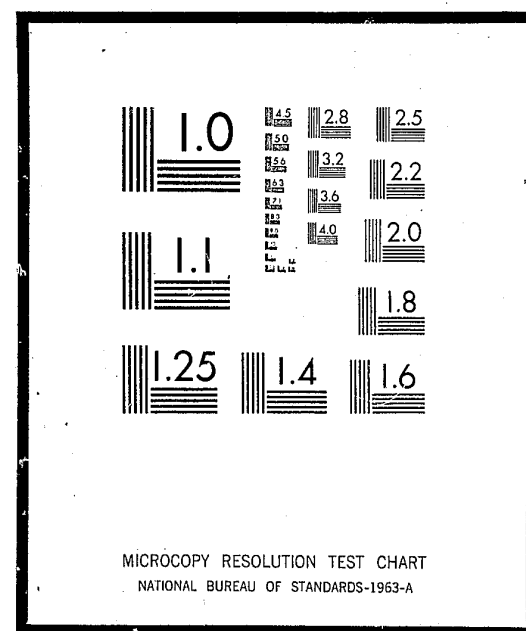


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**Synopsis of the
SOUTH CAROLINA ADULT
CORRECTION STUDY**

Foreword

This paper is a synopsis of the South Carolina Adult Corrections Study. For detailed information the reader is referred to the original document. The study was prepared by the staff of the Office of Criminal Justice Programs for John C. West, Governor, State of South Carolina, and the Corrections System Study Committee, a joint Senate-House Governor's appointee committee, chaired by Senator Walter J. Bristow.

The preparation of this report was supported through a joint funding effort by the Comprehensive Rehabilitation Program funded by the Manpower Administration, United States Department of Labor and the South Carolina Law Enforcement Assistance Program funded by the Law Enforcement Assistance Administration, U. S. Department of Justice.



STATE OF SOUTH CAROLINA

Office of The Governor
Columbia 29201

May 9, 1973

JOHN C. WEST
GOVERNOR

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ASSISTANCE PROGRAM
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Honorable John C. West
Governor
State of South Carolina
State House
Columbia, South Carolina

Senator Walter J. Bristow, Chairman
Corrections System Study Committee
1306 Main Street
Columbia, South Carolina 29201

Gentlemen:

It is a pleasure for me to transmit to you, as joint sponsors, copies of the final report of the South Carolina Adult Corrections Study.

This report went far beyond its original intent of "studying the South Carolina dual prison system and making recommendations to the legislature and the Governor". The very nature of the adult corrections system in South Carolina forced us to expand the scope of our efforts to encompass all components of adult corrections throughout the state's criminal justice system. Therefore, as you will note, a "model adult corrections system" was recommended which impacts on the entire criminal justice process in the state. The major recommendations of the report which were translated into this proposed system were in the areas of Organization and Jurisdiction, Programs and Services, and Fiscal Support.

The major problems in the adult corrections system in South Carolina relating to organization and jurisdiction must be resolved if the system is to be functionally complete. With this in mind, the "model system" was developed with clearly defined areas of jurisdiction and responsibility. Its implementation would require new legislation and a reorganization and decentralization of the South Carolina Department of Corrections. It would virtually eliminate the "dual prison system" in the state and insure a consistent correctional philosophy throughout the South Carolina adult corrections system.

The proposed system would insure the availability of programs and services at all the critical intervention points in the criminal justice process. This would include pre-trial and pre-sentence assessment of all offenders, thereby providing vitally needed information to the judiciary. Additionally,

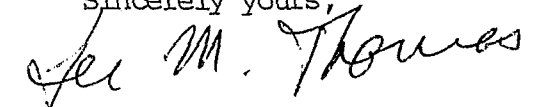
Honorable John C. West
Senator Walter J. Bristow
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it defines the security level, delivery network, program model, and facility support necessary to provide rehabilitation to all adult offenders in the state's corrections system.

Finally, the major problems of fiscal responsibility and fiscal support of the South Carolina adult corrections system were addressed. The recommendations in this area were integrated into the proposed system. Its implementation would eliminate wasted maximum security bed space, duplication of effort and lack of coordination among correctional agencies, and the tremendous expense of spiraling recidivism.

It should be noted that this study was both intensive and exhaustive. It lasted a full year and involved the efforts of numerous individuals. Even with this effort in mind, it is clearly understood by those of us who have worked on it, that it is only the first step towards change. A significant amount of work still needs to be done if South Carolina is to have a completely functional adult correctional system which adequately serves the people of this state.

Sincerely yours,



Lee M. Thomas
Executive Director

IMI/sst

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Introduction

A correctional system should be structured to effectively accommodate those individuals committed to it. Rehabilitation of the offender should always be the primary goal of the system. This goal is in harmony with its counterpart goal of protection of society. In the long run, protection of society can be achieved through rehabilitation of the offender since normally he returns to his community. Realistically speaking, we must recognize the limitation of financial and manpower resources in developing the best system for South Carolina. This necessitates eliminating duplication of services, developing full utilization of existing facilities and services and reducing costs. This report strives to present various alternative solutions which may be implemented within a realistic financial framework.

Although this study is concerned primarily with the county "prison system" and the State Department of Corrections, the total Criminal Justice System has been addressed in order to give continuity and validity to the various recommendations. The study, therefore, examines more than just county and state correctional facilities and programs. In the same respect, the suggested "Model System" interprets the ramifications of its implementation throughout the Criminal Justice System.

The information in this study was collected through onsite inspection and personal interviews at every county prison, county jail, city jail, and overnight lockup in the state. Additionally, the available data from all relevant agencies was utilized along with research on correctional systems across the nation. The details of this study methodology are contained in the first major section of this report.

Existing Systems

Through three hundred years of development, the present corrections system has become complex, fragmented, and generally ineffective for rehabilitation. There are five areas of administrative authority directly responsible for offenders and each operates independently:

- (1) The South Carolina Department of Corrections operates 16 institutions for all types of inmates. The majority of the facilities are located in the Columbia area. The South Carolina Department of Corrections offers some educational, vocational, recreational and support services but the overcrowded conditions and lack of treatment alternatives diminish the rehabilitative effects.
- (2) The Probation, Parole, and Pardon Board is responsible for supervision of offenders on probation and parole and for administering pardons. Additionally, the Board is charged with performing pre-sentence investigations at the request of the judiciary. Effectual supervision is difficult with very large caseloads and the investigation function is limited by very few requests and very little time to offer.
- (3) The counties operate jails and prisons. The county jails are generally used for holding inmates with short sentences and offenders awaiting trial; whereas, the county prison camps hold sentenced offenders. The use of prison labor in this manner has declined steadily in the past ten years due to its inefficiency and rising costs. The conditions in these facilities run from inhumane to good and there is a wide variety of jail and prison styles.
- (4) The cities operate jails and overnight lockups. The facilities are used for holding offenders upon arrest and holding offenders pending trial who cannot be released. Several of the larger cities house offenders sentenced to short terms in jails. These facilities usually have no services connected and are usually in fair to poor condition.
- (5) The solicitors have the responsibility of prosecution in the county and circuit courts. They

have decision making authority at the pre-trial stage of offender flow. This point in the system offers many opportunities for diversion and treatment without the high expense of incarceration. However, this area of correctional treatment has not been developed in South Carolina.

The inmates in all the above institutions were questioned and studied. The general picture from comparative analysis is that there are basically no significant differences in the population in state institutions and local institutions. The data from the inmates did indicate high levels of need for educational, vocational, and behavioral treatment. However, these needs are not presently being adequately addressed.

To determine what is being done in the areas of treatment and service, all involved and potentially involved agencies were studied. It was found that the South Carolina Department of Corrections system is providing, through these resources, some rehabilitative treatment. In researching the services in the state, it was found that many organizations and agencies are receptive and even anxious to work with corrections at all levels but the resources have not been fully utilized.

In studying the facilities around the state, it was found, in general, that county and city facilities are usually at half capacity while the South Carolina Department of Corrections institutions are always over capacity. The total of the state's incarceration capacity, then, is more than adequate to handle the number of inmates, but the distribution of offenders to facilities results in overcrowded conditions in some institutions and half capacity in other institutions. The facilities in the state are mainly of two types: 1) high security, and 2) medium to minimum security. The high security institutions generally have little or no program and treatment space. Additionally, the medium or minimum security facilities usually have inadequate program space.

Summary of Major Findings

In that this study was directed primarily at the intergovernmental structure of the existing "corrections" system in South Carolina, many of its recommendations deal with administrative authority and methods of program delivery. Listed below are a summary of major findings in the areas of (1) Organization and Jurisdiction; (2) Services; and (3) Fiscal Support.

Organization and Jurisdiction

- (1) Short term and pre-trial offenders are handled by a multitude of organizations with no uniformity, coordination, or cooperation.
- (2) The Probation, Parole and Pardon Board has enormously high caseloads and little capacity for pre-sentence investigations.
- (3) There is no coordinated tracking process for effectively moving offenders through the system.
- (4) The separation and fragmentation of correctional authorities results in inconsistent treatment approaches.

