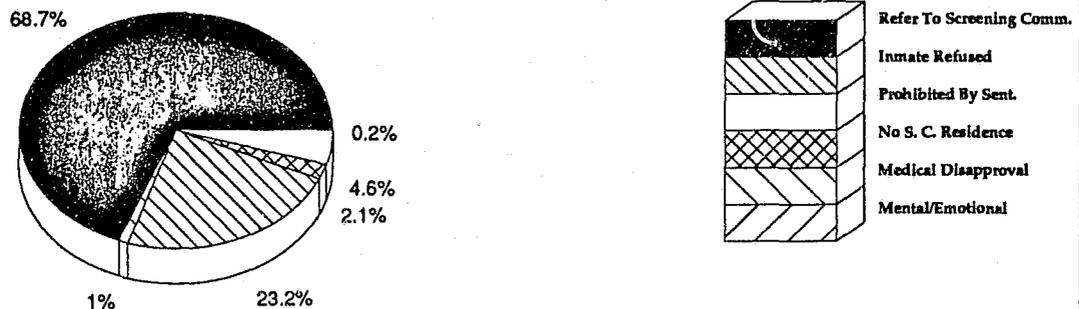


TABLE 4
NEXT ACTION FOR OFFENDERS MEETING
SHOCK INCARCERATION REQUIREMENTS

Next Action:	Number	Percent
Refer To Screening Committee	777	68.7
Inmate Refused	263	23.2
Prohibited By Sentence	52	4.6
No S. C. Residence	24	2.1
Medical Disapproval	12	1.0
Mental/Emotional Disapproval	3	0.2
Total	1,131	100.0¹

¹Rounded.

FIGURE 5
NEXT ACTION FOR OFFENDERS MEETING
SHOCK INCARCERATION REQUIREMENTS

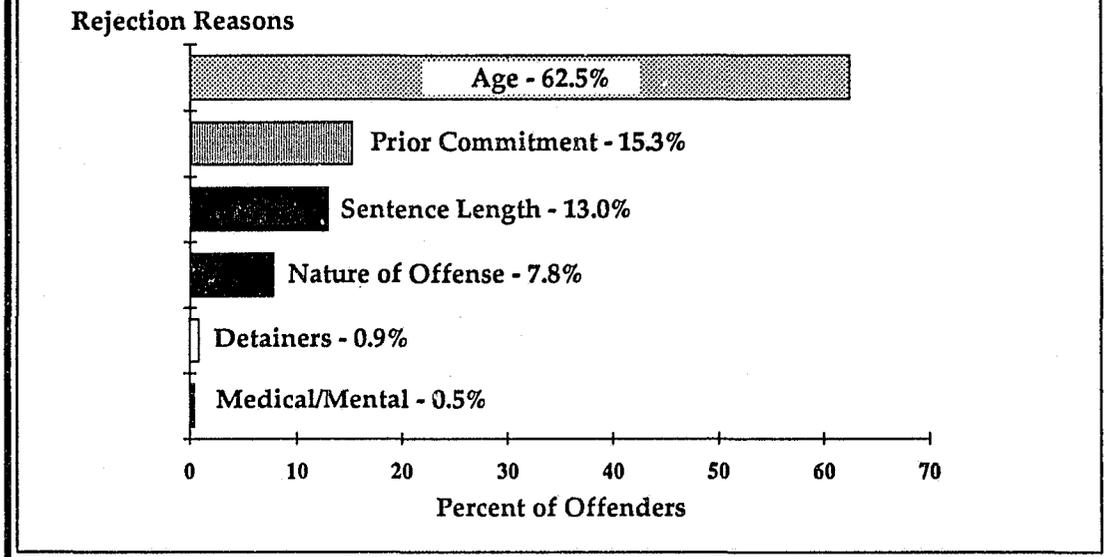


**TABLE 5
REJECTION REASONS FOR OFFENDERS NOT
MEETING SHOCK INCARCERATION REQUIREMENTS**

Rejection Reason:	Number	Percent
Age	4,632	62.5
Prior Commitment	1,137	15.3
Sentence Length	962	13.0
Nature Of Offense	576	7.8
Detainers	66	0.9
Medical Disapproval	32	0.4
Mental/Emotional	6	0.08
Total	7,411	100.0¹

¹Rounded.

**FIGURE 6
REJECTION REASONS FOR OFFENDERS NOT
MEETING SHOCK INCARCERATION REQUIREMENTS**



**V. ADMISSIONS TO THE
SHOCK INCARCERATION PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991**

PROFILE OF OFFENDERS WHO WERE ADMITTED TO THE SHOCK INCARCERATION PROGRAM

Between the inception of the Shock Incarceration Program in July 1990, and October 31, 1991, 723 offenders were admitted into the two shock units: the Thames Shock Incarceration Unit (TSIU) and the Women's Shock Incarceration Unit (WSIU). The women's unit began accepting offenders on July 24, 1990 and the men's unit began on October 1, 1990.

TABLE 6, on page 34, shows the degree of utilization of the Thames Shock Incarceration Unit. This table indicates that there has been a decrease in the degree of utilization in the men's unit since the program converted from shock probation to shock incarceration. Between January 1989, and September 1990, the *average* degree of utilization of the men's shock *probation* unit was 90.3 percent. Since October 1990, when the program converted to the existing Shock Incarceration Program, the average daily population of the men's unit averaged 77.7 percent of capacity. If the low months of October 1990, a phase-in period for the new program, and March 1991, when there was a sudden increase in capacity due to the opening of 96 additional beds at the unit, are excluded from the calculation, then the average degree of utilization rises to 80.7 percent. A number of observations can be made regarding these figures:

1. Doubling the capacity of the TSIU was a decision that was initiated while the program was operating under the repealed legislation which had entirely different placement procedures and associated growth projections. Construction of these additional beds began before the changes were made in the program. The existing program, however, has been able to maintain a high degree of utilization under these circumstances.
2. Earlier analyses indicated that while the previous program was experiencing growth potential, only a small percentage of the offenders who were being admitted to the program were true diversions from prison. As will be shown later, the current program is being used exclusively for prison diversions.
3. In order to attain maximal capacity utilization, eligibility criteria may need to be changed to create a larger pool of eligible offenders.

TABLE 7, on page 35, shows the degree of utilization of the Women's Shock Incarceration Unit (WSIU). This table indicates that there has been an increase in the degree of utilization in the women's unit since the program converted from shock probation to shock incarceration. Between January 1989, and June 1990, the *average* degree of utilization of the women's shock *probation* unit was 51.8 percent. Since July 1990, when the program converted to the existing Shock Incarceration Program, the average daily population of the women's unit averaged 61.7 percent of capacity. The women's unit has never attained maximal capacity utilization, either under the previous program or the existing program.

Additional information regarding offenders who were admitted to the Shock Incarceration Program between program inception in July 1990, and October 31, 1991, is presented on pages 36 through 42. The following is a brief summary of this information:

- Of the 723 offenders who were admitted to the program between program inception and October 31, 1991, over 87 percent (87.8%) were males and 12.2 percent were females. Over 60 percent (63.3%) of all offenders admitted to the program were non-white males. About a fourth (24.5%) were white males. (See FIGURE 7 on Page 36.)
- Of the 723 offenders who were admitted to the program, 477 successfully completed the program, 67 failed to complete the program, and 179 were still participating in the program on October 31, 1991. Excluding these 179 offenders, the successful completion rate is calculated to be 87.7 percent and the failure rate is 12.3 percent. (See TABLE 8 and FIGURE 8 on Page 37.)
- The Success rate was highest among non-white females at 90.2 percent, and lowest among white females at 83.9 percent. White males had a higher failure rate (14.6%) than non-white males (11.4%). (See TABLE 9 and FIGURE 9 on Page 38.)
- The average age, at the time of their admission to the SCDC, of the offenders who were admitted to the program was 20 years of age. Non-white females, at an average age of 22, were slightly older than white males, non-white males, or white females, each of which were 20 years of age, on average. Only one offender was found to be older than 25 at the time of her admission to the SCDC. This offender was age 26 years and 1 month at the time of her admission to the SCDC and, therefore, was not eligible for the program. TABLE 10 indicates that admission to the program drops sharply as the age of the offender increases. Only thirty-three (33) 25 year-olds (4.6%) were admitted to the program. This would seem to indicate that as the age of the offender increases, other factors disqualify him or her for consideration for placement into the program. As noted earlier, TABLE 5 on page 29 indicates that 62.5 percent (4,632 offenders) of those offenders screened for the program were rejected on the basis of age. These figures would seem to suggest that increasing the age criteria would increase the pool of eligible offenders only marginally. (See TABLE 10 and FIGURE 10 on Page 39.)
- Nearly two-thirds (64.2%) of the offenders who were admitted to the program between program inception and October 31, 1991, had a Youthful Offender Act (YOA) sentence. A YOA sentence is an indeterminate sentence of from 1 to 6 years. Males received this type of sentence much more frequently than did females. Over sixty-eight percent (68.6%) of the non-white males and 67.2 percent of the white males received YOA sentences, while 47.4 percent of the white females and only 26.0 percent of the non-white females received this type of sentence. Ninety-four (94) or 13 percent of the 723 offenders who were

admitted to the program had received a sentence of 5 years or more. The average overall sentence, excluding YOA sentences, was 3 years and 6 months. The overall median sentence was 3 years. (See TABLE 11 and FIGURE 11 on Page 40.)

- The most common offenses of offenders who were admitted to the program were drugs (30.8%), larceny (15.1%), and burglary (10.0%). Forty percent (40.0%) of the non-white males had drugs as their most serious offense and it was the most common offense among these offenders. The most common offenses among white males were larceny (24.9%), burglary (18.1%), and drugs (13.0%). The most common offense among females, both white and non-white, was fraud. (See TABLE 12 and FIGURE 12 on Page 41.)
- Ten percent (10.0%) of the offenders admitted to the program were committed from the 5th Judicial Circuit. (See TABLE 13 and FIGURE 13 on Page 42.) (Appendix IV, on page 87, contains a listing of the counties that comprise each of the State's sixteen judicial circuits.)

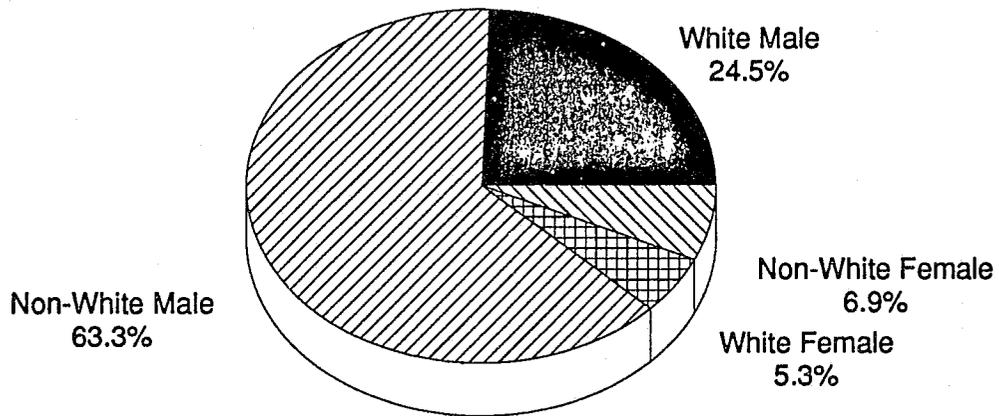
**TABLE 6
HIGH, LOW, AND AVERAGE POPULATION OF THE
THAMES SHOCK INCARCERATION UNIT
JANUARY 1989 THROUGH OCTOBER 1991**

MONTH/YEAR	CAPACITY	HIGH	HIGH AS % OF CAPACITY	LOW	LOW AS % OF CAPACITY	AVG.	AVG. AS % OF CAP.
JAN '89	96	89	92.7	61	63.5	83	86.4
FEB '89	96	96	100.0	62	64.5	89	92.7
MAR '89	96	94	97.9	58	60.4	85	88.5
APR '89	96	91	94.7	81	84.3	84	87.5
MAY '89	96	92	95.8	82	85.4	87	90.6
JUN '89	96	98	102.0	63	65.6	90	93.7
JUL '89	96	94	97.9	85	88.5	87	90.6
AUG '89	96	91	94.7	57	59.3	79	82.2
SEP '89	96	88	91.6	52	54.1	79	82.2
OCT '89	96	98	102.0	59	61.4	91	94.7
NOV '89	96	96	100.0	63	65.6	89	92.7
DEC '89	96	103	107.2	63	65.6	95	98.9
JAN '90	96	103	107.2	64	66.6	96	100.0
FEB '90	96	100	104.1	71	73.9	95	98.9
MAR '90	96	97	101.0	61	63.5	91	94.7
APR '90	96	94	97.9	56	58.3	90	93.7
MAY '90	96	96	100.0	64	66.6	92	95.8
JUN '90	96	97	101.0	63	65.6	94	97.9
JUL '90	96	97	101.0	86	89.5	88	91.6
AUG '90	96	86	89.5	75	78.1	79	82.2
SEP '90	96	75	78.1	35	36.4	59	61.4
OCT '90	96	68	70.8	35	36.4	66	68.7
NOV '90	96	78	81.2	45	46.8	72	75.0
DEC '90	96	84	87.5	48	50.0	78	81.2
JAN '91	96	75	78.1	46	47.9	68	70.8
FEB '91	96	80	83.3	48	50.0	77	80.2
MAR '91	192	124	64.5	60	31.2	103	53.6
APR '91	192	166	86.4	91	47.4	126	65.6
MAY '91	192	179	93.2	118	61.4	159	82.8
JUN '91	192	185	96.3	149	77.6	178	92.7
JUL '91	192	184	95.8	151	78.6	177	92.1
AUG '91	192	184	95.8	149	77.6	167	86.9
SEP '91	192	158	82.2	122	63.5	151	78.6
OCT '91	192	170	88.5	130	67.7	157	81.7
AVG. BEFORE OCTOBER 1990			97.9		67.5		90.3
AVG. OF OCTOBER 1990 AND AFTER			84.9		56.6		77.7

TABLE 7
HIGH, LOW, AND AVERAGE POPULATION OF THE
WOMEN'S SHOCK INCARCERATION UNIT
JANUARY 1989 THROUGH OCTOBER 1991

MONTH/YEAR	CAPACITY	HIGH	HIGH AS % OF CAPACITY	LOW	LOW AS % OF CAPACITY	AVG.	AVG. AS % OF CAP.
JAN '89	24	12	50.0	7	29.1	9	37.5
FEB '89	24	17	70.8	11	45.8	15	62.5
MAR '89	24	18	75.0	15	62.5	17	70.8
APR '89	24	18	75.0	5	20.8	16	66.6
MAY '89	24	15	62.5	12	50.0	13	54.1
JUN '89	24	12	50.0	8	33.3	9	37.5
JUL '89	24	11	45.8	8	33.3	10	41.6
AUG '89	24	13	54.1	7	29.1	11	45.8
SEP '89	24	10	41.6	7	29.1	9	37.5
OCT '89	24	11	45.8	7	29.1	10	41.6
NOV '89	24	11	45.8	6	25.0	9	37.5
DEC '89	24	12	50.0	9	37.5	10	41.6
JAN '90	24	13	54.1	8	33.3	10	41.6
FEB '90	24	17	70.8	12	50.0	14	58.3
MAR '90	24	18	75.0	14	58.3	16	66.6
APR '90	24	18	75.0	15	62.5	17	70.8
MAY '90	24	17	70.8	13	54.1	15	62.5
JUN '90	24	16	66.6	13	54.1	14	58.3
JUL '90	24	14	58.3	11	45.8	12	50.0
AUG '90	24	14	58.3	11	45.8	12	50.0
SEP '90	24	19	79.1	12	50.0	16	66.6
OCT '90	24	20	83.3	16	66.6	19	79.1
NOV '90	24	19	79.1	14	58.3	16	66.6
DEC '90	24	19	79.1	11	45.8	13	54.1
JAN '91	24	14	58.3	9	37.5	12	50.0
FEB '91	24	12	50.0	7	29.1	10	41.6
MAR '91	24	19	79.1	7	29.1	14	58.3
APR '91	24	20	83.3	12	50.0	15	62.5
MAY '91	24	18	75.0	13	54.1	16	66.6
JUN '91	24	18	75.0	11	45.8	15	62.5
JUL '91	24	20	83.3	15	62.5	17	70.8
AUG '91	24	21	87.5	17	70.8	19	79.1
SEP '91	24	19	79.1	15	62.5	17	70.8
OCT '91	24	16	66.6	12	50.0	14	58.3
AVG. BEFORE JULY 1990			59.9		40.9		51.8
AVG. OF JULY 1990 AND AFTER			73.4		50.2		61.7

**FIGURE 7
RACE AND SEX
OF OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991**



**TABLE 8
COMPLETION STATUS OF OFFENDERS
WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991**

RACE AND SEX	SUCCESS		FAILED		ACTIVE		TOTAL	
	#	%	#	%	#	%	#	%
WHITE MALE	117	24.5	20	29.9	40	22.3	177	24.5
NON-WHITE MALE	297	62.3	38	56.7	123	68.7	458	63.3
WHITE FEMALE	26	5.5	5	7.5	7	3.9	38	5.3
NON-WHITE FEMALE	37	7.8	4	6.0	9	5.0	50	6.9
TOTAL	477	100.0¹	67	100.0¹	179	100.0¹	723	100.0

¹Rounded.