Services

- (1) The quality and quantity of rehabilitative services are inadequate.
- (2) Available resources are not fully utilized.
- (3) Crucial services are not made available at the critical intervention points in the system.
- (4) The present system of services is geographically inadequate.
- (5) There is a lack of adequately trained service delivery personnel.

Fiscal

- (1) There is a lack of fiscal support on the state and local level.

- (2) Unnecessary expense occurs as a result of unnecessary incarceration.
- (3) Increasing expense occurs as a result of preventable recidivism.
- (4) There is unnecessary expense due to a lack of coordination and cooperation.

Model System

Rather than making enumerated recommendations, this report incorporated all suggestions into a model system. The proposed model system for adult corrections in South Carolina combines many state and local functions to insure coordination and uniformity and to avoid duplication. The model system addresses the issues of administration, program linkage, program models, program delivery, and facility development as integral parts that must be incorporated into any functional and effective correctional system.

A. Administration

- (1) The model system recommends that the South Carolina Department of Corrections establish ten Regional Correctional Coordinating Offices. Within each office there is to be an Intake Service Division, a Program Evaluation and Development Division, and an Institutional Operation Division.

A - The Intake Service Division is to be concerned with the assessment of offenders and with recommendations about the assignment of these offenders to appropriate correctional programs. Control of the flow of offenders is ultimately the prerogative of the Judiciary and of the Parole Board in matters of release from incarceration.

B - The Program Evaluation and Development Division is responsible for responding to offender needs identified by the Intake Service.

C - The Institutional Operations Divisions operate the Intake Service Center and other correctional facilities in their regions for offenders under state authority.

Additionally the Department of Corrections will operate centralized facilities for high-security and specialized offender groups.

- (2) The Local Government retains the responsibility for short-term holding, pre-trial detention,

and for correctional programs for offenders sentenced to less than 30 days.

- (3) The Solicitor's Office has the responsibility with the assistance of the Regional Corrections Coordinating Office, for developing alternatives to pre-trial detention.
- (4) The Board of Probation, Parole and Pardon operates non-residential programs for offenders sentenced to more than 30 days, such as probation and parole supervision.

B. Program Linkage

Program linkage is defined as the relation between the needs and problems of the individual and the programmatic response of the correctional system to those needs and problems. In the context of the ongoing work of a correctional system, program linkage involves the assessment of each individual and a differentiated response based on that assessment.

There are several characteristics of a program linkage process. It has, first of all, sequence. A primitive program linkage process consists of assessment and response. A more sophisticated process, which exists in most correctional systems, consists of assessment followed by a response which includes a sequence of programs interspersed with ongoing assessments.

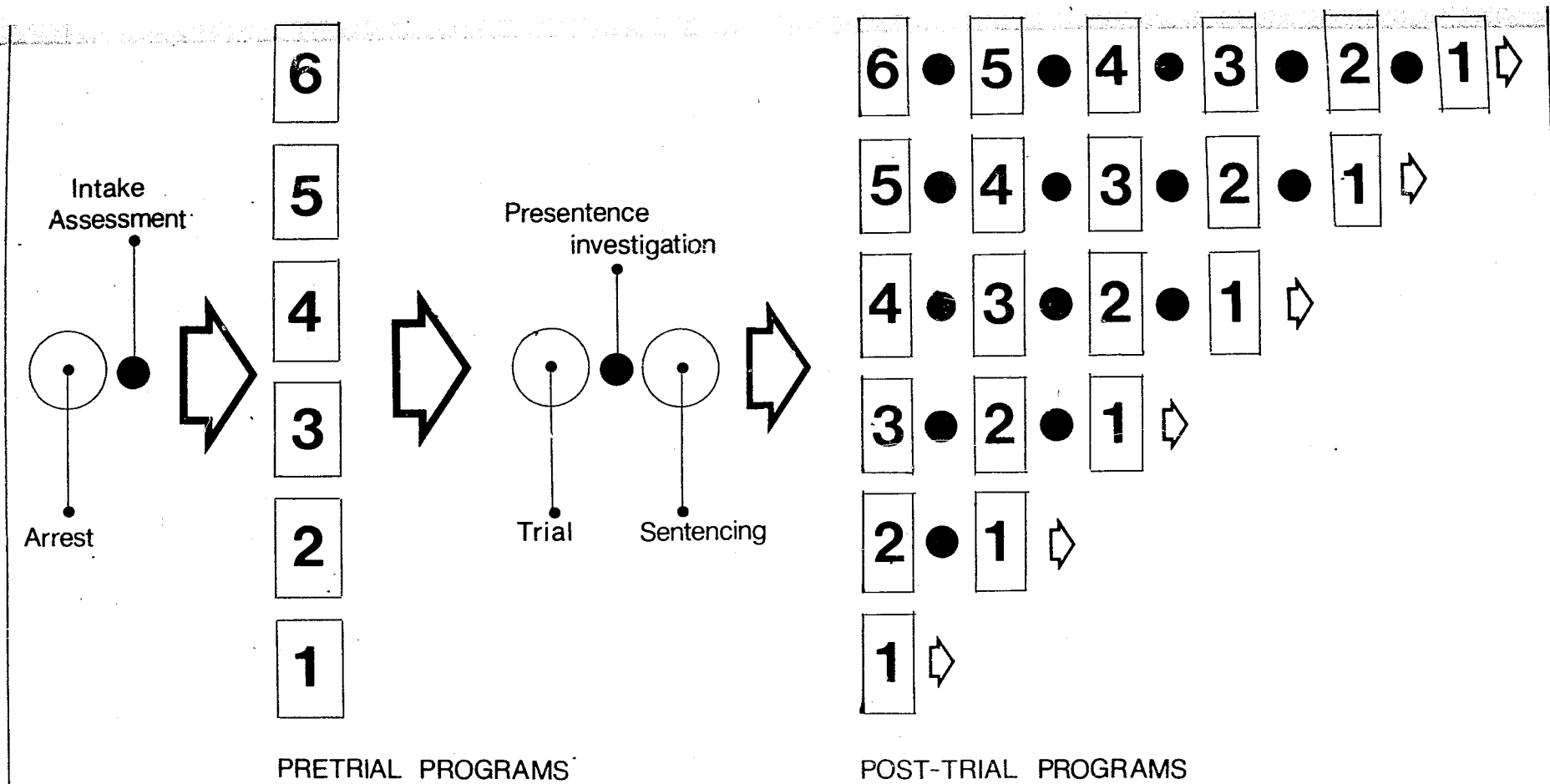
Another characteristic of program linkage is variation in content. There is considerable variation in both offender characteristics and in the characteristics of the programs employed as responses.

The program linkage process assumes that different people have different needs, and that these needs change as the offenders change, progressing towards self-control and self-respect.

Program linkage is concerned with the basic concepts underlying the adult correctional system and the six levels of individual need or behavior disorder. Each level corresponds to broad program characteristics. These program levels are as follows:

- (1) Referral and Diversion - involves the use of noncorrectional programs such as mental health, or drug or alcohol abuse treatment programs, which deal more appropriately with the needs of some offenders than correctional programs.

- (2) Community Supervision - consists of programs (such as traditional probation) which provide some degree of support and supervision for individuals in the community.
- (3) Intensive Community Supervision - refers to those programs which provide a greater degree of supervision in the community for offenders who might be incarcerated if the only alternative were traditional probation. On a temporary basis, these programs can provide the degree of structure and "limit-setting" needed to help an individual through a rough period.
- (4) Partial Residential Programs - provide support for offenders returning to community life. They enable the reintegration process to occur incrementally, thus minimizing danger to the public and providing support for each offender.
- (5) Community Correctional Residential Programs - relate the institutionalized offender to the community without releasing him before this is appropriate. Community Correctional Centers interact frequently with the community, facilitating the use of community resources and the involvement of the citizenry in the correctional facility. They also support varying degrees of offender involvement in activities outside the perimeter of the correctional facility.
- (6) High Security Residential Programs - provide an environment for the dangerous offender that supports the learning of personal responsibility and of alternative interpersonal skills. Such programs aim for the offender's return to the Community Correctional context, and for his ultimate return to the community itself.



1 Diversion and Referral
2 Community Supervision
3 Intensive Community Supervision

4 Partial Release
5 Community Correctional Residency
6 High Security Residency

● Assessment by Intake Service Division

C. Program Models

The following programs are offered as typical programs for each program level. They are provided as examples of working programs for each level, and to illustrate the diversity of program content compatible with each level. These are provided to encourage the development of unique local programs, and not to foster a prescriptive, "cook-book" approach to correctional programming.

(1) Police Diversion

Program Objective - To divert some alleged offenders from the criminal justice system so that they can be more effectively treated and the resources of the criminal justice system more effectively directed towards serious offenders.

(2) Crisis Intervention

Program Objective - A well-functioning community-based corrections program emphasizing crime prevention, continuity of care, sufficiency of service, restoration and rehabilitation.

(3) Probation and Parole Counseling

Program Objective - To assist the offender in living productively, and to insure the protection of society by providing a degree of supervision.