**FIGURE 8
SUCCESS AND FAILURE RATE OF OFFENDERS
WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991**

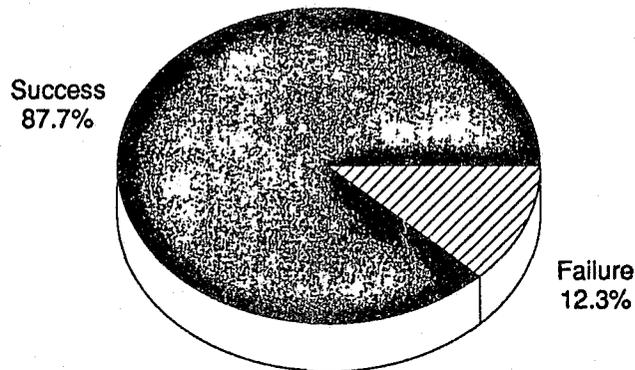


TABLE 9
COMPLETION STATUS BY RACE AND SEX
OF OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

PROGRAM OUTCOME	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
SUCCESS	117	66.1	297	64.8	26	68.4	37	74.0	477	66.0
FAILURE	20	11.3	38	8.3	5	13.2	4	8.0	67	9.3
ACTIVE	40	22.6	123	26.9	7	18.4	9	18.0	179	24.8
TOTAL	177	100.0	458	100.0	38	100.0	50	100.0	723	100.0 ¹

¹Rounded.

FIGURE 9
SUCCESS AND FAILURE RATES BY RACE AND SEX
OF OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

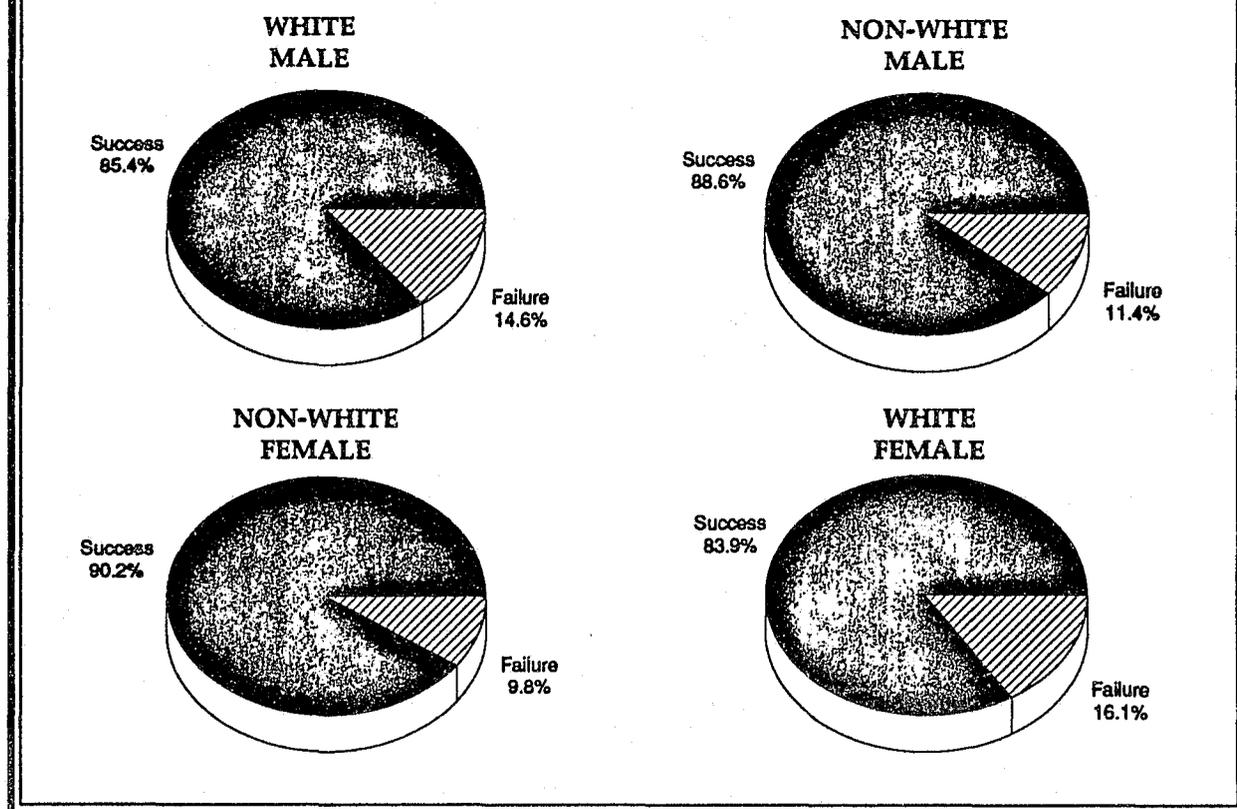


TABLE 10
AGE AT TIME OF ADMISSION TO SCDC OF
OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

AGE	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
17	22	12.4	63	13.8	6	15.8	2	4.0	93	12.9
18	29	16.4	71	15.5	6	15.8	3	6.0	109	15.1
19	40	22.6	74	16.2	5	13.2	6	12.0	125	17.3
20	17	9.6	74	16.2	2	5.3	3	6.0	96	13.3
21	23	13.0	50	10.9	6	15.8	10	20.0	89	12.3
22	11	6.2	43	9.4	3	7.9	3	6.0	60	8.3
23	15	8.5	38	8.3	7	18.4	6	12.0	66	9.1
24	12	6.8	28	6.1	1	2.6	10	20.0	51	7.0
25	8	4.5	17	3.7	1	2.6	7	14.0	33	4.6
26	0	0.0	0	0.0	1	2.6	0	0.0	1	0.1
TOTAL	177	100.0	458	100.0	38	100.0	50	100.0	723	100.0
AVG. AGE	20		20		20		22		20	

¹Rounded.

FIGURE 10
AGE AT TIME OF ADMISSION TO SCDC OF
OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

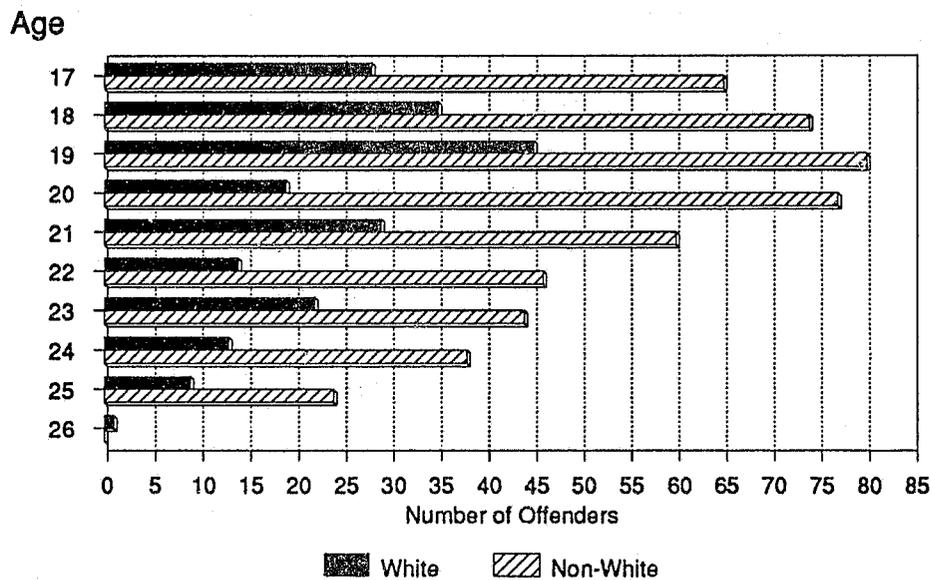


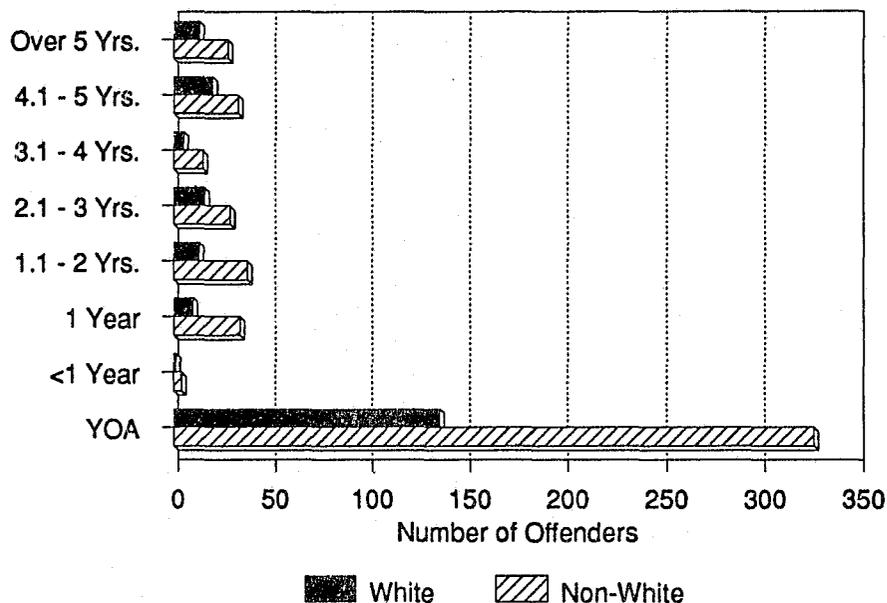
TABLE 11
SENTENCE LENGTH DISTRIBUTION OF
OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

SENTENCE LENGTH	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
YOA	119	67.2	314	68.6	18	47.4	13	26.0	464	64.2
<1 YEAR	1	0.6	1	0.2	0	0.0	3	6.0	5	0.7
1 YEAR	6	3.4	23	5.0	4	10.5	11	22.0	44	6.1
1.1 - 2 YRS.	9	5.1	31	6.8	4	10.5	7	14.0	51	7.0
2.1 - 3 YRS.	11	6.2	22	4.8	5	13.2	7	14.0	45	6.2
3.1 - 4 YRS.	4	2.2	15	3.3	1	2.6	0	0.0	20	2.8
4.1 - 5 YRS.	16	9.0	27	5.9	4	10.5	6	12.0	53	7.3
OVER 5 YRS.	11	6.2	25	5.4	2	5.3	3	6.0	41	5.7
TOTAL	177	100.0¹	458	100.0	38	100.0	50	100.0	723	100.0
AVERAGE	3 YRS. 10 MOS.		3 YRS. 8 MOS.		3 YRS. 1 MO.		2 YRS. 8 MOS.		3 YRS. 6 MOS.	
MEDIAN	4 YEARS		3 YEARS		3 YEARS		1 YR. 6 MOS.		3 YEARS	

¹Rounded.

FIGURE 11
SENTENCE LENGTH DISTRIBUTION OF
OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

Sentence Length



**TABLE 12
MOST SERIOUS OFFENSE OF
OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991**

OFFENSE	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
ROBBERY	4	2.3	19	4.1	2	5.3	1	2.0	26	3.6
ASSAULT	7	4.0	32	7.0	1	2.6	5	10.0	45	6.2
BURGLARY	32	18.1	33	7.2	5	13.2	2	4.0	72	10.0
LARCENY	44	24.9	54	11.8	3	7.9	8	16.0	109	15.1
STOLEN VEH.	20	11.3	41	9.0	1	2.6	0	0.0	62	8.6
FORGERY	4	2.3	11	2.4	6	15.8	6	12.0	27	3.7
FRAUD	4	2.3	4	0.9	8	21.1	8	16.0	24	3.3
STOLEN PROP.	8	4.5	16	3.5	0	0.0	2	4.0	26	3.6
DRUGS	23	13.0	183	40.0	6	15.8	11	22.0	223	30.8
DAMG. PROP.	8	4.5	8	1.7	0	0.0	2	4.0	18	2.5
OBSTR. POLICE	3	1.7	11	2.4	3	7.9	0	0.0	17	2.4
WEAPON OFF.	2	1.1	18	3.9	0	0.0	1	2.0	21	2.9
HABITUAL OFF.	11	6.2	13	2.8	1	2.6	1	2.0	26	3.6
OTHERS	7	4.0	15	3.3	2	5.3	3	6.0	27	3.7
TOTAL	177	100.0¹	458	100.0	38	100.0	50	100.0	723	100.0¹

¹Rounded.

**FIGURE 12
MOST SERIOUS OFFENSE OF
OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991**

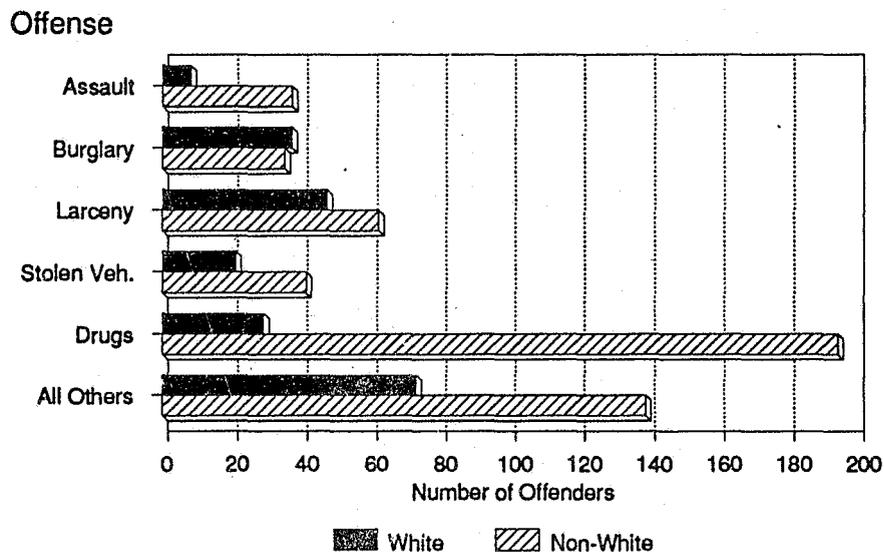


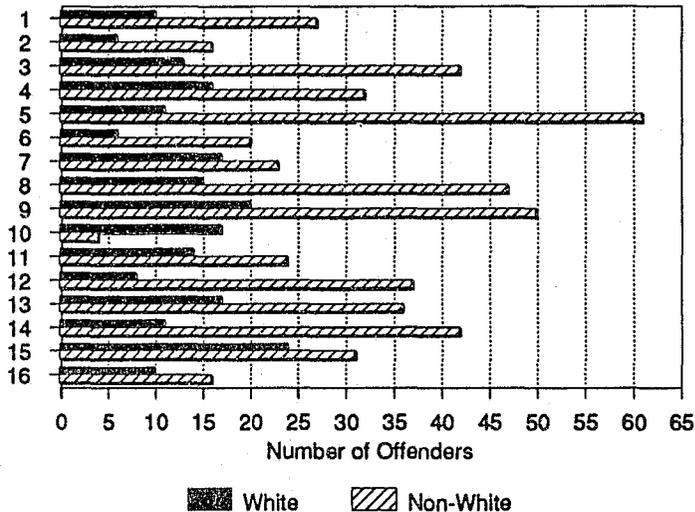
TABLE 13
COMMITTING JUDICIAL CIRCUIT OF
OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

JUDICIAL CIRCUIT	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
ONE	9	5.1	25	5.5	1	2.6	2	4.0	37	5.1
TWO	6	3.4	14	3.1	0	0.0	2	4.0	22	3.0
THREE	9	5.1	37	8.1	4	10.5	5	10.0	55	7.6
FOUR	13	7.3	30	6.6	3	7.9	2	4.0	48	6.6
FIVE	9	5.1	58	12.7	2	5.3	3	6.0	72	10.0
SIX	6	3.4	18	3.9	0	0.0	2	4.0	26	3.6
SEVEN	13	7.3	19	4.1	4	10.5	4	8.0	40	5.5
EIGHT	9	5.1	38	8.3	6	15.8	9	18.0	62	8.6
NINE	20	11.3	50	10.9	0	0.0	0	0.0	70	9.7
TEN	14	7.9	3	0.7	3	7.9	1	2.0	21	2.9
ELEVEN	12	6.8	21	4.6	2	5.3	3	6.0	38	5.3
TWELVE	6	3.4	33	7.2	2	5.3	4	8.0	45	6.2
THIRTEEN	14	7.9	31	6.8	3	7.9	5	10.0	53	7.3
FOURTEEN	8	4.5	39	8.5	3	7.9	3	6.0	53	7.3
FIFTEEN	22	12.4	27	5.9	2	5.3	4	8.0	55	7.6
SIXTEEN	7	4.0	15	3.3	3	7.9	1	2.0	26	3.6
TOTAL	177	100.0	458	100.0¹	38	100.0¹	50	100.0	723	100.0¹

¹Rounded.

FIGURE 13
COMMITTING JUDICIAL CIRCUIT OF
OFFENDERS WHO WERE ADMITTED TO THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

Judicial Circuit



VI. CURRENT PROGRAM PARTICIPANTS

**OFFENDERS WHO WERE ACTIVE IN THE
SHOCK INCARCERATION PROGRAM
ON OCTOBER 31, 1991**

PROFILE OF OFFENDERS WHO WERE ACTIVE IN THE PROGRAM ON OCTOBER 31, 1991

A profile of offenders who were participating in the Shock Incarceration Program on October 31, 1991, is presented on pages 45 through 49. October 31, 1991, was chosen as a cut-off date for the evaluation. There is no other significance to this date. On this date, 179 offenders were participating in the Shock Incarceration Program. An examination of this particular cohort is important in that it gives the reader an idea of the characteristics of the program participants on any given day.

The following is a summary of this section:

- Of the 179 offenders who were active in the program on October 31, 1991, over 91 percent (91.1%) were males and 8.9 percent were females. There were over three times as many non-white males as there were white males in the program on this date. In the Women's Shock Incarceration Unit (WSIU), which has a capacity of 24, there were 16 female offenders participating in the program - 7 white females and 9 non-white females. (See FIGURE 14 on Page 45.)
- The average age at the time of admission to the SCDC of all of the offenders who were active in the program on October 31, 1991, was 22 years of age. The average age of males, at 21, was slightly lower than the average age of the females, at 22. (See TABLE 14 and FIGURE 15 on Page 46.)
- Almost 70 percent (68.2%) of the offenders who were active in the program on October 31, 1991, had a Youthful Offender Act (YOA) sentence. A YOA sentence is an indeterminate sentence of from 1 to 6 years. Six of the seven white females had a YOA sentence; while only 2 of the 9 non-white female offenders had a YOA sentence. A higher percentage of white males (72.5%) than non-white males (69.1%) had a YOA sentence. Excluding those with the YOA sentence, the average overall sentence received by these offenders was 3 years and 8 months. The overall median sentence was 3 years. (See TABLE 15 and FIGURE 16 on Page 47.)
- The most common offense among this group of offenders was drugs. A third of the offenders in the program on October 31, 1991, were convicted of drugs as their most serious offense. Of the 60 drug offenders in the program on this date, 53 were non-white males, 4 were white males, 2 were white females, and 1 was a non-white female. The most common offense among white males was larceny (30.0%) followed by burglary (17.5%). (See TABLE 16 and FIGURE 17 on Page 48.)
- The most common committing judicial circuits were the 9th (11.2%), 5th (10.6%), and 14th (9.5%). (See TABLE 17 and FIGURE 18 on Page 49.) (Appendix IV, on page 87, contains a listing of the counties that comprise each of the State's sixteen judicial circuits.)

**FIGURE 14
RACE AND SEX
OF OFFENDERS WHO WERE ACTIVE IN THE
PROGRAM ON OCTOBER 31, 1991**

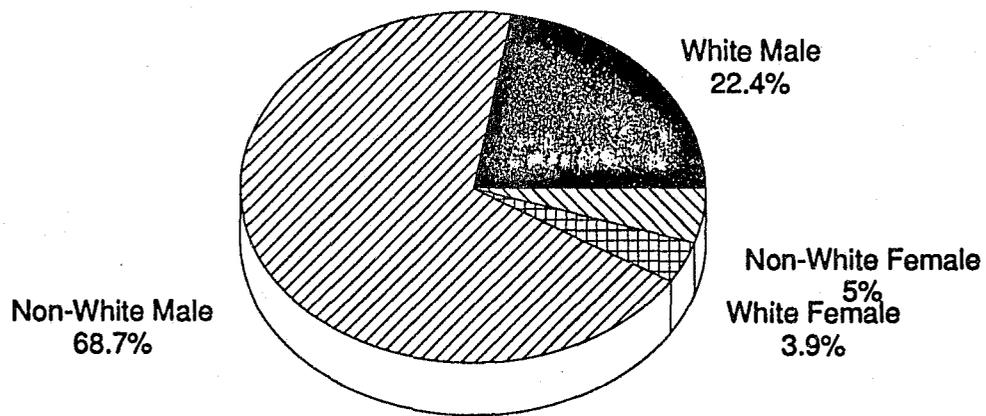


TABLE 14
AGE AT TIME OF ADMISSION TO SCDC OF
OFFENDERS WHO WERE ACTIVE IN THE
PROGRAM ON OCTOBER 31, 1991

AGE	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
17	6	15.0	23	18.7	0	0.0	0	0.0	29	16.2
18	4	10.0	20	16.3	2	28.6	0	0.0	26	14.5
19	8	20.0	15	12.2	2	28.6	1	11.1	26	14.5
20	7	17.5	18	14.6	1	14.3	0	0.0	26	14.5
21	7	17.5	13	10.6	1	14.3	2	22.2	23	12.8
22	2	5.0	16	13.0	0	0.0	0	0.0	18	10.1
23	2	5.0	5	4.1	0	0.0	2	22.2	9	5.0
24	1	2.5	7	5.7	0	0.0	3	33.3	11	6.1
25	3	7.5	6	4.9	0	0.0	1	11.1	10	5.6
26	0	0.0	0	0.0	1	14.3	0	0.0	1	0.6
TOTAL	40	100.0	123	100.0	7	100.0	9	100.0	179	100.0 ¹
AVG. AGE	21		21		22		22		22	

¹Rounded.

FIGURE 15
AGE AT TIME OF ADMISSION TO SCDC OF
OFFENDERS WHO WERE ACTIVE IN THE
PROGRAM ON OCTOBER 31, 1991

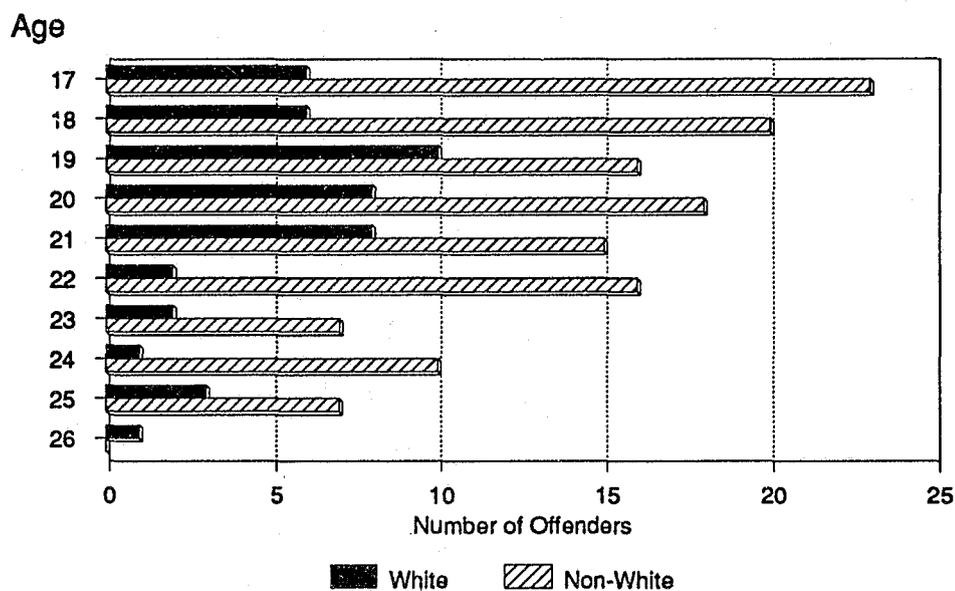


TABLE 15
SENTENCE LENGTH DISTRIBUTION OF
OFFENDERS WHO WERE ACTIVE IN THE
PROGRAM ON OCTOBER 31, 1991

SENTENCE LENGTH	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
YOA	29	72.5	85	69.1	6	85.7	2	22.2	122	68.2
< 1 YEAR	1	2.5	0	0.0	0	0.0	0	0.0	1	0.6
1 YEAR	1	2.5	7	5.7	1	14.3	1	11.1	10	5.6
1.1 - 2 YRS.	2	5.0	8	6.5	0	0.0	2	22.2	12	6.7
2.1 - 3 YRS.	2	5.0	4	3.3	0	0.0	1	11.1	7	3.9
3.1 - 4 YRS.	1	2.5	5	4.1	0	0.0	0	0.0	6	3.4
4.1 - 5 YRS.	2	5.0	6	4.8	0	0.0	2	22.2	10	5.6
OVER 5 YRS.	2	5.0	8	6.5	0	0.0	1	11.1	11	6.1
TOTAL	40	100.0	123	100.0	7	100.0	9	100.0¹	179	100.0¹
AVERAGE	3 YRS. 7 MOS.		3 YRS. 9 MOS.		1 YEAR		3 YRS. 9 MOS.		3 YRS. 8 MOS.	
MEDIAN	3 YEARS		3 YRS. 6 MOS.		1 YEAR		3 YEARS		3 YEARS	

¹Rounded.

FIGURE 16
SENTENCE LENGTH DISTRIBUTION OF
OFFENDERS WHO WERE ACTIVE IN THE
PROGRAM ON OCTOBER 31, 1991

Sentence Length

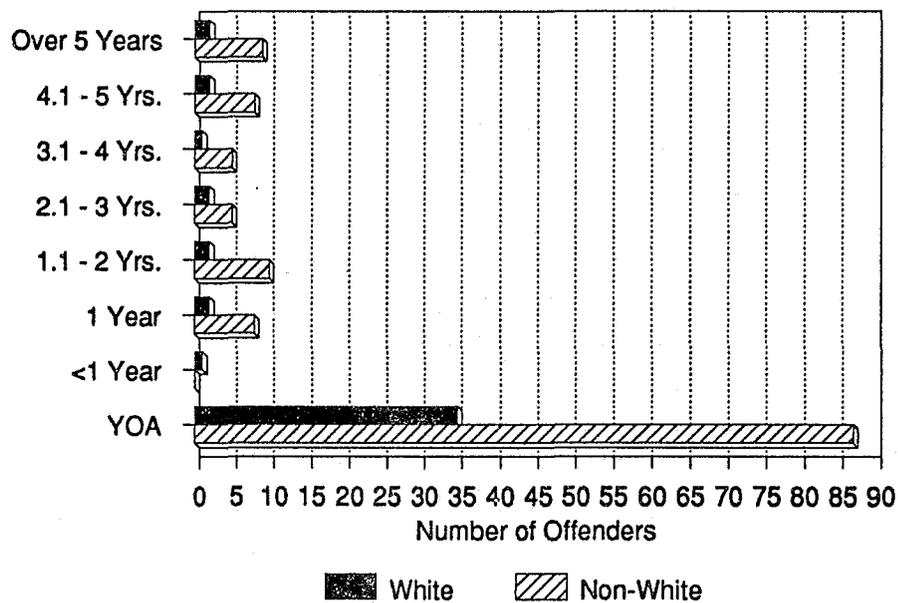
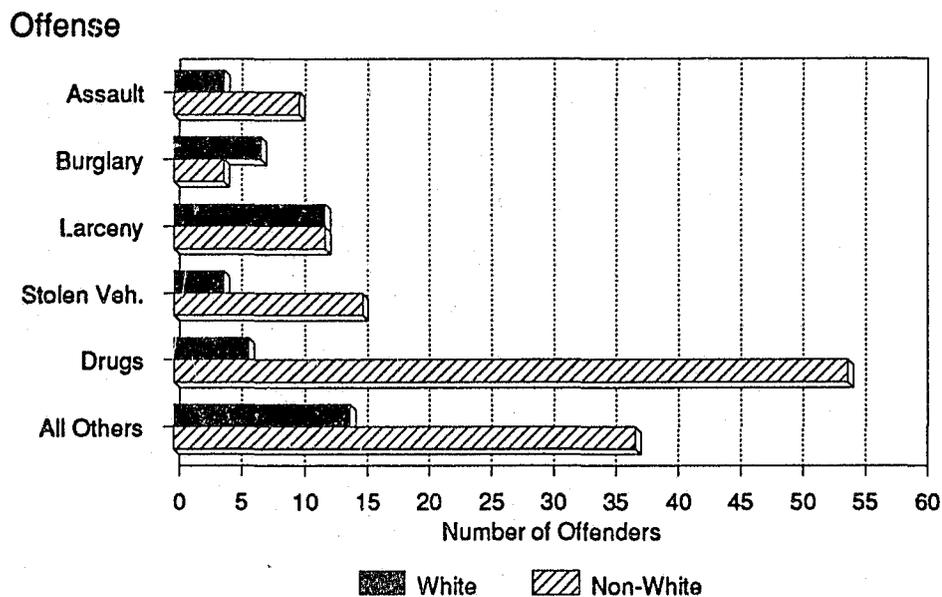


TABLE 16
MOST SERIOUS OFFENSE OF
OFFENDERS WHO WERE ACTIVE IN THE
PROGRAM ON OCTOBER 31, 1991

OFFENSE	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
ROBBERY	2	5.0	2	1.6	0	0.0	1	11.1	5	2.8
ASSAULT	3	7.5	9	7.3	1	14.3	1	11.1	14	7.8
BURGLARY	7	17.5	4	3.3	0	0.0	0	0.0	11	6.1
LARCENY	12	30.0	9	7.3	0	0.0	3	33.3	24	13.4
STOLEN VEH.	3	7.5	15	12.2	1	14.3	0	0.0	19	10.6
FORGERY	1	2.5	4	3.3	1	14.3	1	11.1	7	3.9
STOLEN PROP.	3	7.5	7	5.7	0	0.0	0	0.0	10	5.6
DRUGS	4	10.0	53	43.1	2	28.6	1	11.1	60	33.5
HABITUAL OFF.	1	2.5	6	4.9	1	14.3	0	0.0	8	4.5
OTHERS	4	10.0	14	11.4	1	14.3	2	22.2	21	11.7
TOTAL	40	100.0	123	100.0¹	7	100.0¹	9	100.0¹	179	100.0

¹Rounded.