(4) Community Bail

Program Objective - The program provides a community financed alternative to pre-trial incarceration and is particularly intended to assist the indigent--too frequently jailed for inability to post bond. The program offers an opportunity to reduce the jail population by bailing out alleged offenders held in pre-trial detention.

(5) Pre-Trial Release

Program Objective - The program seeks to reduce to a minimum the number of individuals held at public expense before going to trial. This is accomplished by using simple objective interview techniques to determine eligibility for pre-trial release.

(6) Pre-Trial Intervention

User Characteristics - This program is appropriate for many misdemeanants and felons.

The offender characteristics which will finally determine their appropriateness for such a program will be selected in an ongoing process by the ICS coordination staff in conjunction with the Pre-Trial Program coordinator in the Solicitor's Office of each county.

- (7) Supplemental Supervision and Assistance Program
Program Objective - To provide professional and supervisory support for community agencies and private organizations, such as businesses, that choose to support offenders having behavioral and emotional problems.
- (8) Work Restitution Program
Program Objective - This program has several objectives. One is to provide a context in which the offender may make restitution to society. The program also seeks to make work a medium for both the rehabilitation of the offender and for his reintegration into the community as a productive citizen.
- (9) Work Release
Program Objectives - To provide a smooth transition from institutionalization to community living. To provide carefully controlled conditions in which offenders can demonstrate their ability to community living. To provide a strong relationship between the offender and the institution and between the offender and the community.
- (10) Alcohol Detoxification
Program Objectives - To place chronic alcoholics under socio-medical care in order to relieve the law enforcement and corrections systems of having to deal with what has come to be recognized as essentially a socio-medical problem. To shunt alcoholics from city courts and jails by using citations rather than arrest procedures. To provide agency referral services to facilitate the resocialization process. To initiate rehabilitation.
- (11) Education
Program Objective - The goals of educational and vocational programs within the community correctional setting should complement the goals of corrections in general, by helping to build solid ties between the offender and the community, by reintegrating the offender

into community life, by restoring family ties, by helping the offender obtain employment, and by securing a place for him in the routine functioning of society.

(12) Vocational Training

Program Objective - The goals of vocational and academic programs should complement the objectives of corrections in general: to help build or rebuild solid ties between the offender and his community, and to provide him with the opportunities to make up for the educational, occupational, and social deficiencies common among offenders that prevent him from obtaining and keeping gainful employment - and thereby fulfilling his adult responsibilities in society.

(13) High Security Residential Treatment

Program Objective - To provide a carefully controlled physical environment and a program with the specific goal of control and treatment of the serious predatory offender and habitual recidivist, based on the model of the therapeutic community. Since this category of offender is characteristically difficult to deal with, a small institution is vital to assure individualized treatment.

(14) Intake Assessment

Program Objective - To meet the needs of alleged offenders and to decide on an appropriate pre-trial disposition.

D. Program Delivery

Program Delivery is the context in which services can be delivered in the different social and physical environments of South Carolina. There are different program delivery methods for a developed area, for a rural area, and for a combination of the two. The new correctional system can provide consistent levels of service throughout each region following these models as adapted to the local conditions.

(1) Rural Delivery System

In rural regions of South Carolina, the key concept in the delivery of programs to offenders is concentration. In rural areas there are not many offenders, and there are no cities capable of supporting the level of programming needed. For

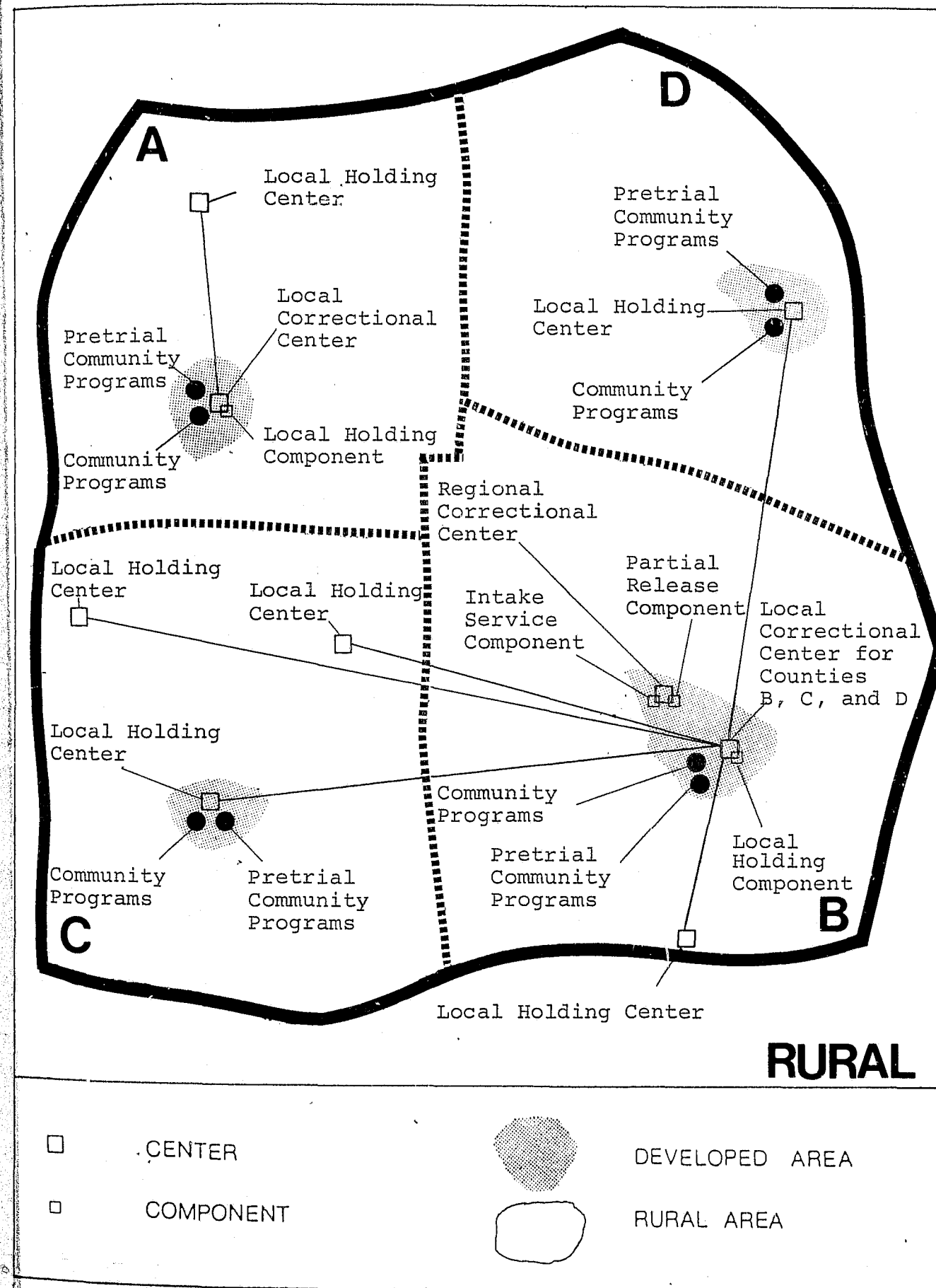
the same quality of programs to be provided in these areas as can be provided in developed areas, rural areas must establish resource centers to support programs. The ideal approach to program delivery in a rural area usually involves a cooperative effort, with several counties working together.

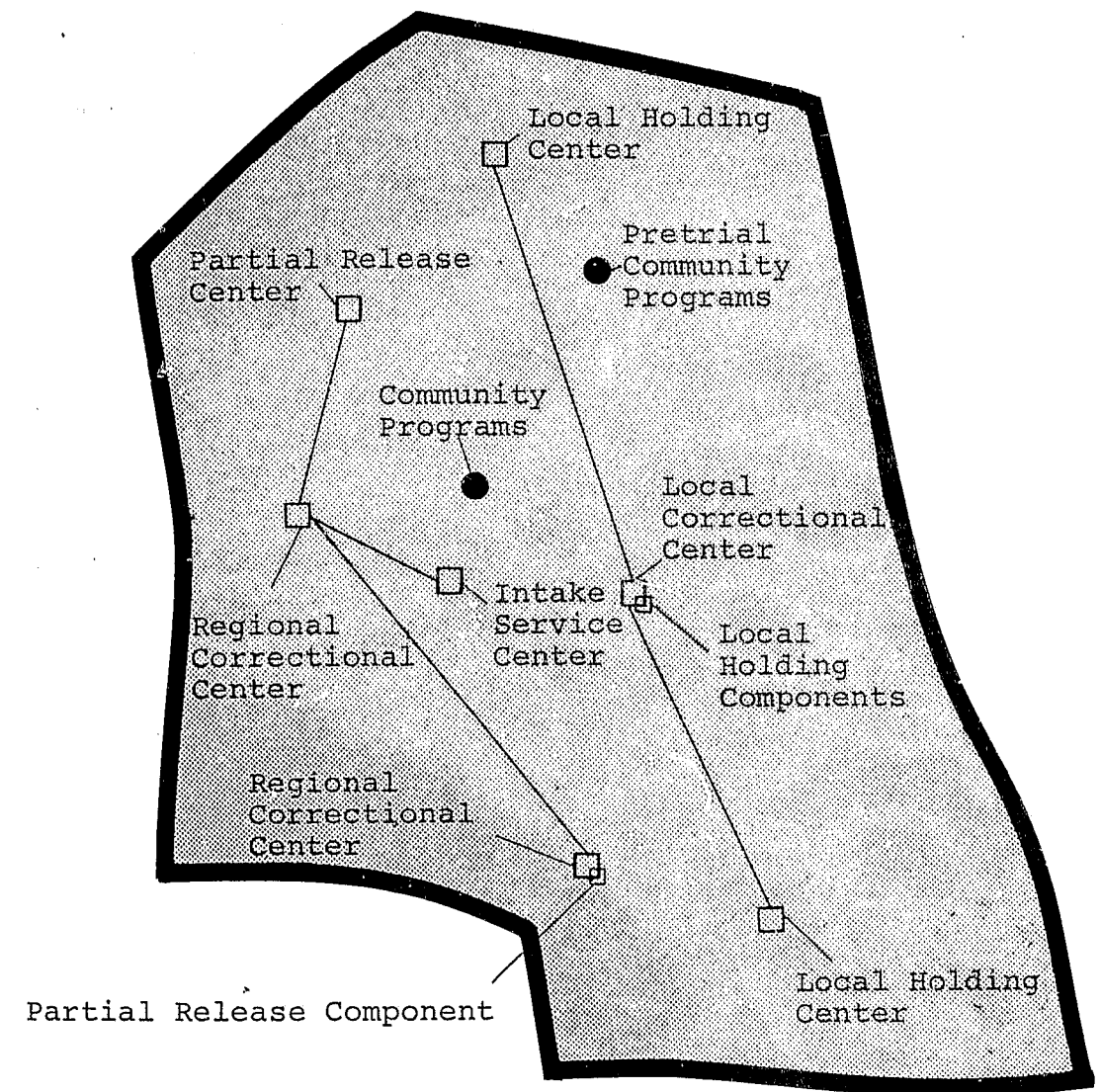
(2) Developed Delivery System

There are not totally developed regions in South Carolina, but there are developed areas within regions. Within these areas, programs should be dispersed rather than consolidated.

(3) Mixed Delivery System

A third environmental situation present in regions of South Carolina is essentially a mix of the preceding two. Regions often contain one or more developed areas, with largely rural areas surrounding them. In such cases a rural area should use the resource of a developed area to aid its program delivery. In this "mixed delivery system" the developed area, in which programs are generally dispersed, serves as the concentrated resource center for the rural area. This center may serve only the rural areas of the county it is part of, or it may serve several rural counties in the region.



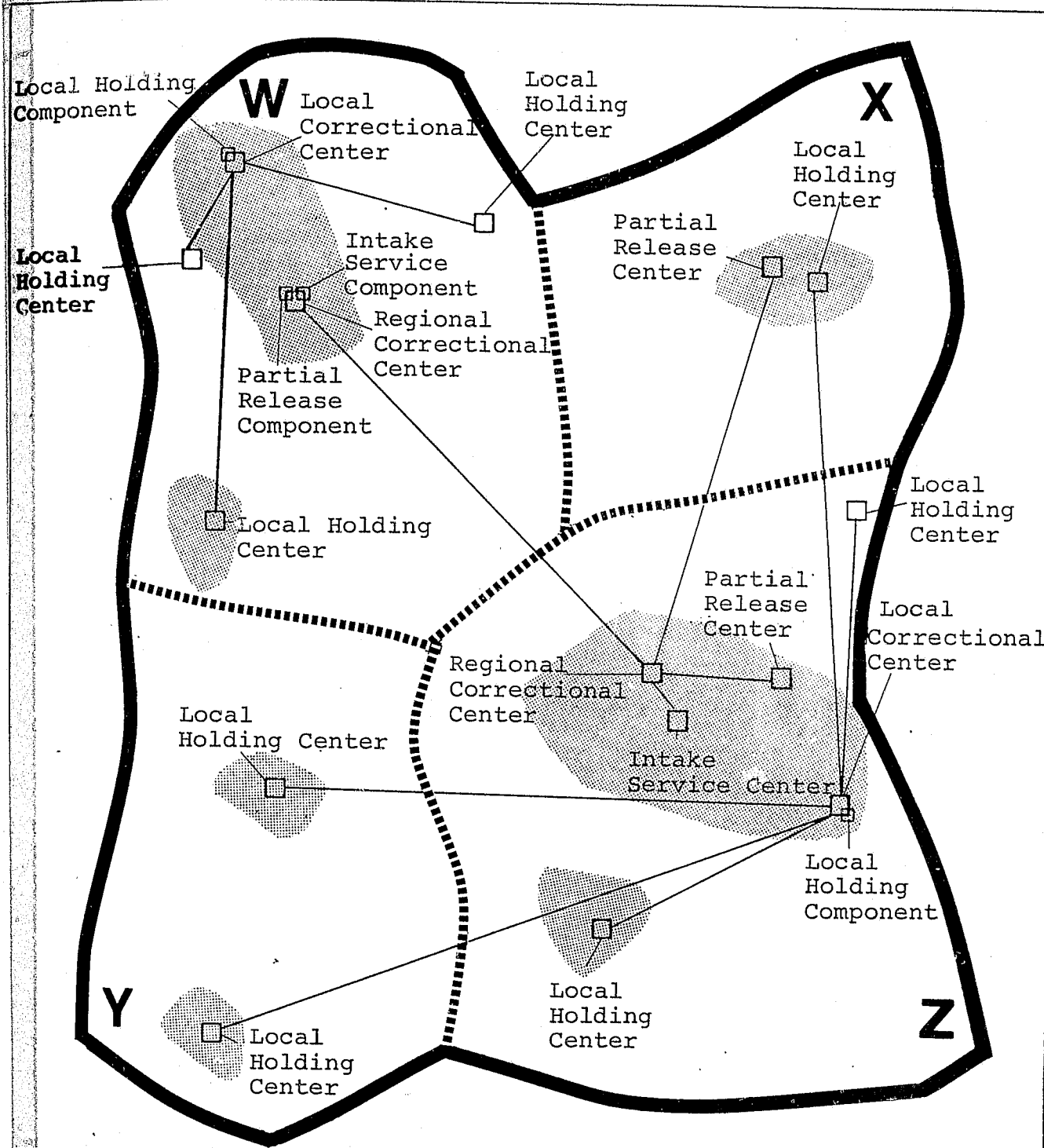


DEVELOPED

- CENTER
- COMPONENT



- DEVELOPED AREA
- RURAL AREA



MIXED

- | | | |
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| □ | CENTER | DEVELOPED AREA |
| □ | COMPONENT | RURAL AREA |