FIGURE 17
MOST SERIOUS OFFENSE OF
OFFENDERS WHO WERE ACTIVE IN THE
PROGRAM ON OCTOBER 31, 1991



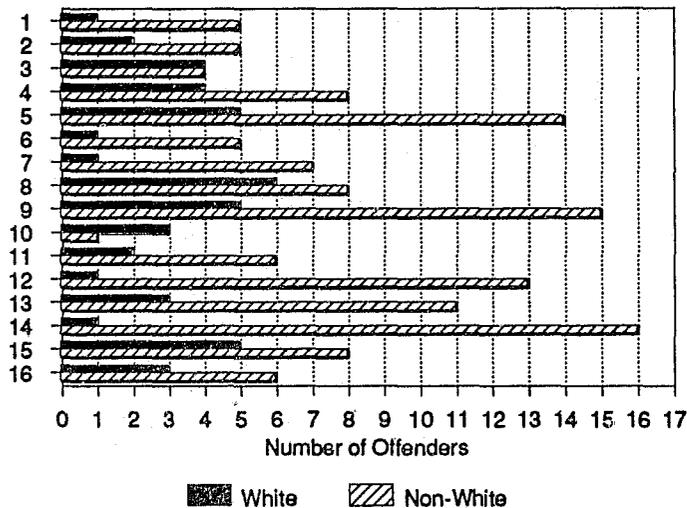
**TABLE 17
COMMITTING JUDICIAL CIRCUIT OF
OFFENDERS WHO WERE ACTIVE IN THE
PROGRAM ON OCTOBER 31, 1991**

JUDICIAL CIRCUIT	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
ONE	0	0.0	5	4.1	1	14.3	0	0.0	6	3.4
TWO	2	5.0	4	3.3	0	0.0	1	11.1	7	3.9
THREE	4	10.0	4	3.3	0	0.0	0	0.0	8	4.5
FOUR	3	7.5	8	6.5	1	14.3	0	0.0	12	6.7
FIVE	3	7.5	14	11.4	2	28.6	0	0.0	19	10.6
SIX	1	2.5	5	4.1	0	0.0	0	0.0	6	3.4
SEVEN	1	2.5	6	4.9	0	0.0	1	11.1	8	4.5
EIGHT	6	15.0	5	4.1	0	0.0	3	33.3	14	7.8
NINE	5	12.5	15	12.2	0	0.0	0	0.0	20	11.2
TEN	3	7.5	1	0.8	0	0.0	0	0.0	4	2.2
ELEVEN	1	2.5	6	4.9	1	14.3	0	0.0	8	4.5
TWELVE	1	2.5	11	8.9	0	0.0	2	22.2	14	7.8
THIRTEEN	2	5.0	10	8.1	1	14.3	1	11.1	14	7.8
FOURTEEN	0	0.0	15	12.2	1	14.3	1	11.1	17	9.5
FIFTEEN	5	12.5	8	6.5	0	0.0	0	0.0	13	7.3
SIXTEEN	3	7.5	6	4.9	0	0.0	0	0.0	9	5.0
TOTAL	40	100.0	123	100.0¹	7	100.0¹	9	100.0¹	179	100.0¹

¹Rounded.

**FIGURE 18
COMMITTING JUDICIAL CIRCUIT OF
OFFENDERS WHO WERE ACTIVE IN THE
PROGRAM ON OCTOBER 31, 1991**

Judicial Circuit



VII. PROGRAM FAILURES

OFFENDERS WHO FAILED TO COMPLETE THE SHOCK INCARCERATION PROGRAM BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991

PROFILE OF OFFENDERS WHO FAILED TO COMPLETE THE SHOCK INCARCERATION PROGRAM

A "failure" is broadly defined as an offender who was admitted to the Shock Incarceration Program but was terminated from the program for any reason, including medical. That is, a failure is an offender who did not successfully complete the program. The program's "failure rate" is defined as the proportion of all offenders who were released from the program who did not successfully complete the program. Offenders who were actively participating in the program on October 31, 1991, were excluded from the calculation of this rate. During the evaluation period, from program inception in July 1990, through October 31, 1991, 723 offenders were admitted to the program, 67 offenders failed to complete the program, 179 offenders were still participating in the program on October 31, 1991, and 477 offenders successfully completed the program. Excluding the 179 offenders participating in the program on October 31, 1991, a total of 544 offenders had been released from the program. The failure rate of the program, therefore, is calculated to be 12.3 percent.

A profile of offenders who failed to complete the Shock Incarceration Program between program inception and October 31, 1991, is presented on the following pages (pages 53 through 59).

The following is a brief summary of this section:

- Of the 67 offenders who did not complete the program between program inception and October 31, 1991, over 86 percent (86.5%) were removed as a result of disciplinary action or because of an escape. Using these figures, a more narrowly-defined failure rate can be calculated to be 10.7 percent. (See TABLE 18 and FIGURE 19 on Page 53.)
- Of the 67 offenders who did not complete the program, 56.7 percent were non-white males, 29.8 percent were white males, 6 percent were non-white females, and 7.5 percent were white females. (See FIGURE 20 on Page 54.)
- The average age at the time of admission to the SCDC of the offenders who failed to complete the program was 20. The average age of non-white males was 19, while the average age of non-white females was 23. The average age of white males and white females was 20 and 21, respectively. (See TABLE 19 and FIGURE 21 on Page 55.)
- Over 71 percent (71.6%) of the offenders who failed to complete the program had received a Youthful Offender Act (YOA) sentence. A YOA sentence is an indeterminate sentence of from 1 to 6 years. Over 80 percent (81.5%) of the non-white males had received this type of sentence. Only 1.5 percent of these offenders had received a sentence of over 5 years. Excluding those with the YOA sentence, the average overall sentence received by these offenders was 3 years and 4 months. The median sentence was 2 years and 10 months. (See TABLE 20 and FIGURE 22 on Page 56.)

- **The most common offenses of offenders who failed to complete the program were larceny (23.9%), drugs (17.9%), and stolen vehicle (17.9%). (See TABLE 21 and FIGURE 23 on Page 57.)**
- **Over 16 percent (16.4%) of the offenders who failed to complete the program were from the 8th Judicial Circuit. Almost 12 percent (11.9%) of these offenders were from the 1st Judicial Circuit. (See TABLE 22 and FIGURE 24 on Page 58.) (Appendix IV, on page 87, contains a listing of the counties that comprise each of the State's sixteen judicial circuits.)**
- **The average number of days in the program before being removed was almost 36 days (35.9 days). Non-white males stayed in the program the longest, at 43.8 days on average, before removal. Non-white females were in the program the shortest period of time at 14.5 days, on average. In general, males stayed in the program much longer, on average, than did females before being removed. The median number of days in the program, for all program failures, was 26 days. (See TABLE 23 and FIGURE 25 on Page 59.)**

**TABLE 18
REMOVAL REASONS FOR OFFENDERS WHO
FAILED TO COMPLETE THE PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991**

Removal Reasons:	Number	Percent
Disciplinary -- Nonviolent	47	70.1
Disciplinary -- Violent	7	10.4
Escape	4	6.0
Medical	6	9.0
Mental/Emotional	2	3.0
Other	1	1.5
Total	67	100.0

**FIGURE 19
REMOVAL REASONS FOR OFFENDERS WHO
FAILED TO COMPLETE THE PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991**

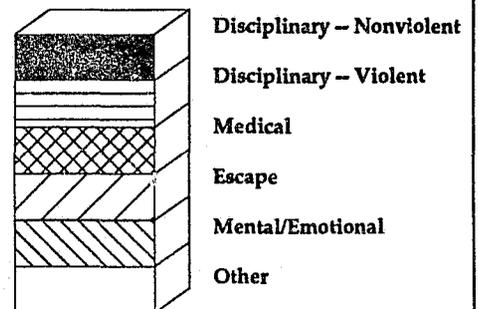
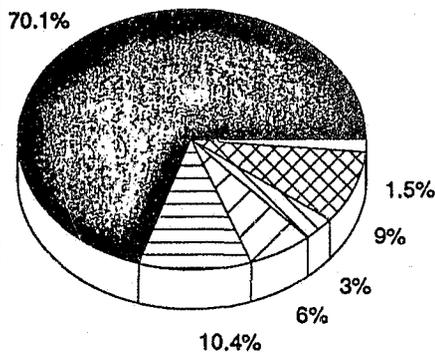


FIGURE 20
RACE AND SEX
OF OFFENDERS WHO FAILED TO COMPLETE THE PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991

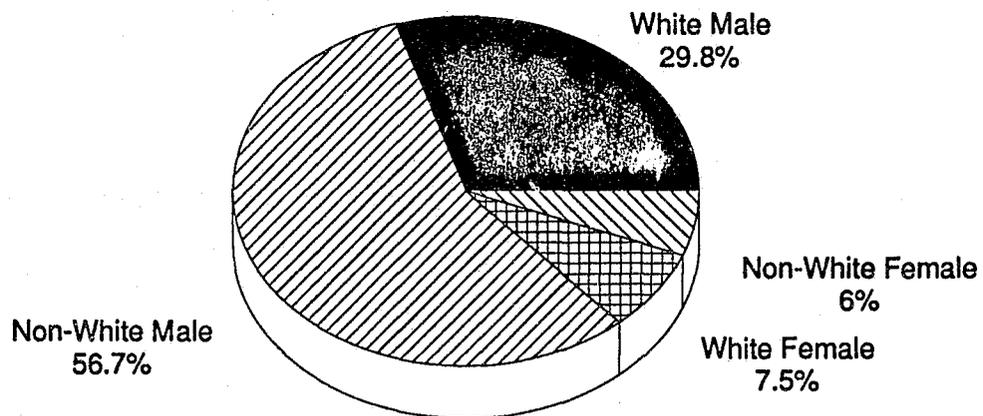


TABLE 19
AGE AT TIME OF ADMISSION TO SCDC OF
OFFENDERS WHO FAILED TO COMPLETE THE PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991

AGE	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
17	3	15.0	8	21.1	0	0.0	0	0.0	11	16.4
18	3	15.0	9	23.7	1	20.0	0	0.0	13	19.4
19	6	30.0	4	10.5	1	20.0	0	0.0	11	16.4
20	0	0.0	9	23.7	0	0.0	0	0.0	9	13.4
21	3	15.0	2	5.3	1	20.0	2	50.0	8	11.9
22	2	10.0	0	0.0	0	0.0	0	0.0	2	3.0
23	2	10.0	3	7.9	1	20.0	0	0.0	6	9.0
24	1	5.0	1	2.6	0	0.0	2	50.0	4	6.0
25	0	0.0	2	5.3	1	20.0	0	0.0	3	4.5
26	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
TOTAL	20	100.0	38	100.0	5	100.0	4	100.0	67	100.0
AVG. AGE	20		19		21		23		20	

¹Rounded.

FIGURE 21
AGE AT TIME OF ADMISSION TO SCDC OF
OFFENDERS WHO FAILED TO COMPLETE THE PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991

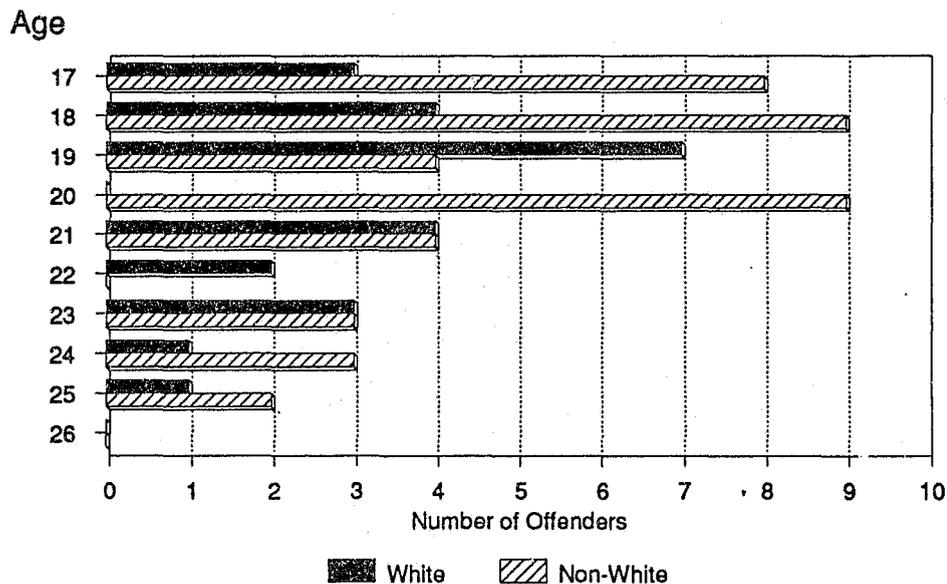


TABLE 20
SENTENCE LENGTH DISTRIBUTION OF
OFFENDERS WHO FAILED TO COMPLETE THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

SENTENCE LENGTH	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
YOA	14	70.0	31	81.5	3	60.0	0	0.0	48	71.6
<1 YEAR	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
1 YEAR	0	0.0	1	2.6	0	0.0	1	25.0	2	3.0
1.1 - 2 YRS.	3	15.0	1	2.6	0	0.0	1	25.0	5	7.5
2.1 - 3 YRS.	1	5.0	3	7.8	1	20.0	1	25.0	6	9.0
3.1 - 4 YRS.	0	0.0	1	2.6	0	0.0	0	0.0	1	1.5
4.1 - 5 YRS.	2	10.0	1	2.6	1	20.0	0	0.0	4	6.0
OVER 5 YRS.	0	0.0	0	0.0	0	0.0	1	25.0	1	1.5
TOTAL	20	100.0	38	100.0¹	5	100.0	4	100.0	67	100.0¹
AVERAGE	3 YEARS		2 YRS. 11 MOS.		4 YEARS		4 YRS. 3 MOS.		3 YRS. 4 MOS.	
MEDIAN	2 YRS. 5 MOS.		3 YEARS		4 YEARS		2 YRS. 6 MOS.		2 YRS. 10 MOS.	

¹Rounded.