Model System

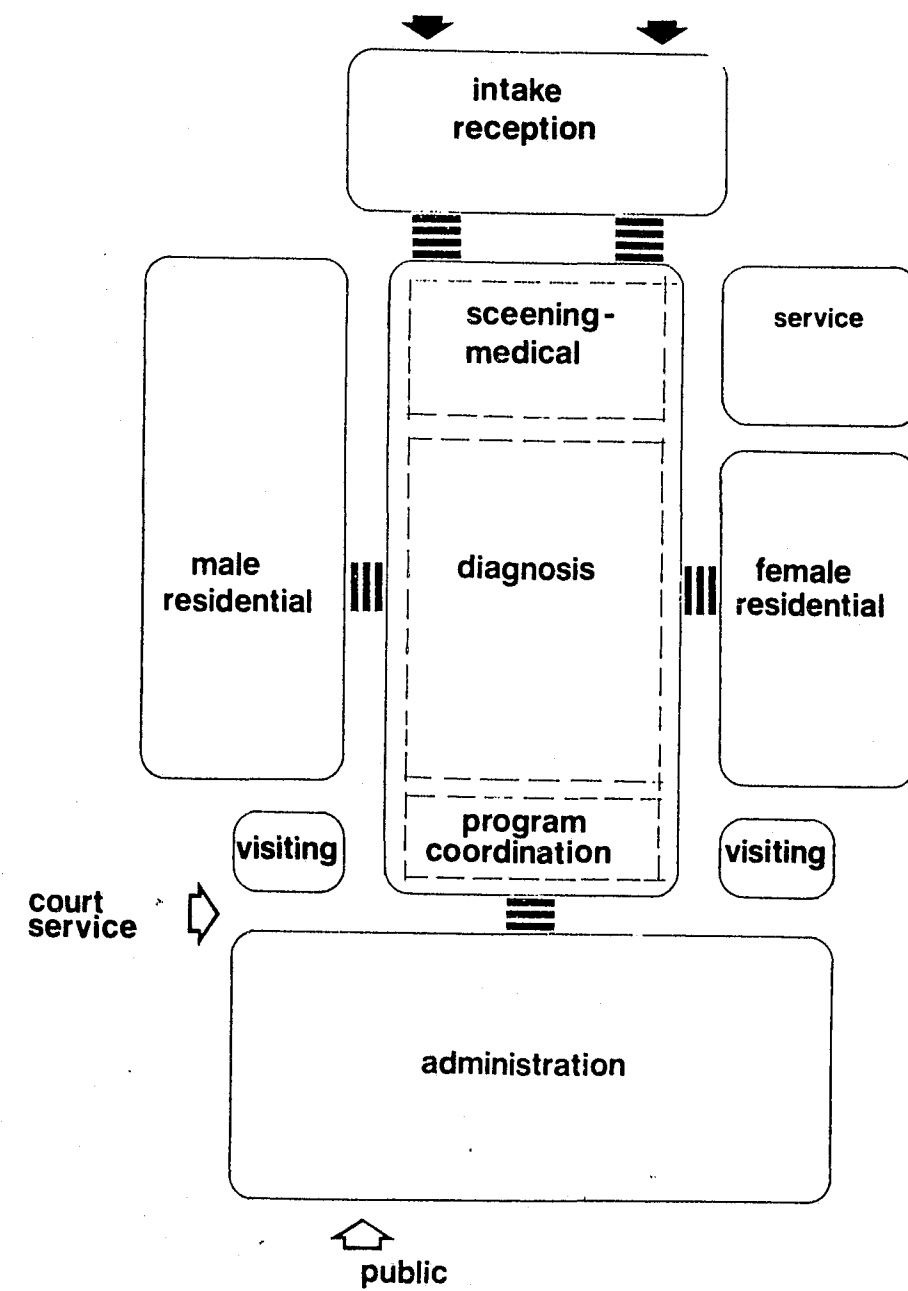
E. Facility Development

Facility Development involves the architectural implications of the programs listed. The functional differentiation of correctional facility types can be described with six basic facility models:

- (1) The Intake Service Center supports all assessment and offender transaction efforts whether done on a residential, a non-residential or an "outreach" basis.
- (2) The Local Holding Center allows holding of persons in the immediate vicinity of their arrest for less than 72 hours.
- (3) The Local Correctional Center supports local pre-trial detention and residential programs for persons sentenced to less than 30 days.
- (4) The Regional Correctional Center supports residential programs of more than 30 days duration except Partial Release Programs and High Security Programs.
- (5) The Partial Release Center supports partial release programs for persons sentenced to more than 30 days.
- (6) The High Security Center supports maximum security programs for persons sentenced to more than 30 days.

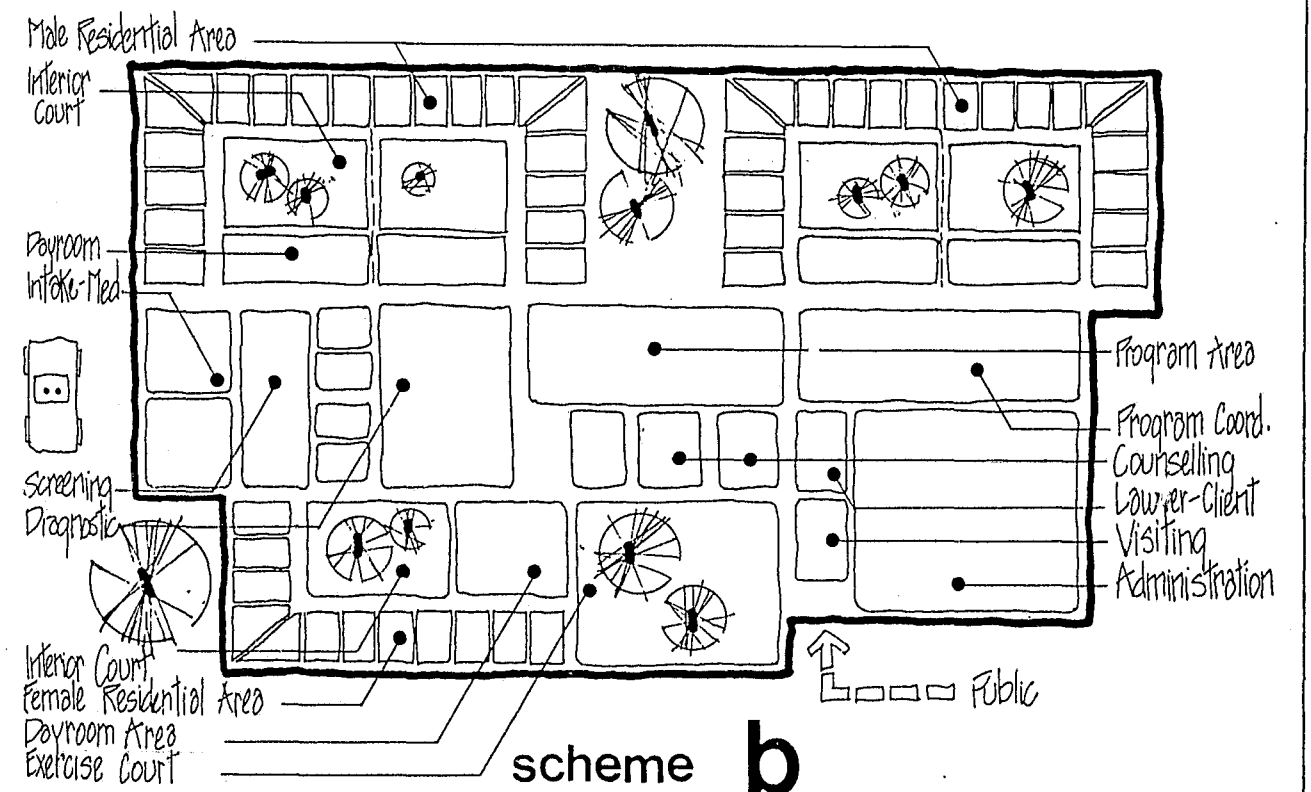
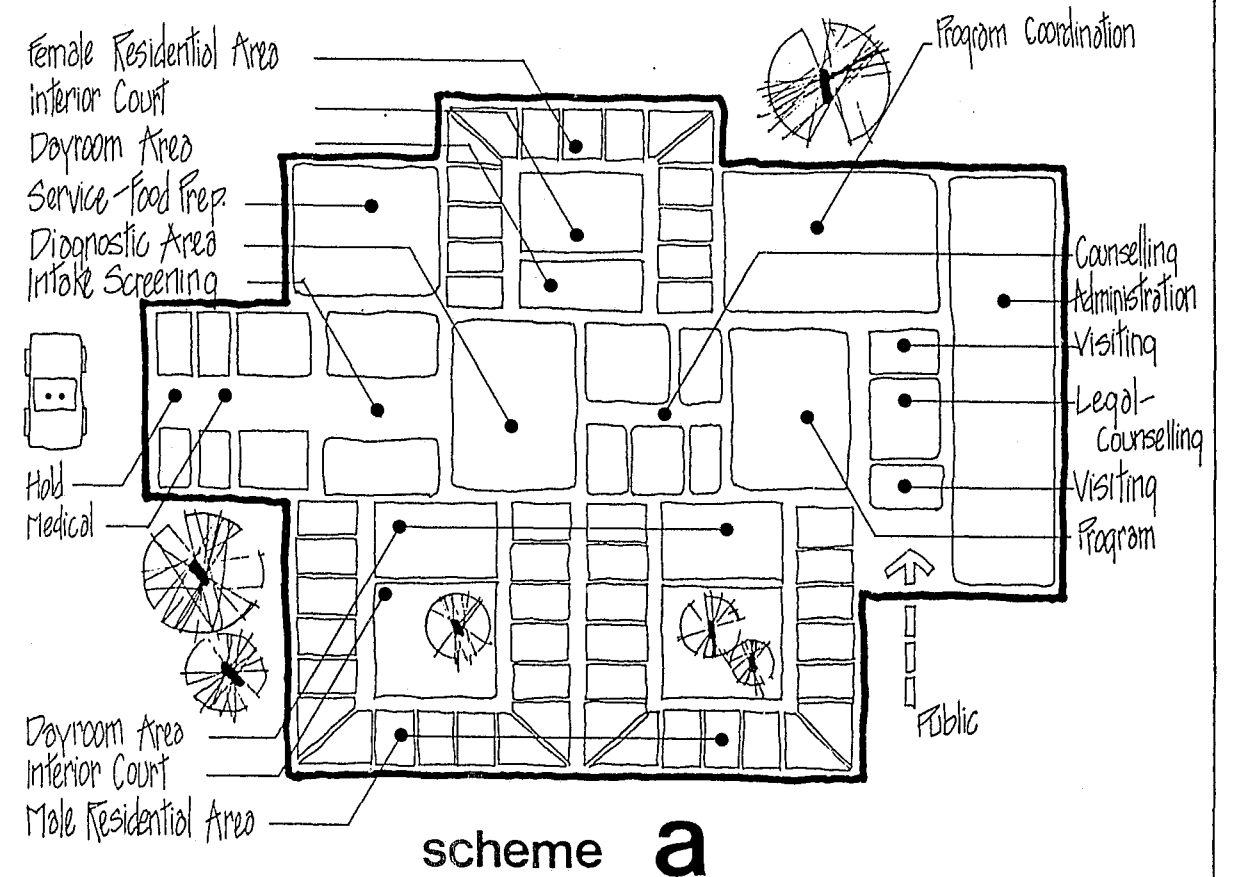
intake service center

facility components model



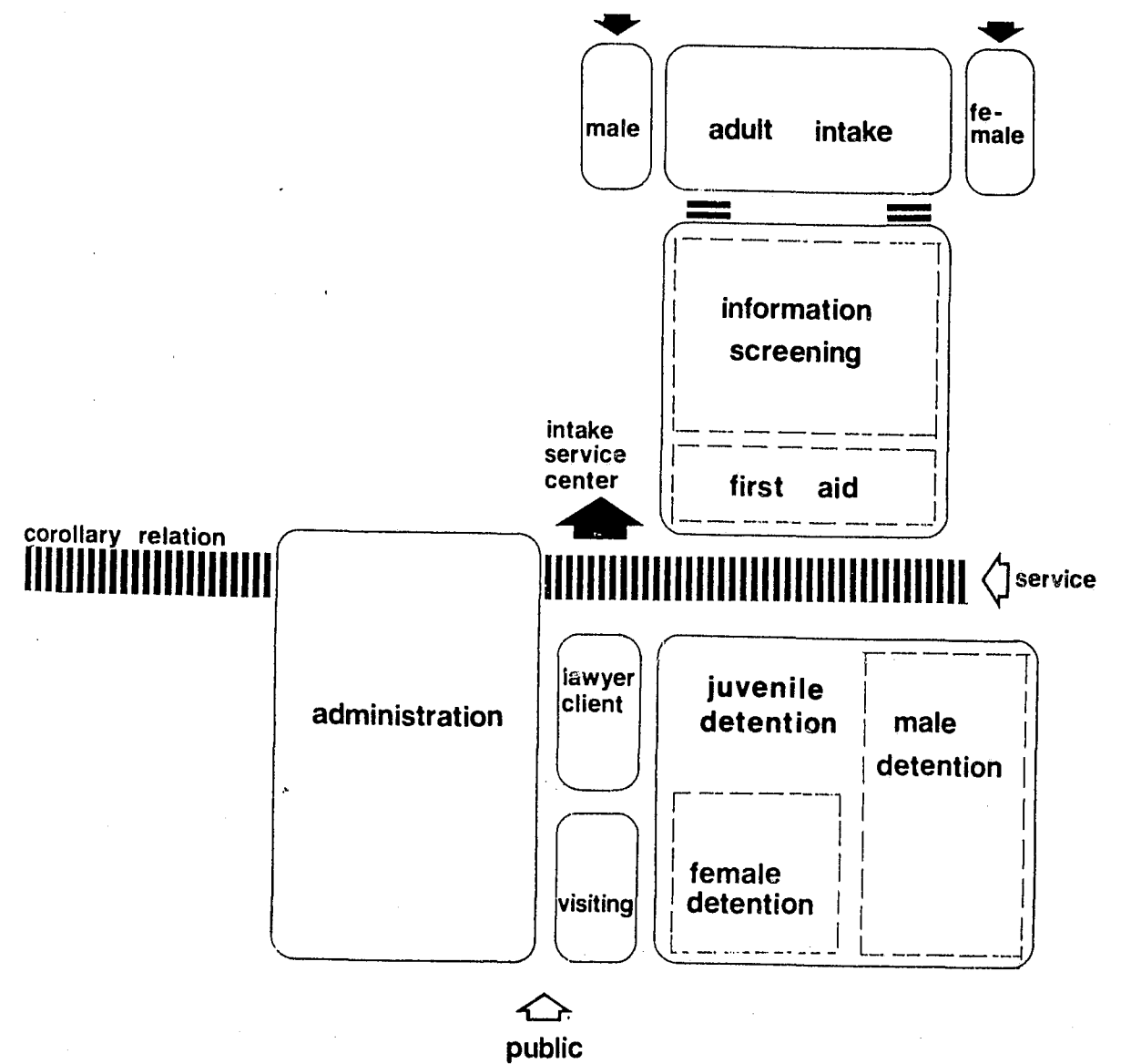
intake service center

schematic model

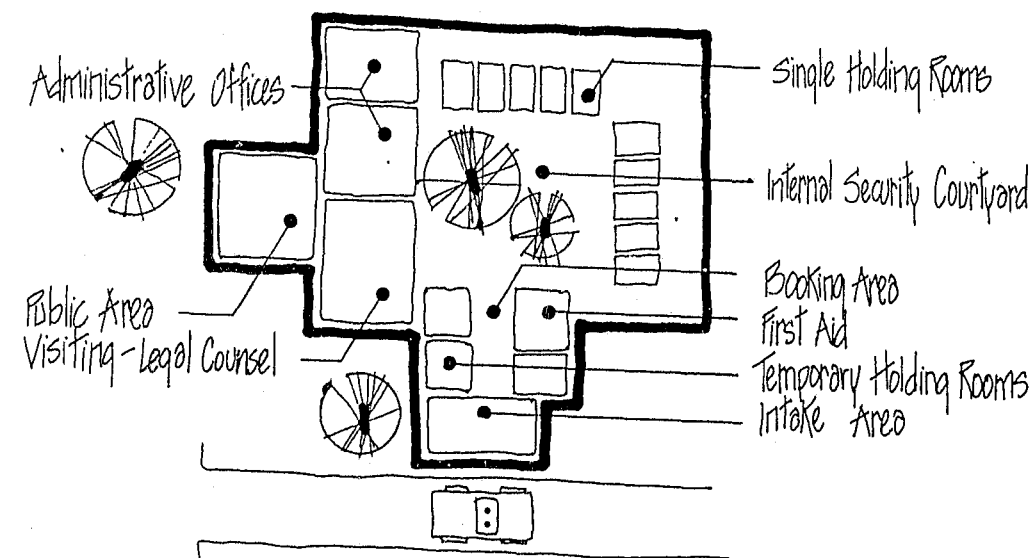


local holding center

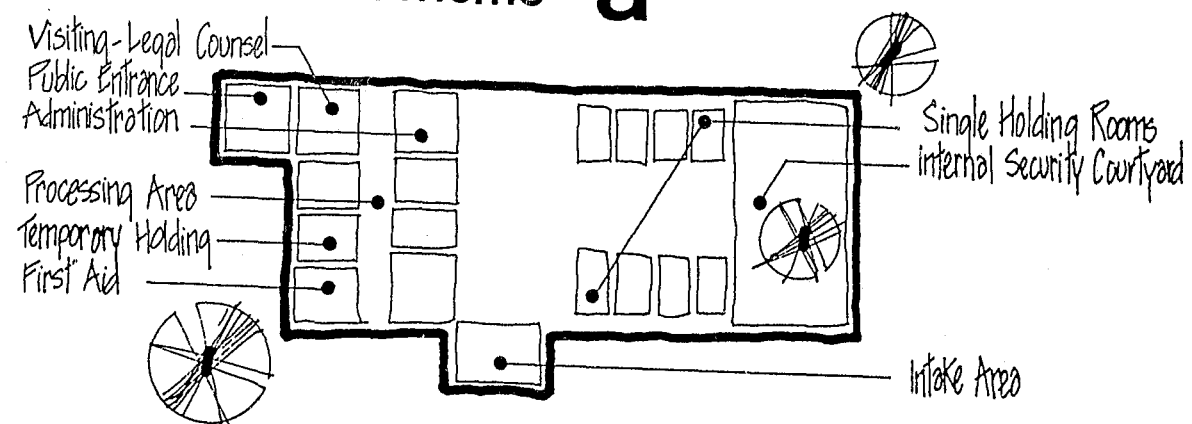
facility components model