FIGURE 22
SENTENCE LENGTH DISTRIBUTION OF
OFFENDERS WHO FAILED TO COMPLETE THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

Sentence Length

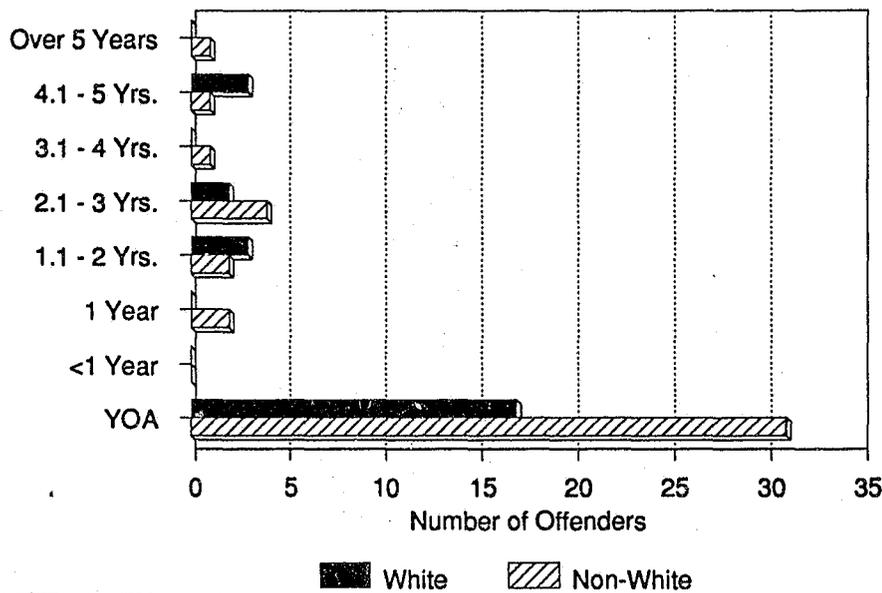
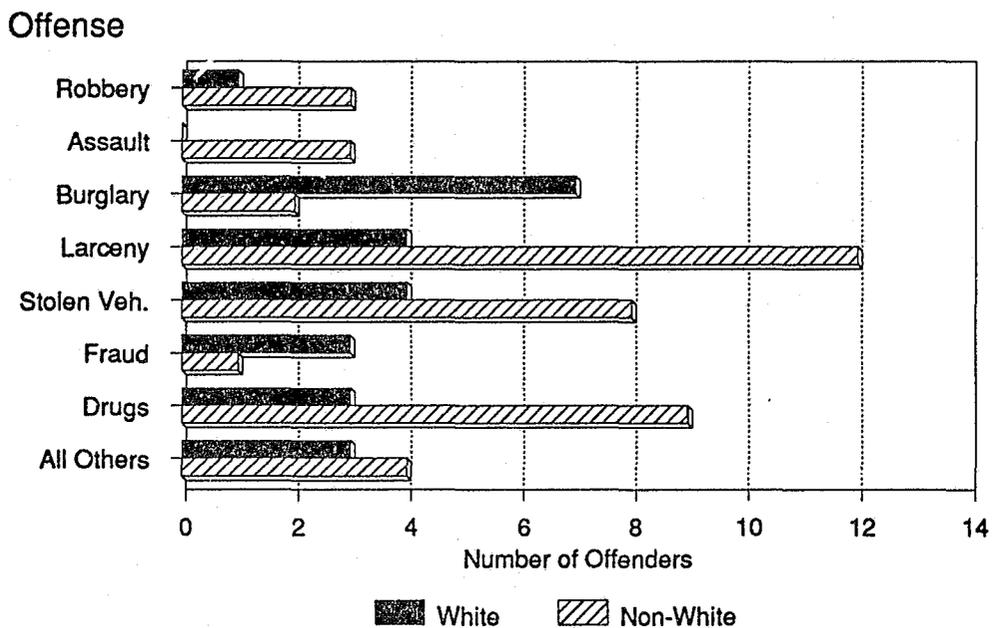


TABLE 21
MOST SERIOUS OFFENSE OF
OFFENDERS WHO FAILED TO COMPLETE THE PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991

OFFENSE	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
ROBBERY	0	0.0	3	7.9	1	20.0	0	0.0	4	6.0
ASSAULT	0	0.0	3	7.9	0	0.0	0	0.0	3	4.5
BURGLARY	5	25.0	2	5.3	2	40.0	0	0.0	9	13.4
LARCENY	4	20.0	11	28.9	0	0.0	1	25.0	16	23.9
STOLEN VEH.	4	20.0	8	21.1	0	0.0	0	0.0	12	17.9
FRAUD	3	15.0	1	2.6	0	0.0	0	0.0	4	6.0
DRUGS	2	10.0	7	18.4	1	20.0	2	50.0	12	17.9
OTHERS	2	10.0	3	7.9	1	20.0	1	25.0	7	10.4
TOTAL	20	100.0	38	100.0	5	100.0	4	100.0	67	100.0

FIGURE 23
MOST SERIOUS OFFENSE OF
OFFENDERS WHO FAILED TO COMPLETE THE PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991

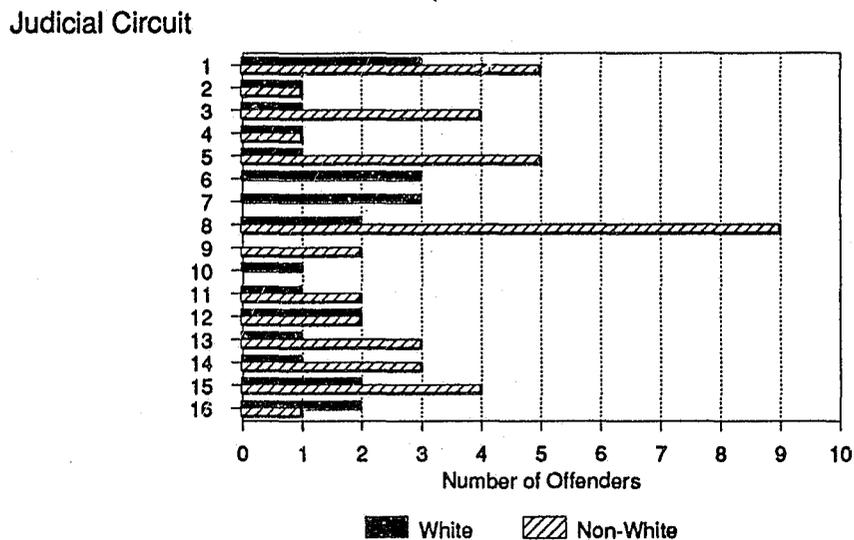


**TABLE 22
COMMITTING JUDICIAL CIRCUIT OF
OFFENDERS WHO FAILED TO COMPLETE THE PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991**

JUDICIAL CIRCUIT	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
ONE	3	15.0	5	13.2	0	0.0	0	0.0	8	11.9
TWO	1	5.0	1	2.6	0	0.0	0	0.0	2	3.0
THREE	1	5.0	3	7.9	0	0.0	1	25.0	5	7.5
FOUR	0	0.0	1	2.6	1	20.0	0	0.0	2	3.0
FIVE	1	5.0	5	13.2	0	0.0	0	0.0	6	9.0
SIX	3	15.0	0	0.0	0	0.0	0	0.0	3	4.5
SEVEN	2	10.0	0	0.0	1	20.0	0	0.0	3	4.5
EIGHT	1	5.0	9	23.7	1	20.0	0	0.0	11	16.4
NINE	0	0.0	2	5.3	0	0.0	0	0.0	2	3.0
TEN	1	5.0	0	0.0	0	0.0	0	0.0	1	1.5
ELEVEN	1	5.0	1	2.6	0	0.0	1	25.0	3	4.5
TWELVE	2	10.0	2	5.3	0	0.0	0	0.0	4	6.0
THIRTEEN	1	5.0	3	7.9	0	0.0	0	0.0	4	6.0
FOURTEEN	1	5.0	3	7.9	0	0.0	0	0.0	4	6.0
FIFTEEN	1	5.0	2	5.3	1	20.0	2	50.0	6	9.0
SIXTEEN	1	5.0	1	2.6	1	20.0	0	0.0	3	4.5
TOTAL	20	100.0	38	100.0¹	5	100.0	4	100.0	67	100.0¹

¹Rounded.

**FIGURE 24
COMMITTING JUDICIAL CIRCUIT OF
OFFENDERS WHO FAILED TO COMPLETE THE PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991**

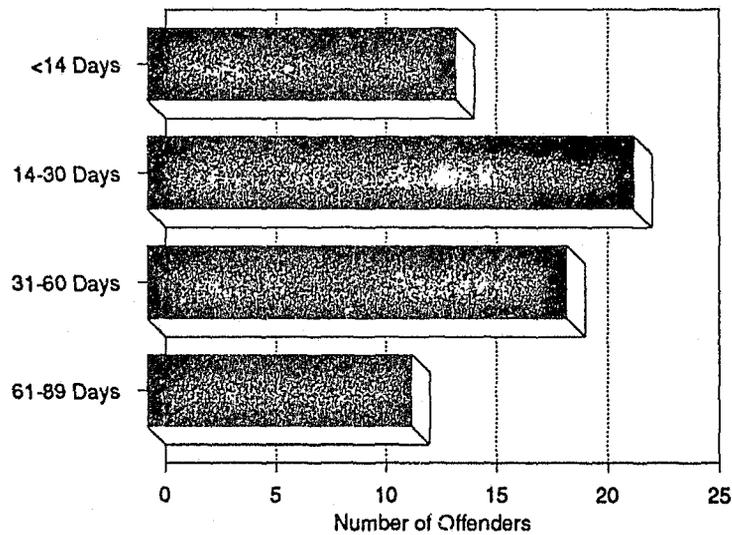


**TABLE 23
NUMBER OF DAYS IN PROGRAM OF
OFFENDERS WHO FAILED TO COMPLETE THE PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991**

DAYS IN PROGRAM	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
< 14 DAYS	6	30.0	5	13.2	2	40.0	1	25.0	14	20.9
14 - 30 DAYS	7	35.0	10	26.3	2	40.0	3	75.0	22	32.8
31 - 60 DAYS	5	25.0	13	34.2	1	20.0	0	0.0	19	28.4
61 - 89 DAYS	2	10.0	10	26.3	0	0.0	0	0.0	12	17.9
TOTAL	20	100.0	38	100.0	5	100.0	4	100.0	67	100.0
AVERAGE		29.8		43.8		17.2		14.5		35.9
MEDIAN		22		44.5		14		14		26

**FIGURE 25
NUMBER OF DAYS IN PROGRAM OF
OFFENDERS WHO FAILED TO COMPLETE THE PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991**

Days In Program



VIII. PROGRAM SUCCESSES

**OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM
BETWEEN PROGRAM INCEPTION AND OCTOBER 31, 1991**

PROFILE OF OFFENDERS WHO SUCCESSFULLY COMPLETED THE SHOCK INCARCERATION PROGRAM

A profile of offenders who successfully completed the Shock Incarceration Program between program inception and October 31, 1991, is presented on the following pages (pages 62 through 66). During this period, 723 offenders were admitted to the program, 67 offenders failed to complete the program, 179 offenders were still participating in the program on October 31, 1991, and 477 offenders successfully completed the program. Excluding the 179 offenders participating in the program on October 31, 1991, a total of 544 offenders had been released from the program. The successful completion rate of the program, therefore, is calculated to be 87.7 percent.

The following is a brief summary of this section:

- Of the 477 offenders who successfully completed the Shock Incarceration Program between program inception and October 31, 1991, 62.3 percent were non-white males, 24.5 percent were white males, 7.8 percent were non-white females, and 5.4 percent were white females. (See FIGURE 26 on Page 62.)
- The average age at the time of their admission to the SCDC of offenders who successfully completed the program was 20 years. The average age of non-white females, at 22, was higher than any other race/sex group. The other three race/sex groups averaged 20 years of age each. There were more 19 year-olds among the offenders who successfully completed the program than any other single age category. (See TABLE 24 and FIGURE 27 on Page 63.)
- About 62 percent (61.6%) of those offenders who successfully completed the program, had received a Youthful Offender Act (YOA) sentence. A YOA sentence is an indeterminate sentence of 1 to 6 years. Only 6 percent of the offenders received a sentence of over five years. Excluding YOAs, the average overall sentence was 3 years and 6 months. The overall median sentence was 3 years. (See TABLE 25 and FIGURE 28 on Page 64.)
- Overall, the largest single offense group was drugs, (31.7 percent of those offenders who successfully completed the program) followed by larceny and burglary at 14.5 and 10.9 percent, respectively. Drugs was the most common offense among non-whites -- both male and female. Among white males, larceny was the most common offense. Fraud was the most common offense among white females. (See TABLE 26 and FIGURE 29 on Page 65.)
- About 10 percent (10.1%) of the offenders who successfully completed the program were from the 9th Judicial Circuit. Almost 10 percent (9.9%) of these offenders were from the 5th Judicial Circuit. (See TABLE 27 and FIGURE 30 on Page 66.) (Appendix IV, on page 87, contains a listing of the counties that comprise each of the State's sixteen judicial circuits.)

FIGURE 26
RACE AND SEX
OF OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

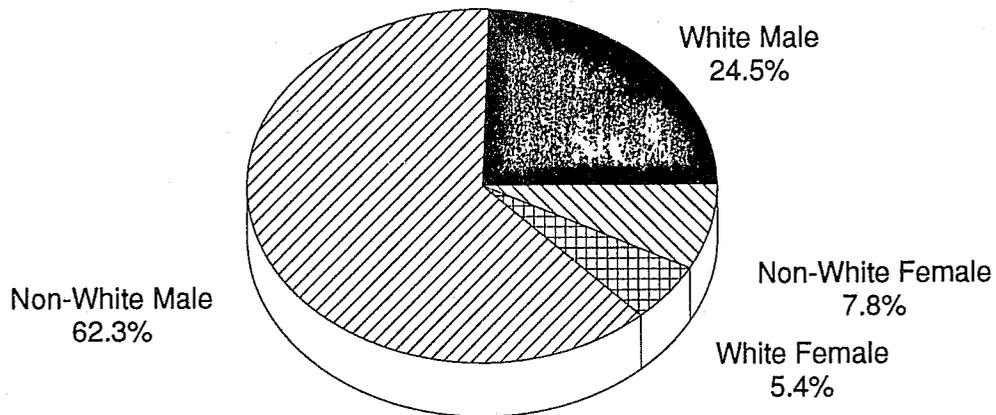


TABLE 24
AGE AT TIME OF ADMISSION TO SCDC OF
OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

AGE	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
17	13	11.1	32	10.8	6	23.1	2	5.4	53	11.1
18	22	18.8	42	14.1	3	11.5	3	8.1	70	14.7
19	26	22.2	55	18.5	2	7.7	5	13.5	88	18.4
20	10	8.5	47	15.8	1	3.8	3	8.1	61	12.8
21	13	11.1	35	11.8	4	15.4	6	16.2	58	12.2
22	7	6.0	27	9.1	3	11.5	3	8.1	40	8.4
23	11	9.4	30	10.1	6	23.1	4	10.8	51	10.7
24	10	8.5	20	6.7	1	3.8	5	13.5	36	7.5
25	5	4.3	9	3.0	0	0.0	6	16.2	20	4.2
26	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
TOTAL	117	100.0	297	100.0¹	26	100.0¹	37	100.0¹	477	100.0
AVG. AGE	20		20		20		22		20	

¹Rounded.

FIGURE 27
AGE AT TIME OF ADMISSION TO SCDC OF
OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

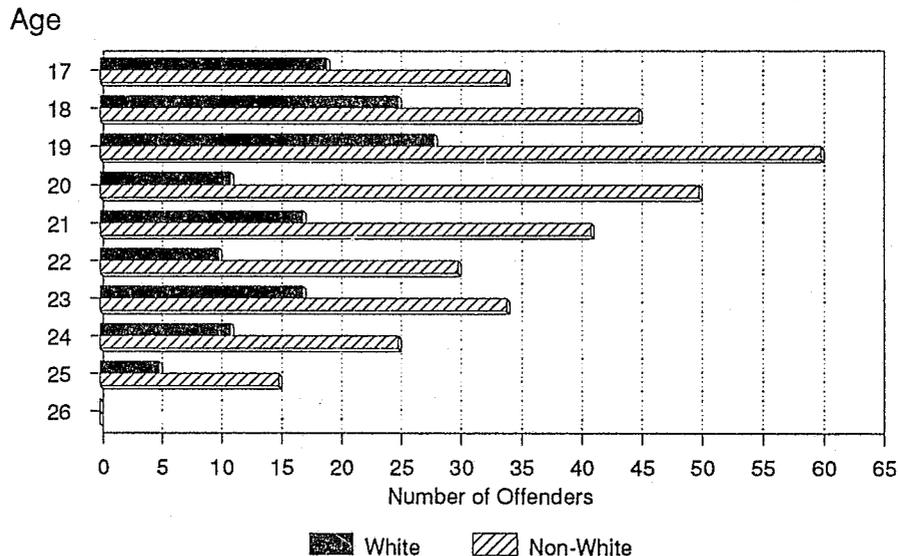


TABLE 25
SENTENCE LENGTH DISTRIBUTION OF
OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

SENTENCE LENGTH	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
YOA	76	65.0	198	66.7	9	34.6	11	29.7	294	61.6
<1 YEAR	0	0.0	1	0.3	0	0.0	3	8.1	4	0.8
1 YEAR	5	4.3	15	5.1	3	11.5	9	24.3	32	6.7
1.1 - 2 YRS.	4	3.4	22	7.4	4	15.4	4	10.8	34	7.1
2.1 - 3 YRS.	8	6.8	15	5.1	4	15.4	5	13.5	32	6.7
3.1 - 4 YRS.	3	2.6	9	3.0	1	3.8	0	0.0	13	2.7
4.1 - 5 YRS.	12	10.2	20	6.7	3	11.5	4	10.8	39	8.2
OVER 5 YRS.	9	7.7	17	5.7	2	7.7	1	2.7	29	6.1
TOTAL	117	100.0	297	100.0	26	100.0¹	37	100.0¹	477	100.0¹
AVERAGE	4 YEARS		3 YRS. 9 MOS.		3 YRS. 2 MOS.		2 YRS. 2 MOS.		3 YRS. 6 MOS.	
MEDIAN	5 YEARS		3 YEARS		3 YEARS		1 YR. 2 MOS.		3 YEARS	

¹Rounded.