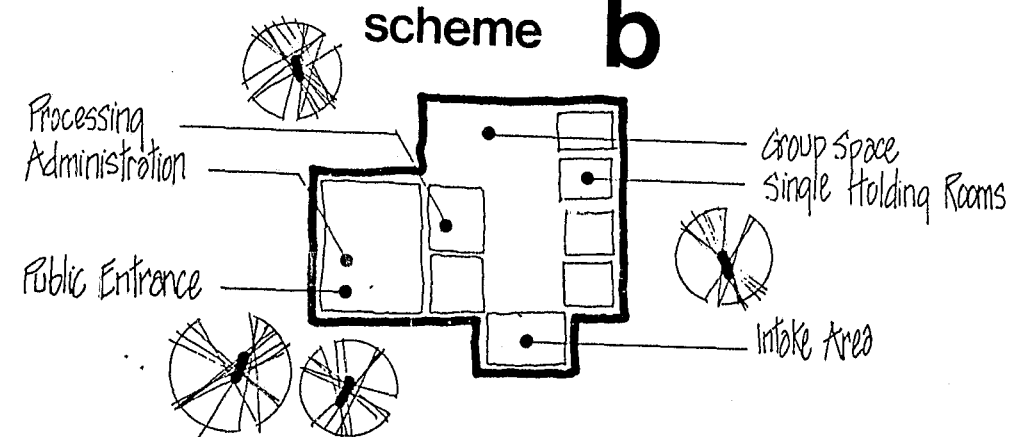
local holding center schematic model



scheme a



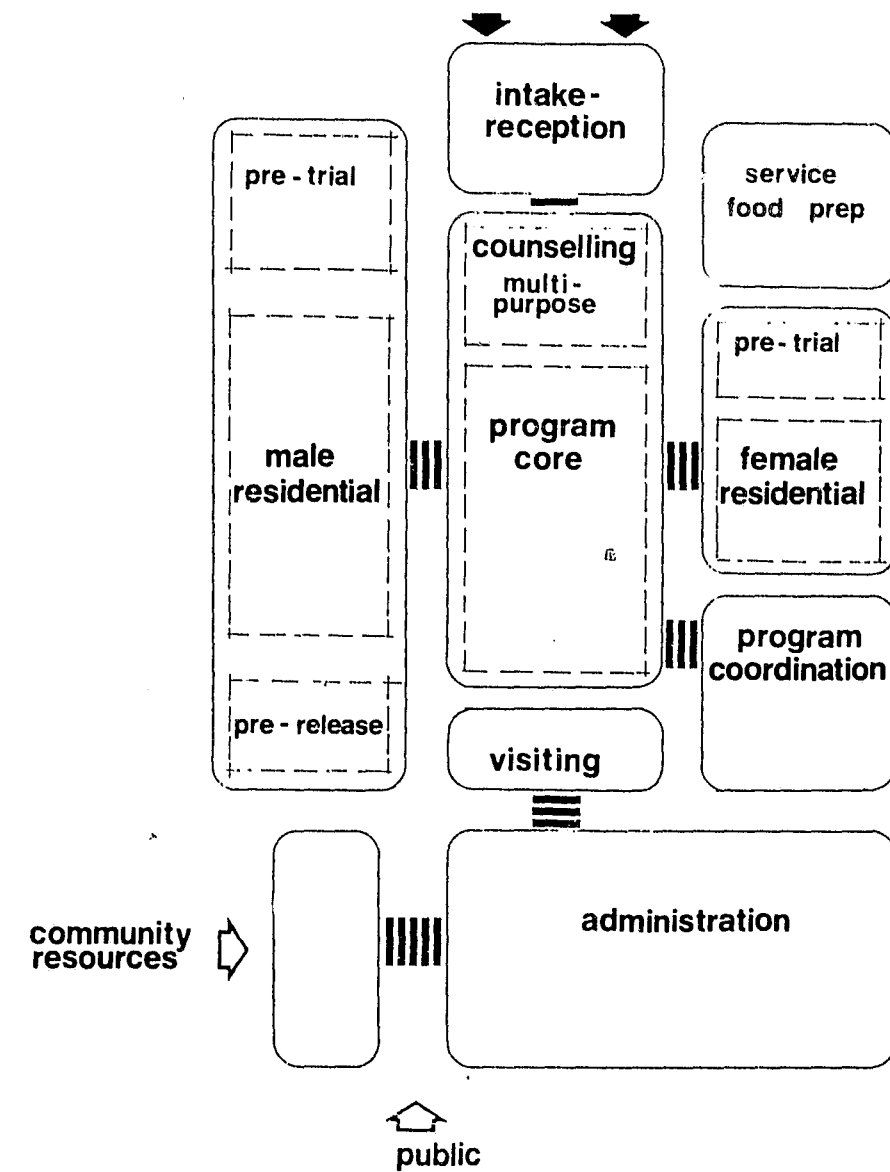
scheme b



scheme c

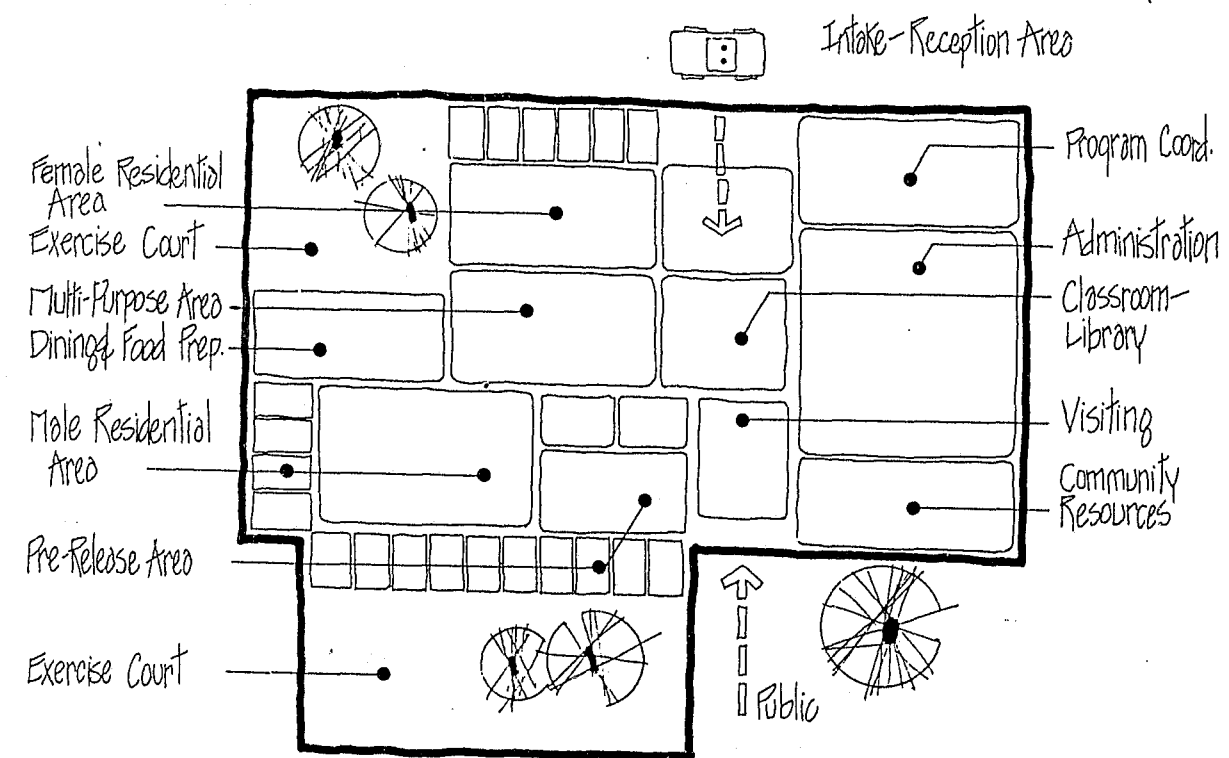
local correctional center and regional correctional center

facility components model

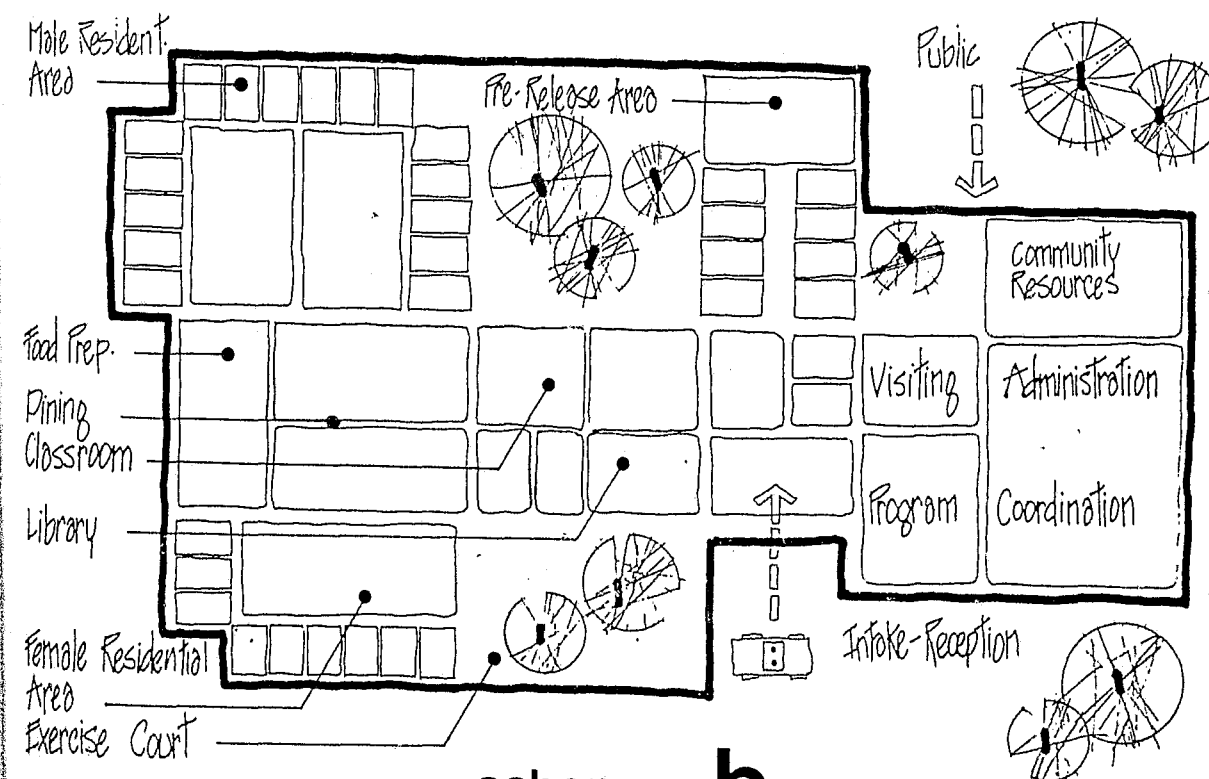


local correctional center and regional correctional center

schematic model



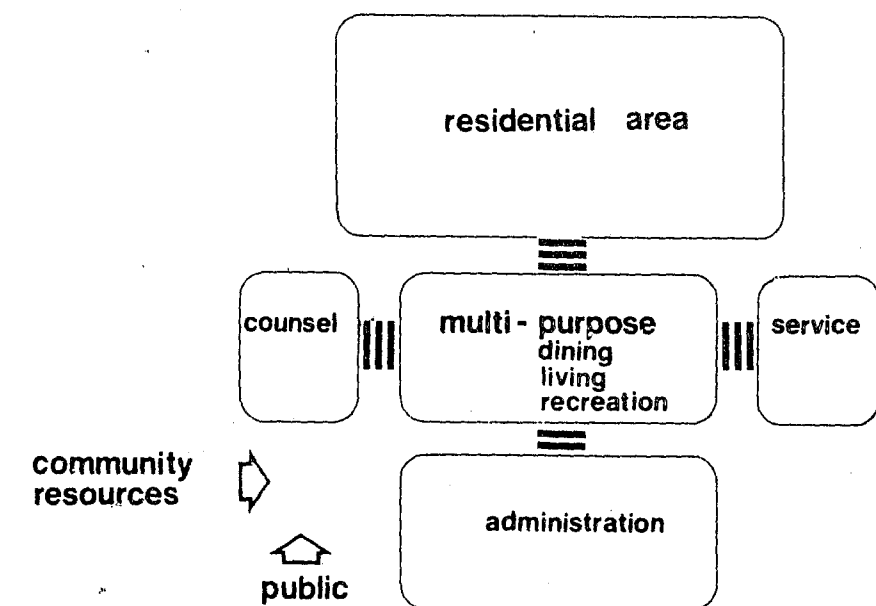
scheme a



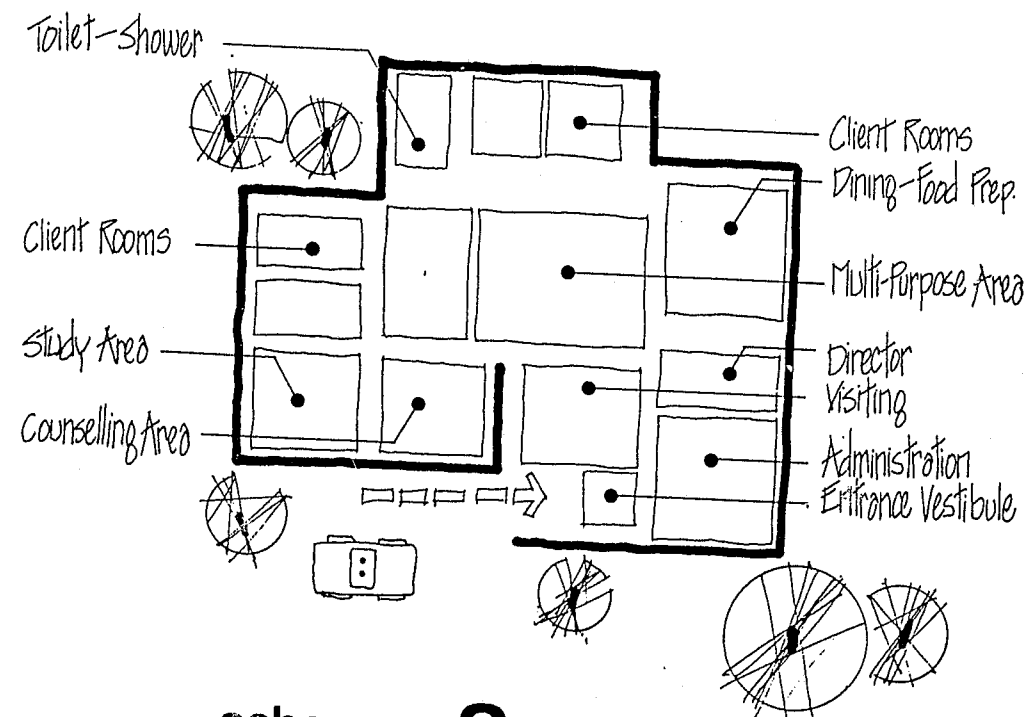
scheme b

partial release center

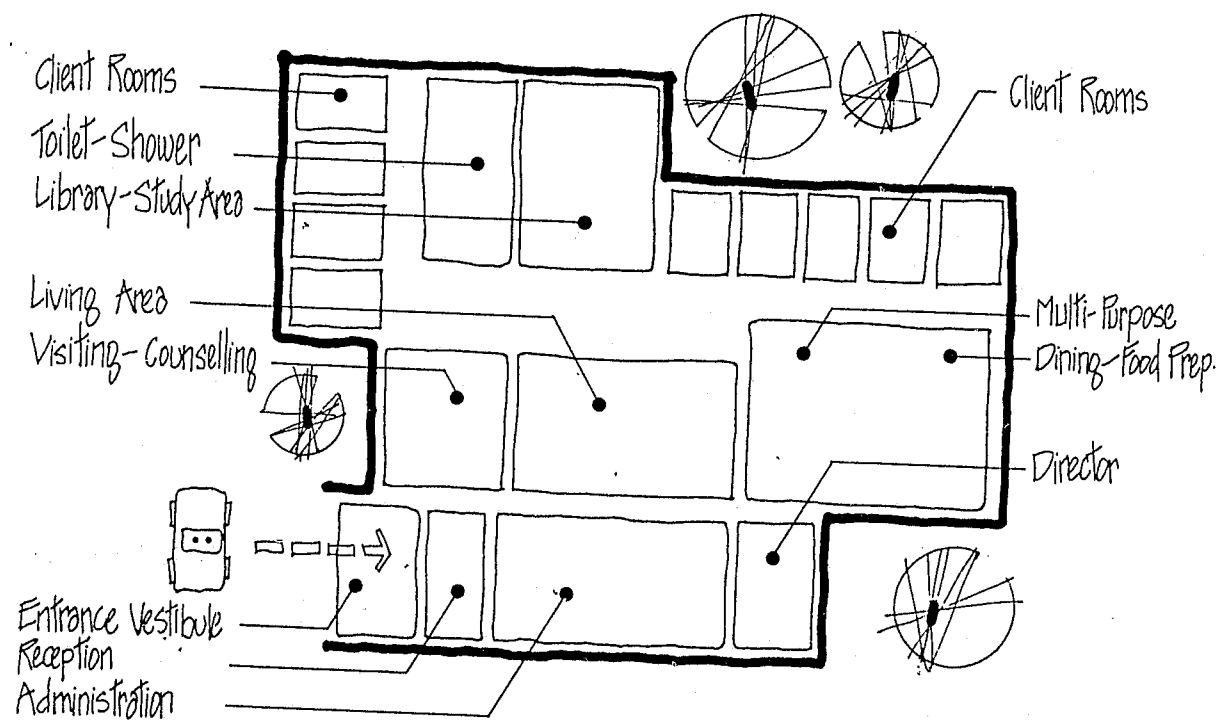
facility components model



partial release center schematic model



scheme a



scheme b

Implementation

The proposed system will be implemented on two levels. First, the four administrative authorities of the South Carolina Department of Corrections, the Probation, Parole and Pardon Board, the local units of government, and the solicitors will be involved with different types of programs and services for different groups of people. Secondly, each city, county and region in the state will have to be considered in light of its particular resources and population by each of the administrative authorities. The provision for the four authorities to react differently to their special area of responsibility and the concepts of special considerations for each geographical area allows the flexibility to more effectively meet the needs of individuals in the system while, overall, the proposed system will insure a uniform and coordinated adult corrections process in South Carolina.

The four areas of administrative responsibility which have been identified in this report must be clearly defined if the proposed system is to function efficiently and effectively. This definition should be the subject of legislative action which would amend certain existing acts by the passage of a new uniform adult corrections bill. This report does not define this proposed legislation but identifies the major steps which must be taken in each area of administrative responsibility if the legislature is to provide the authority for implementation.

As noted, in planning for implementation, each area of the state must consider its own unique characteristics. The most important characteristics for consideration are the area's offender levels, social service resources, facility resources, and the constraints of the area's socio-economic, geographical and political characteristics.

The steps in planning for implementation are summarized as follows:

- (1) Identify the clients (offenders) and their needs.
- (2) Identify the services and programs to meet those needs.
- (3) Identify the facilities to support those services.
- (4) Develop the delivery system network to be used.

While the various areas of the state will have quite similar principles guiding their systems, the actual levels and methods of delivery will differ greatly. Similarly, the particular information to be considered by the administrative authorities will vary according to their particular responsibilities. Comprehensive discussions of implementation by each administrative authority and each planning district can be found in the "South Carolina Adult Corrections Study".

END