FIGURE 28
SENTENCE LENGTH DISTRIBUTION OF
OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

Sentence Length

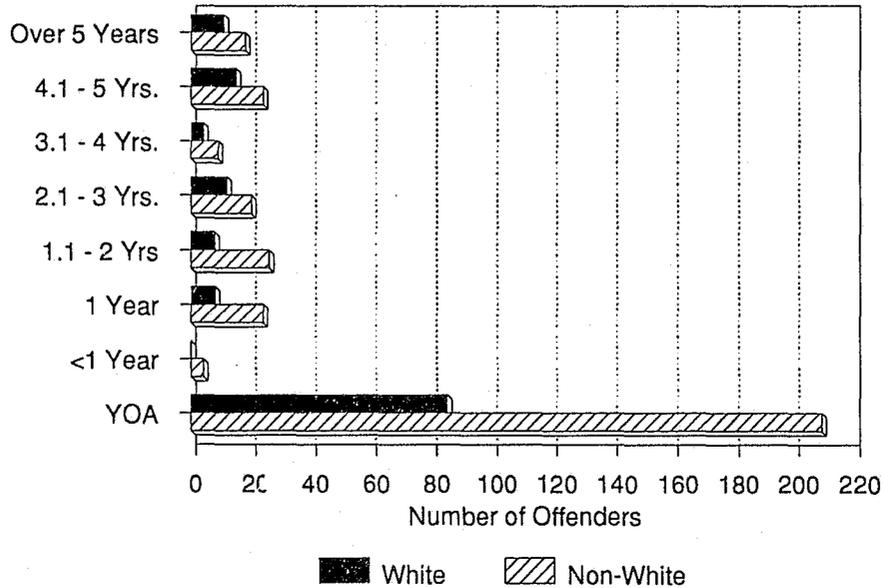
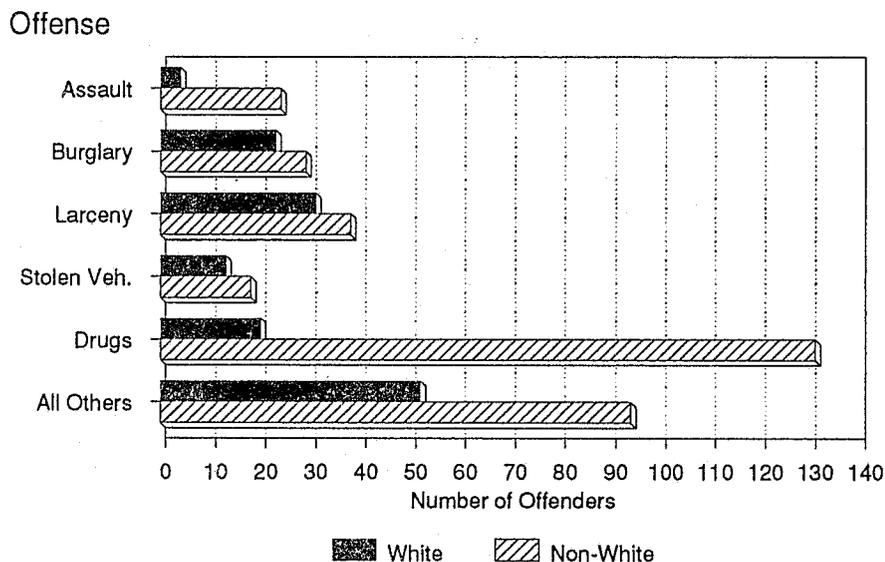


TABLE 26
MOST SERIOUS OFFENSE OF
OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991

OFFENSE	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
ROBBERY	2	1.7	14	4.7	1	3.8	0	0.0	17	3.6
ASSAULT	4	3.4	20	6.7	0	0.0	4	10.8	28	5.9
BURGLARY	20	17.1	27	9.1	3	11.5	2	5.4	52	10.9
LARCENY	28	23.9	34	11.4	3	11.5	4	10.8	69	14.5
STOLEN VEH.	13	11.1	18	6.1	0	0.0	0	0.0	31	6.5
FORGERY	2	1.7	7	2.4	4	15.4	4	10.8	17	3.6
FRAUD	1	0.9	1	0.3	7	26.9	7	18.9	16	3.4
STOLEN PROP.	5	4.3	7	2.4	0	0.0	2	5.4	14	2.9
DRUGS	17	14.5	123	41.4	3	11.5	8	21.6	151	31.7
DAMG. PROP.	7	6.0	6	2.0	0	0.0	1	2.7	14	2.9
OBSTR. POLICE	2	1.7	7	2.4	3	11.5	0	0.0	12	2.5
WEAPON OFF.	2	1.7	15	5.1	0	0.0	1	2.7	18	3.8
HABITUAL OFF.	10	8.5	6	2.0	0	0.0	1	2.7	17	3.6
OTHERS	4	3.4	12	4.0	2	7.7	3	8.1	21	4.4
TOTAL	117	100.0¹	297	100.0	26	100.0¹	37	100.0¹	477	100.0¹

¹Rounded.

FIGURE 29
MOST SERIOUS OFFENSE OF
OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991



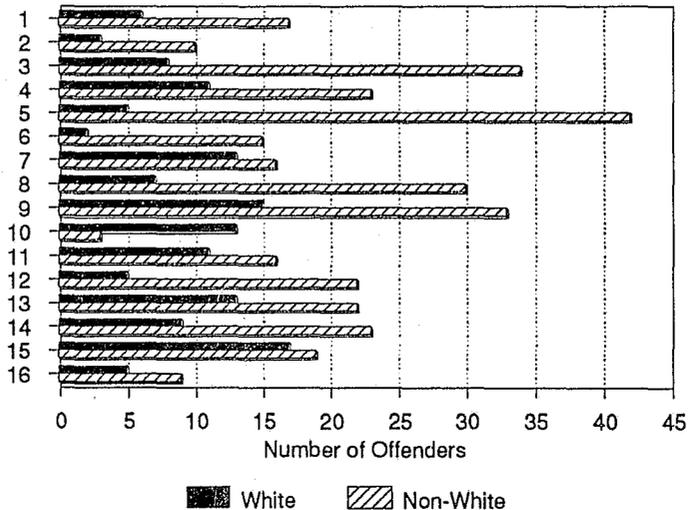
**TABLE 27
COMMITTING JUDICIAL CIRCUIT OF
OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991**

JUDICIAL CIRCUIT	WHITE MALE		NON-WHITE MALE		WHITE FEMALE		NON-WHITE FEMALE		TOTAL	
	#	%	#	%	#	%	#	%	#	%
ONE	6	5.1	15	5.1	0	0.0	2	5.4	23	4.8
TWO	3	2.6	9	3.0	0	0.0	1	2.7	13	2.7
THREE	4	3.4	30	10.1	4	15.4	4	10.8	42	8.8
FOUR	10	8.5	21	7.1	1	3.8	2	5.4	34	7.1
FIVE	5	4.3	39	13.1	0	0.0	3	8.1	47	9.9
SIX	2	1.7	13	4.4	0	0.0	2	5.4	17	3.6
SEVEN	10	8.5	13	4.4	3	11.5	3	8.1	29	6.1
EIGHT	2	1.7	24	8.1	5	19.2	6	16.2	37	7.8
NINE	15	12.8	33	11.1	0	0.0	0	0.0	48	10.1
TEN	10	8.5	2	0.7	3	11.5	1	2.7	16	3.4
ELEVEN	10	8.5	14	4.7	1	3.8	2	5.4	27	5.7
TWELVE	3	2.6	20	6.7	2	7.7	2	5.4	27	5.7
THIRTEEN	11	9.4	18	6.1	2	7.7	4	10.8	35	7.3
FOURTEEN	7	6.0	21	7.1	2	7.7	2	5.4	32	6.7
FIFTEEN	16	13.7	17	5.7	1	3.8	2	5.4	36	7.5
SIXTEEN	3	2.6	8	2.7	2	7.7	1	2.7	14	2.9
TOTAL	117	100.0¹	297	100.0¹	26	100.0¹	37	100.0¹	477	100.0¹

¹Rounded.

**FIGURE 30
COMMITTING JUDICIAL CIRCUIT OF
OFFENDERS WHO SUCCESSFULLY COMPLETED THE
SHOCK INCARCERATION PROGRAM BETWEEN
PROGRAM INCEPTION AND OCTOBER 31, 1991**

Judicial Circuit



IX. DIVERSION AND COST-EFFECTIVENESS
OF THE
SHOCK INCARCERATION PROGRAM

DIVERSION AND COST-EFFECTIVENESS OF THE SHOCK INCARCERATION PROGRAM

The Shock Incarceration Program may be described as an "intermediate sanction" since it falls somewhere between traditional prison incarceration and regular probation. Prison is considered to be the most punitive sanction, with the exception of the Death Penalty, that a judge can impose on an offender, and regular probation or fines, the least punitive. Intermediate sanctions such as shock incarceration, restitution centers, electronic monitoring, home detention, day reporting centers, intensive supervision probation, etc., have three general goals: 1) to reduce prison crowding by giving the judge an alternative to sentencing the offender to prison when regular probation is deemed too lenient; 2) to provide judges with sentencing options that allow them to "tailor the sentence to fit the crime;" and, 3) to rehabilitate or habilitate the offender.

Intermediate punishment programs "widen the net" of social control if participants are selected from the probation-bound population. In those cases, these programs are likely to be more punitive and more intrusive (and more costly) than those the offender would have received in their absence. However, if participants are being selected from an incarceration-bound population, the programs "narrow the net," since they are probably less intrusive (and less costly) than either prison or jail sentences.

The legislative changes that resulted in a "phasing-out" of the Shock Probation Program and the "phasing-in" of the Shock Incarceration Program were intended to ensure that the program was used for prison-bound offenders instead of probation-bound offenders. The shock incarceration legislation does this by: 1) allowing Department of Corrections officials to screen newly-admitted inmates for placement into the program; and, 2) requiring the Department of Corrections to evaluate offenders that the court is considering placing into the program to determine if these offenders are appropriate for the program. Has the program been successful in achieving the legislative goal of diverting prison-bound offenders? As shown in TABLE 1 on page 22, over 91 percent of the shock participants were sentenced to prison and then selected by SCDC for placement into the program. Without question, these placements were true diversions from prison. Nine percent of the program's participants were sentenced to the program by the courts. The offenders who were sentenced to the program by the courts were all recommended for placement into the program by the SCDC Shock Incarceration Screening Committee. This committee evaluated these offenders and determined that, among all of the currently existing sentencing options including probation and prison, the Shock Incarceration Program was the most appropriate sanction. With the exception of a jail or prison term, shock incarceration is the most punitive sentencing sanction currently available to judges in South Carolina. This is a strong indication that the offenders who entered the program in this manner would have received a prison sentence in the absence of the program. If these were less-serious offenders, the Committee would have recommended probation or some sanction less-restrictive than shock incarceration. In other words, the 65 offenders who were sentenced to the program by the courts were most likely prison-bound offenders. **It can be concluded, therefore, that the Shock Incarceration Program has been highly successful in achieving the primary goal intended for it by the General Assembly -- to divert appropriate prison-bound offenders.**

But has the program, therefore, reduced prison crowding and correctional costs? The program reduces prison crowding in the short-term if, as a result of the program, offenders spend less time incarcerated than they would have in the absence of the program. The program reduces prison crowding in the long-term if it reduces the offenders' likelihood of returning to criminal activity and returning to prison. The long-term effects of the program are beyond the scope of this report due to the long follow-up period needed to determine these effects. A subsequent report will examine this issue in more detail.

In order to answer the short-term question, we need to determine if the program is reducing the program participants' length of incarceration in a cost-effective manner. If the program costs more than regular incarceration, then the reduction in time served resulting from the offenders' participation in the program must compensate for the increased cost of operating the program, if the program is to be cost-effective. Of course, in the short-term, the best situation is for the program to cost less than regular incarceration *and* to reduce the offenders' length of stay. The male shock program will be analyzed separately from the female shock program. The reason for this is that the female shock program has been significantly under-utilized during its entire existence and there has been some question as to whether this program is cost-effective.

The following table (TABLE 28) shows the costs associated with the Thames Shock Incarceration Unit (TSIU) (for males) and the Women's Shock Incarceration Unit (WSIU) for the period of July 1990, through March 1991.

TABLE 28 EXPENDITURES OF THE SHOCK INCARCERATION PROGRAM JULY 1990 THROUGH MARCH 1991			
	Thames Shock Expenditures	Women's Shock Expenditures	Total Shock Expenditures
Personal Service	\$316,571	\$139,328	\$455,899
Benefits	\$73,371	\$32,278	\$105,649
Contractual Service	\$24,851	\$6,292	\$31,143
Supplies	\$143,568	\$45,042	\$188,610
Fixed Charges	\$5,810	\$940	\$6,750
Travel	\$0	\$362	\$362
Equipment	\$0	\$3,999	\$3,999
Case Services	\$12,077	\$1,866	\$13,943
Heat, Power, & Light	\$15,188	\$7,440	\$22,628
Transportation	\$10,073	\$524	\$10,597
Central Office	\$1,631	\$297	\$1,928
Total	\$603,140	\$238,368	\$841,508

During this period, the average number of males in the TSIU was about 77 (76.74) and the average number of females in the WSIU was about 14 (13.8). The average daily cost per male offender in the TSIU, therefore, is \$28.68 [(\$603,140 divided by 76.74) divided by 274 (the number of days in the July 1990 - March 1991 period)]. The corresponding average daily cost per female offender in the WSIU is \$63.04 [(\$238,368 divided by 13.8) divided by 274].

Although these average daily costs were calculated for the July 1990 through March 1991 period, it will be assumed that they are the same for the July 1990 through October 1991 period, which is the period of this evaluation. Also, it will be assumed that, had the shock offenders not entered the program, they would have been incarcerated in SCDC facilities at the Department's FY 1990 - 91 overall average daily cost per offender of \$34.11. TABLE 29, on the next page, summarizes the calculations used to compute the cost avoidance savings that have resulted from the Shock Incarceration Program. This table indicates that had the program not been available, shock participants would have been incarcerated, on average, 372 days. Males would have been incarcerated, on average, 375 days, and females, 333 days. The total number of inmate days that shock offenders would have been incarcerated is 176,310. (This figure is obtained by adding together the number of days that each of the shock offenders would have been incarcerated in the absence of the program.) The cost of incarcerating these offenders for this length of time would have cost over \$6 million ($176,310 \times \$34.11 = \$6,013,934.10$).

Shock participants actually were incarcerated an average of 121 days. (Males were incarcerated, on average, 118 days, and females, 137 days.) This figure includes both the time that the offenders spent in the program and the time they spent awaiting entry into the program. As a result of the Shock Incarceration Program, on average, the offenders who participated in the program were incarcerated only one-third as long as they would have been in the absence of the program. The total number of inmate days that the program participants were incarcerated was 57,738. The total cost of the program, therefore, is calculated to be \$1,953,071.12.

The cost savings resulting from the program are actually the costs avoided when offenders participate in the program instead of being incarcerated in other SCDC facilities. For both males and females, their length of incarceration is substantially reduced by the program. The cost of housing males in the TSIU is less than other types of prison facilities, while the cost of housing females in the WSIU is substantially higher than other types of facilities, due primarily to the extent of under-utilization experienced in the women's shock facility. As shown in TABLE 29, the Shock Incarceration Program has resulted in cost avoidance savings totalling over \$4 million (\$4,060,862.98). **Both the Thames Shock Incarceration Unit for men and the Women's Shock Incarceration Unit are cost-effective programs that are true alternatives to traditional incarceration and both contribute significantly to reducing prison crowding.** At the Women's Shock Incarceration Unit, although its daily cost per offender is very high at \$63.04, the program is cost-effective because it *substantially* reduces the participants' length of incarceration -- by 196 days, on average.

Caveats of the Analysis:

This analysis used the overall average daily cost per offender at the Department of Corrections of \$34.11. Actually, the cost per offender varies from institution to institution and by type of facility. Minimum security facilities are generally cheaper to operate than are medium or maximum security facilities. The Women's Correction Center probably has a higher per inmate cost than other facilities. Reception and evaluation centers probably have costs which are not average. The various cost differences of types of institution was not factored into the analysis because, generally, they were not available. The analysis does not include actual capital construction costs or the possible reduced need for additional prison construction that could be a result of the program, at least to some extent.

**TABLE 29
CALCULATIONS USED IN DETERMINING COST AVOIDANCE SAVINGS
FOR THE FIRST 477 SHOCK INCARCERATION COMPLETIONS**

	Males	Females	Total
Without Program:			
Average time to serve in SCDC:	375 days	333 days	372 days
Total number of inmate days to serve:	155,340	20,970	176,310
Average cost per inmate day:	\$34.11	\$34.11	
Total cost:	\$5,298,647.40 (155,340 x \$34.11)	\$715,286.70 (20,970 x \$34.11)	\$6,013,934.10
With Program:			
Average time served in SCDC:	118 days	137 days	121 days
Total number of inmate days served:	49,090	8,648	57,738
Average cost per inmate day:	\$28.68	\$63.04	
Total cost:	\$1,407,901.20 (49,090 x \$28.68)	\$545,169.92 (8,648 x \$63.04)	\$1,953,071.12
Average number of days saved:	257 days	196 days	248 days
Total number of inmate days saved:	106,250	12,322	118,572
Total cost avoidance:	\$3,890,746.20	\$170,116.78	\$4,060,862.98

APPENDICES

APPENDIX I

Survey of States



SHOCK INCARCERATION PART I - NUMBERS, COSTS

SYSTEM	HAS SHOCK OR BOOT CAMP PROGRAM	LENGTH OF PROGRAM	WHEN STARTED OR WILL START	FOR MALES, FEMALES, BOTH	HOW MANY CAN PROGRAM HANDLE?	NUMBER WHO HAVE COMPLETED PROGRAM	SUCCESS RATE	PER DIEM COST FOR EACH PARTICIPANT OF	
								SHOCK PROGRAM	PRISON, IF SENT THERE INSTEAD
ALABAMA	Yes	3 mos. with extensions up to 180 days	4/7/88	Males	128	547	83%	\$21.00	\$29.00
ALASKA	No program								
ARIZONA	Yes	4 mos.	10/88	Males	150	281	86%	Unknown	
ARKANSAS	Yes	105 days	4/90	Males	60	16		Unknown	\$25.00
CALIFORNIA	No program. Los Angeles County Jail System developed plans for opening a boot camp program.								
COLORADO	Yes	3 mos.	3/91	Both	100				\$43.84
CONNECTICUT	Yes	6 mos.	1/91	Males	100			\$67.79	\$56.91
DELAWARE	No program, but interested in starting one								
DISTRICT OF COLUMBIA	No program, but interested in starting one								
FLORIDA	Yes	3 mos.	10/87	Males	100	429	47.6%		
GEORGIA	Yes	3 mos.	11/83	Males	250	4,180	97%	\$39.82 (average daily costs for all prisons in FY 89)	
HAWAII	No program								
IDAHO	Yes	4 mos. with option of additional 60 days	1970, authorized 1974, started	Males	160	3,745	80%	\$25.51	
ILLINOIS	Yes	4 mos.	10/15/91	Both	200	9	77.7%	Unknown	Unknown
INDIANA	No program, but interested in starting one								
IOWA	Has shock probation where the judge can remove certain inmates from prison within 90 days of confinement, depending on how well the inmate does in prison								
KANSAS	Yes	6 mos.	2/91	Both	104			\$36.88 (approx.)	
KENTUCKY	No program, but interested in starting one								
LOUISIANA	Yes	90-180 days	2/87	Both	120	470	56.9%	A little less than prison	\$24.71
MAINE	No program								
MARYLAND	Yes	6 mos.	8/6/90	Males, female program to start within 2 yrs.	288	N/A	N/A	Unknown	\$45.21
MASSACHUSETTS	No program, but under consideration at the county level.								
MICHIGAN	Yes	3 mos.	3/88	Males	120	754	59%	\$55.00	\$55.00
MINNESOTA	No program								
MISSISSIPPI	Yes	90-120 days	4/85	Both	262	1,736	91%		
MISSOURI	No program, program has been authorized but not funded or initiated.								
MONTANA	No program, but may be interested in starting one								
NEBRASKA	No program, but interested in starting one								
NEVADA	Yes		2/91	Males					
NEW HAMPSHIRE	Yes	120 days	3/5/90	Both	96	13		\$40.77	\$48.77
NEW JERSEY	No program, in early discussion stages								
NEW MEXICO	No program, likely to start 12/91								
NEW YORK	Yes (5 facilities)	6 mos.	9/87	Both	1,250 males 150 females	1,158 (as of 11/89)	68%	\$41.56-\$77.26	
NORTH CAROLINA	Yes	90-120 days	10/30/89	Males	90	158	80%		
NORTH DAKOTA	No program								
OHIO	Yes	3 mos.	Shock parole, 1983; hope to start boot camp 1991	Males	100 (projected)				\$30.96

SHOCK INCARCERATION PART I - NUMBERS, COSTS

SYSTEM	HAS SHOCK OR BOOT CAMP PROGRAM	LENGTH OF PROGRAM	WHEN STARTED OR WILL START	FOR MALES, FEMALES, BOTH	HOW MANY CAN PROGRAM HANDLE?	NUMBER WHO HAVE COMPLETED PROGRAM	SUCCESS RATE	PER DIEM COST FOR EACH PARTICIPANT OF	
								SHOCK PROGRAM	PRISON, IF SENT THERE INSTEAD
OKLAHOMA	Yes	3 mos.	1984	Males	150	Unknown	Unknown	\$64.39	\$48.79
OREGON	No program								
PENNSYLVANIA	Yes	6 mos.	1991	Males	150-200				
RHODE ISLAND	No program, but interested in starting one								
SOUTH CAROLINA	Yes	90 days	6/25/86, shock probation; 6/25/90, changed to shock incarceration; 1/91, 2nd unit started	Both	192 males, 24 females	984 males, 107 females	93% males, 83% females		
SOUTH DAKOTA	No program, currently being reviewed by legislatively established Corrections Commission								
TENNESSEE	Yes	3 mos.	12/89	Males	120	75	74%		
TEXAS	Yes	Up to 3 mos.	1/89	Males	400	1,010	89.2%	\$43.40	\$42.15
UTAH	No program, but under consideration								
VERMONT	No program								
VIRGINIA	Yes (probation)	3 mos. (followed by supervised probation)	1/91	Males	100				
WASHINGTON	No program								
WEST VIRGINIA	No program, but under consideration								
WISCONSIN	Yes	6 mos.	1/1/91	Males	60	N/A	N/A	Unknown	
WYOMING	Yes	3 mos.	2/90	Males	20	36	90%	\$41.00	\$41.00
FEDERAL BUREAU OF PRISONS	Yes	6 mos. (intensive) 1-5 mos. (community)	1/91	Males	192				

CANADIAN SYSTEMS - no shock incarceration programs reported

SHOCK INCARCERATION PART II - PROGRAM, REQUIREMENTS

SYSTEM	PARTICIPANT ASSIGNED TO PROGRAM BY		ASSIGNMENT MADE		PARTICIPATION VOLUNTARY?	PROGRAM LOCATED IN		PROGRAM INCLUDES				REQUIREMENTS FOR PARTICIPATION
	COURTS	DEPARTMENT	AS ALTERNATIVE TO PRISON	FROM PRISON		REGULAR PRISON	SEPARATE CAMP OR FACILITY	DRUG/ALCOHOL TREATMENT	EDUCATION	COUNSELING/THERAPY	WORK	
ALABAMA	X		X		No	X		X		X	X	No age limits, 1st degree crimes and enticing a child for immoral purposes are exempted, sentence of 15 yrs. or less, class 1 physical condition, and ability to follow directions
ARIZONA	X		X		Yes	X		X	X	X	X	18-25 yrs. of age, Class 2-6 non-violent offenses, specific requirements for physical and mental conditions
ARKANSAS		X		X	Yes	X		X	X	X	X	No age requirements, non-violent crimes, sentence of 10 yrs. or less, 1st time offender, physical and mental health condition must be approved
COLORADO		X		X	Yes	X	X	X	X	X	X	18-25 yrs. of age, not serving and have not served time for a violent offense, free of physical and mental defects
CONNECTICUT	X	X (oversight responsibility)	X		Yes		X	X	X	X	X	16-21 yrs. of age, non-violent, no class "A" felonies, sentenced to 1-3 yrs. (approx.), no prior sentenced or incarceration, physical and mental health must be approved
FLORIDA		X		X	Yes	X		X		X	X	24 yrs. and under in age, non-violent, no sex crimes, sentences 10 yrs. or less, 1st offense, no serious medical or mental health problems
GEORGIA	X		X		Yes	X					X	17-25 yrs. of age, no misdemeanors, sentenced to at least 1 yr., good physical and mental condition
IDAHO	X		X		Yes		X	X	X	X	X	Must be tried as an adult, felonies except murder 1, sentenced to a min. of 1 yr., no prior prison time, ambulatory physical condition and not currently psychotic
ILLINOIS	X		X		Yes		X	X	X	X	X	17-29 yrs. of age, light-weight offenses including drug, robbery, theft, burglary, sentenced to 5 yrs. or less, 1st offense, good physical and mental condition
IOWA	Has shock probation where the judge can remove certain inmates from prison within 90 days of confinement depending on how well the inmate does in prison											
KANSAS	X	X	X	X	Yes		X	X	X	X	X	18-25 yrs. of age, primarily property and drug offenses, generally no prior incarcerations, must be physically and mentally capable to participate
LOUISIANA	X (recommendation)	X (final determination)	X		Yes	X		Education and awareness	X	X	X	39 yrs. of age or younger, 1st and 2nd offenders sentenced to 7 yrs. or less, parole eligible, good physical and mental health
MARYLAND		X		X	Yes		X	X	X	X	X	Under 26 yrs. of age, non-violent crimes, sentenced to 5 yrs. or less, first adult incarceration, good physical and mental condition
MICHIGAN	X		X		Yes		X	X	X	X	X	17-25 yrs. of age, excluding rape, murder, armed robbery and arson crimes, no limit on number of offenses, capable of completing the program

SHOCK INCARCERATION PART II - PROGRAM, REQUIREMENTS

SYSTEM	PARTICIPANT ASSIGNED TO PROGRAM BY		ASSIGNMENT MADE		PARTICIPATION VOLUNTARY?	PROGRAM LOCATED IN		PROGRAM INCLUDES				REQUIREMENTS FOR PARTICIPATION
	COURTS	DEPARTMENT	AS ALTERNATIVE TO PRISON	FROM PRISON		REGULAR PRISON	SEPARATE CAMP OR FACILITY	DRUG/ALCOHOL TREATMENT	EDUCATION	COUNSELING/THERAPY	WORK	
MISSISSIPPI	X		X		No, sentence imposed by court, inmate must sign agreement to participate		X	X	X	X	X	No prior adult felony confinement, white collar, property, drug and crimes of aggression that do not involve a deadly weapon and result in a life sentence, 5.2 yrs. average length of sentence, 1 1/4 average per cumulative total offenses, cannot be retarded or have a severe mental disorder
NEVADA	X		X		No		X	X	X		X	Minimum of 18 yrs., non-violent, no prior offenses
NEW HAMPSHIRE	X	X (final approval)	X	X	Yes	X		X		X	X	18-30 yrs. of age, not incarcerated for prior offenses, no crimes of violence and/or assault, must pass complete physical exam
NEW YORK		X		X	Yes		X	X	X	X	X	16-29 yrs. of age, non-violent crimes, time to parole 36 mos. or less, 1st incarceration, good physical and mental health
NORTH CAROLINA		X		X	Yes		X	X	X	X	X	17-25 yrs. of age, sentenced up to 10 yrs., good physical and mental health
OHIO	X (to shock parole)	X (to boot camp)		X	Yes	X		X	X	X	X	18-25 yrs. of age, 3rd and 4th degree crimes, only 1 offense with prison time, good physical condition, normal mental condition
OKLAHOMA		X	X		No	X		X	X		X	18-24 yrs. of age, non-violent crimes, no prior incarcerations, physically and mentally able
PENNSYLVANIA	X		X		No			X	X	X	X	18-35 yrs. of age, 1 time offense, non-violent or substance abuse crimes
SOUTH CAROLINA	X	X	X	X	Yes	X		Education	X	X	X	Less than 26 yrs. of age, non-violent offenses, sentenced not to exceed 6 yrs., must be physically able to participate
TENNESSEE		X		X	No		X	X	X	X	X	30 yrs. of age or less, non-violent crimes, sentence of 6 yrs. (longer for most drug offenders), no prior incarcerations, no disabling disabilities, no major health problems, must understand/comprehend basic instructions, no serious mental problems
TEXAS	X		X		No		X	X	Life skills	X	X	17-25 yrs. of age, sentence of less than 10 yrs., no prior offenses, no physical or mental conditions which would preclude strenuous exercise
VIRGINIA	X (referrals)				Yes		X	X	X	X	X	18-24 yrs. of age at time of the crime, non-violent felonies, 1st adult offense, no pending charges of conflicting offenses
WISCONSIN		X		X	Yes		X	X	X	X	X	24 yrs. of age, physically and mentally fit
WYOMING		X		X	Yes		X	X	X	X	X	19-25 yrs. of age, 1st incarceration
FEDERAL BUREAU OF PRISONS	X (recommended)		X		Yes		X	X	X	X	X	Adults, willing to participate, qualify for min. status

CANADIAN SYSTEMS - no shock incarceration programs reported

APPENDIX II

Shock Incarceration Act

SECTION 1. Chapter 13, Title 24 of the 1976 Code is amended by adding:

"Article 13

Shock Incarceration Program

Section 24-13-1310. As used in this article:

- (1) 'Eligible inmate' means a person committed to the South Carolina Department of Corrections:
 - (a) who has not reached the age of twenty-six years at the time of admission to the department;
 - (b) who is eligible for release on parole in two years or less;
 - (c) who has not been convicted of a violent crime as defined in Section 16-1-60;
 - (d) who has not been incarcerated previously in a state correctional facility or has not served a sentence previously in a shock incarceration program;
 - (e) who physically is able to participate in the program;
 - (f) whose sentence specifically does not prohibit the offender from participating in the shock incarceration program.
- (2) 'Shock incarceration program' means a program pursuant to which eligible inmates are selected directly at reception centers to participate in the program and serve ninety days in an incarceration facility, which provides rigorous physical activity, intensive regimentation, and discipline and rehabilitation therapy and programming.
- (3) 'Commissioner' means the Commissioner of the Department of Corrections.

Section 24-13-1320. (A) The Commissioner of the department, guided by consideration for the safety of the community and the welfare of the inmate, shall promulgate regulations, according to procedures set forth in the Administrative Procedures Act, for the shock incarceration program. The regulations must reflect the purpose of the program and include, but are not limited to, selection criteria, inmate discipline, programming and supervision, and program structure and administration.

(B) For each reception center the commissioner shall appoint or cause to be appointed a shock incarceration selection committee which must include at least one representative of the Department of Probation, Parole, and Pardon Services and which shall meet on a regularly scheduled basis to review all applications for a program.

(C) A program may be established only at an institution classified by the commissioner as a shock incarceration facility.

(D) The department shall undertake studies and prepare reports periodically on the impact of a program and on whether the programmatic objectives are met.

Section 24-13-1330. (A) An eligible inmate may make an application to the shock incarceration screening committee for permission to participate in a shock incarceration program. If the department has a victim witness notification request for an eligible inmate who has made an application, it shall notify the victim of the application.

(B) The committee shall consider input received from law enforcement agencies, victims, and others in making its decision for approval or disapproval of participation. If the committee determines that an inmate's participation in a program is consistent with the safety of the community, the welfare of the applicant, and the regulations of the department, the committee shall forward the application to the commissioner or his designee for approval or disapproval.

(C) An applicant may not participate in a program unless he agrees to be bound by all of its terms and conditions and indicates this agreement by signing the following:

'I accept the foregoing program and agree to be bound by its terms and conditions. I understand that my participation in the program is a privilege that may be revoked at the sole discretion of the commissioner. I understand that I shall complete the entire program successfully to obtain a certificate of earned eligibility upon the completion of the program, and if I do not complete the program successfully, for any reason, I will be transferred to a nonshock incarceration correctional facility to continue service of my sentence.'

(D) An inmate who has completed a shock incarceration program successfully is eligible to receive a certificate of earned eligibility and must be granted parole release.

(E) Participation in a shock incarceration program is a privilege. Nothing contained in this article confers upon an inmate the right to participate or continue to participate in a program.

Section 24-13-1340. (A) A court may order that a defendant who has not reached twenty-six years of age and who has not been convicted of a violent crime as defined in Section 16-1-60, but who is found guilty of an offense for which a term of imprisonment of five years or more may be imposed or who is being revoked from a sentence of probation, be evaluated by the shock incarceration screening committee. The inmate then must be transferred to the custody of the department for evaluation.

(B) The commissioner shall submit his findings, along with recommendations for sentencing, to the court within fifteen working days after an inmate has been received into the custody of the department.

(C) After the findings are submitted, the court may impose sentence as appropriate, which may include:

- (1) suspending then sentence and placing the defendant on probation;
- (2) sentencing the defendant to the shock incarceration program, with or without his consent;
- (3) sentencing the defendant to another term as provided by law."

Repeal

SECTION 2. Section 24-21-475 of the 1976 Code is repealed.

Court fee to fund program

SECTION 3. The first paragraph of Section 14-1-210 is amended to read:

"Beginning on July 1, 1985, and continuously after that date, each conviction for an offense against the State must be assessed a cost of court fee to fund programs established pursuant to Chapter 21 of Title 24 and the Shock Incarceration Program as provided in Article 13, Chapter 13, of Title 24.

An expenditure of these funds pursuant to this section for an expansion of the Shock Incarceration Program after July 1, 1990, may not impact adversely on programs operating pursuant to Chapter 21 of Title 24."

APPENDIX III
Cooperative Agreement

COOPERATIVE AGREEMENT FOR SERVICES
BETWEEN
SOUTH CAROLINA DEPARTMENT OF CORRECTIONS
AND
SOUTH CAROLINA COMMISSION ON ALCOHOL AND DRUG ABUSE

Agreement is made and entered into this first day of July, 1990, by and between the South Carolina Department of Corrections, hereinafter referred to as SCDC, and the South Carolina Commission of Alcohol and Drug Abuse, hereinafter referred to as SCCADA for the purpose of providing alcohol and drug education services to "shock incarcerated" inmates currently located at Wateree River Correctional Institution and the Women's Correctional Center.

In consideration of mutual promises and sums hereinafter set forth, the parties agree as follows:

1. Laws Applicable

This agreement is entered into the County of Richland, State of South Carolina and shall be governed and construed in accordance with the laws of South Carolina.

2. Additions to this Agreement

No amendments, changes, additions, deletions, or modifications to or of this agreement shall be valid unless reduced to writing, signed by all parties.

3. Written Designation of Liaison

Each party shall designate, in writing, an individual to act as a liaison for the party in carrying out of the terms and intention of this agreement.

4. Terms of This Agreement

The terms of this agreement shall be from July 1, 1990, to June 30, 1991, inclusive unless otherwise terminated as herein provided.

5. Termination of This Agreement

This agreement can be terminated by either party with 30 days prior written notice either hand delivered or by certified mail.

6. Option to Renew

The parties hereby agree that the SCDC shall have the option to renew this Agreement for an additional four (4) years with the terms and conditions to be negotiated annually.

7. Payment for Services

7.1 Financial Obligations:

It is agreed that SCDC will provide payment to SCCADA at the rate of Eight Hundred Dollars (\$800) to each group of "shock incarcerated" inmates completing the 15-hour educational course. Each platoon of "shock incarcerated" inmates participating in the program shall be divided into two groups. It is agreed that the two groups would require two instructors per platoon. It is further agreed that the reimbursement rate will be Eight Hundred Dollars (\$800) per group. Assuming that each platoon has two groups, reimbursement would be Sixteen Hundred Dollars (\$1,600) per platoon. Assuming also, 12 platoons from Wateree River Correctional Institution participate in the program, this would be at a cost of nineteen Thousand Two Hundred Dollars (\$19,200) per year and if an additional six groups participate from the Women's Correctional Center, this would be an additional Four Thousand Eight Hundred Dollars (\$4,800) for a maximum reimbursement of Twenty-four Thousand Dollars (\$24,000) per contract year.

7.2 Method of Payment:

The SCCADA will submit the request for reimbursement to the following address upon completion of a course or an assessment and will attach a course roster of "shock incarcerated" inmate names and numbers, attendance status, pre and post test results, date(s) and time(s) training was provided.

South Carolina Department of Corrections
ATTENTION: Chief, Special Programs
Division of Human Services
Post Office Box 21787
Columbia, South Carolina 29221

8. SCCADA's Obligation to the SCDC

- 8.1 Shall provide an Alcohol and Drug Education Course to all new incoming "shock incarcerated" inmates. Each new "platoon" shall consist of a maximum of 32 male "shock incarcerated" inmates and will be divided into two (2) groups for the 14-hour course. The maximum number of "shock incarcerated" inmates to receive the educational services in a group will be 16. A course will be conducted for female "shock incarcerated" inmates on request.
- 8.2 SCCADA shall provide the SCDC with a course curriculum to include a pre/post test prior to initiating services.
- 8.3 SCCADA will provide all course material to participants.

9. SCDC's Obligation to the SCCADA

9.1 SCDC provide adequate classroom space for SCCADA trainers to conduct classes.

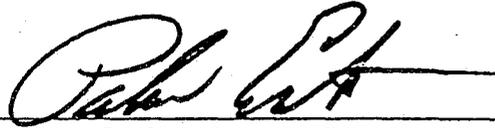
9.2 SCDC shall ensure "shock incarcerated" inmates are available for services at mutually agreed upon dates and times.

9.3 SCDC shall provide adequate audio-visual support.

IN WITNESS WHEREOF, the SCDC and SCCADA, by the Commissioners or Directors, who are duly authorized to execute this agreement on behalf of their respective agencies, have executed this Agreement as of the date first above written.

SOUTH CAROLINA DEPARTMENT OF CORRECTIONS

BY:



Parker Evatt, Commissioner

WITNESSES:

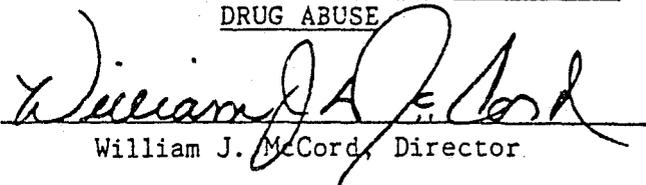
Sandra S. Jeffcoat
Alvin Brown

APPROVED AS TO FORM
South Carolina Department of Corrections
LEGAL ADVISOR'S OFFICE

DATE 20 Aug 90 XCB

SOUTH CAROLINA COMMISSION ON ALCOHOL AND
DRUG ABUSE

BY:



William J. McCord, Director

WITNESSES:

Terry L. Miles
John W. Hays

(AG/ADA/HUMANSER)

JUSTIFICATION FOR

CONTRACTS BETWEEN STATE AGENCIES

In accordance with 11-35-710 of the South Carolina Consolidated Procurement Code and Budget and Control Board action of November 5, 1984:

The S.C. Dept. of Corrections and the S.C. Dept. of Probation, Parole, and Pardon Services proposes to contract with the S.C. Commission on

(1) Alcohol and Drug Abuse for the following goods or services:

(2)

B. Provide a detailed, relevant, well-designed, state-of-the-art drug and alcohol education program that incorporates a pre/post test design and is oriented to a young adult population in order to assess the client's knowledge gain. The program is fourteen hours of instruction conducted on the weekend and one hour of testing for a total of fifteen hours.

C. The determination of "Cost Justification" for this contract: The cost is computed on the basis of direct service trainer hours or fifty dollars (\$50.00) per hour. Preparation time.

(4) designing and reproduction of course materials and maintaining the latest drug education information is included in these costs. This fee is below the cost of similar training costs conducted by the S.C. Commission on Alcohol and Drug Abuse (SOCADA) for medicaid clients or the Alcohol/Drug Safety Program (ADSAP) and is competitive with similar services being provided in the private sector. Further, due to the nature of the program, the training is conducted during difficult to recruit hours (Saturday and Sunday) in a rural location. Lastly, this (continues)

D. I certify that this is not a Sole Source contract.

June 27, 1990

DATE

\$24,000

VALUE OF CONTRACT

July 1, 1990 - June 30, 1991

TERM OF CONTRACT

S.C. Dept. of Corrections, P.O. Box 21787
Columbia, SC 29221

AGENCY NAME AND ADDRESS

R. N. Litton

AUTHORIZED SIGNATURE

Roger N. Litton, Division of Purchasing

TITLE

J. C. ...
APPROVED MMO

7/23/90
DATE

- Notes:
- (1) Requesting Agency
 - (2) Contractor Agency
 - (3) List items giving full description and unit price (or) a full description of the services to be performed and price.
 - (4) This determination must relate to gross - a breakdown of elements; how cost was determined; the price is fair and reasonable.

Distribution: Two (2) copies to the Materials Management Officer. One (1) approved form will be returned. Use reverse side for continuation or use attachments. A copy of the contract agreement must be attached for review.

MMO #136 Rev. 08/01/89

C. The determination of "Cost Justification" for this contract:

program provides a gateway for the client to take advantage of a statewide program of alcohol/drug treatment and support services through SOCADA's "301 system" so as to maintain gains and lessen the likelihood of relapse and recidivism.

APPENDIX IV

Counties Comprising the Judicial Circuits

Counties Comprising the South Carolina Judicial Circuits

The General Assembly has divided the state into sixteen judicial circuits, and prescribed that one judge shall be elected from the first, second, sixth, twelfth, fourteenth, fifteenth, and sixteenth circuits, and two judges shall be elected from each of the others. These judges are elected by the General Assembly for a term of six years, as are six additional circuit judges without regard to county or circuit of residence. The Circuit Court is a general trial court with original jurisdiction in civil and criminal cases. Currently, the sixteen judicial circuits are composed of the following counties:

- 1: Calhoun...Dorchester...Orangeburg
- 2: Aiken...Bamberg...Barnwell
- 3: Clarendon...Lee...Sumter...Williamsburg
- 4: Chesterfield...Darlington...Dillon...Marlboro
- 5: Kershaw...Richland
- 6: Chester...Fairfield...Lancaster
- 7: Cherokee...Spartanburg
- 8: Abbeville...Greenwood...Laurens...Newberry
- 9: Charleston...Berkeley
- 10: Anderson...Oconee
- 11: Edgefield...Lexington...McCormick...Saluda
- 12: Florence...Marion
- 13: Greenville...Pickens
- 14: Allendale...Beaufort...Colleton...Hampton...Jasper
- 15: Georgetown...Horry
- 16: Union...York

APPENDIX V
Agencies' Response



south carolina department of corrections

P.O. BOX 21787/4444 BROAD RIVER ROAD, COLUMBIA, SOUTH CAROLINA 29211 1787
TELEPHONE (803) 737 8555
PARKER EVATT, Commissioner

May 26, 1992

Mr. Kenneth D'Vant Long, Director
State Reorganization Commission
P.O. Box 11949
Columbia, South Carolina 29211

Dear Mr. Long:

I have reviewed the draft report entitled, "An Evaluation of the Implementation of the South Carolina Department of Corrections' Shock Incarceration Program" as well as the draft Executive Summary.

The Shock Incarceration Act required the South Carolina Department of Corrections to promulgate regulations pursuant to the Administrative Procedures Act. As of this writing the Notice of Regulations has been published in the STATE REGISTER and the proposed regulations have been submitted for publication. The final Regulations will be submitted to the presiding officers of both houses of the General Assembly after the public hearing scheduled for July 24, 1992.

The South Carolina Department of Corrections concurs with the recommendation to expand the age eligibility to increase the pool of qualified applicants. We are hopeful that the legislative proposal submitted by our agency will be given final approval and ratified this week. Mr. Sterling Beckman is actively working to get the bill on the calendar for review before the close of this legislative session. Approval of this change would ensure that the program operates at capacity to increase the cost benefits, and the possibility of future expansion.

We appreciate your agency's support of the Shock Incarceration Program and the assistance in making the transition from Shock Probation. We also agree with the conclusion of the evaluation that:

Kenneth E'Vant Long
May 26, 1992
Page Two

Both the Thames Shock Incarceration Unit for men and the Women's Shock Incarceration Unit are cost-effective programs that are true alternatives to traditional incarceration and both contribute significantly to reducing prison crowding.

Sincerely,

Parker Evatt

Parker Evatt

PE:csk

cc: Mr. Milton Kimpson
Mr. Larry Batson
Mr. Sterling Beckman
Ms. Sammie Brown
Ms. Karen Martin

State of South Carolina

Department of Probation, Parole, and Pardon Services

HON. RAYMOND J. ROSSI
Chairman
Member-At-Large

HON. J.P. HODGES
Vice Chairman
District Six

HON. WILLIE E. GIVENS, JR., D.D.
Secretary
District One

2221 DEVINE STREET, SUITE 600
POST OFFICE BOX 50688
COLUMBIA, SOUTH CAROLINA 29250
(803) 734-9220

MICHAEL J. CAVANAUGH
Commissioner

HON. J. RHETT JACKSON
Chairman, 1987 - 1988
District Two

HON. DR. JERRY M. NEAL
Chairman, 1989 - 1990
District Three

HON. MARION BEASLEY
Chairman, 1985 - 1986
District Four

HON. LEE R. CATHCART
District Five

June 5, 1992

Mr. Kenneth D'Vant Long
Director, State Reorganization Commission
228 Blatt State Office Building
1105 Pendleton Street, PO Box 11949
Columbia, South Carolina 29211

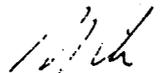
Dear Kenny:

I want to thank you for sending me the draft copy of the Shock Incarceration evaluation. I appreciated the opportunity for input.

The report looks fine to me and I have nothing to add nor any comments.

I hope all is well with you.

Sincerely,


Michael J. Cavanaugh
MJC/lws

DIVISION OF
OPERATIONS/FIELD SERVICES
(803) 734-9240

DIVISION OF
PAROLES AND PARDONS
(803) 734-9262

DIVISION OF
ADMINISTRATIVE SERVICES
(803) 734-9244

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