



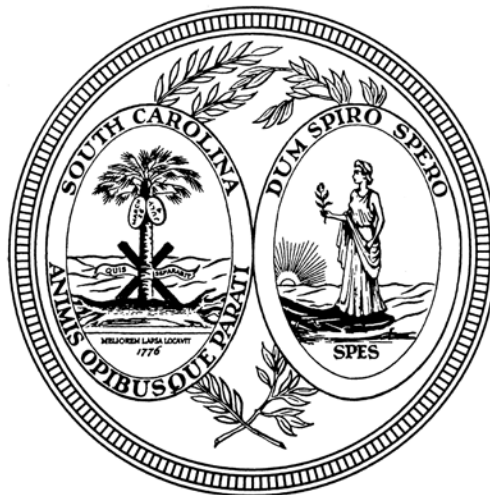
LAC

SOUTH CAROLINA GENERAL ASSEMBLY

Legislative Audit Council

January 2017

A LIMITED REVIEW OF THE S.C. DEPARTMENT OF JUVENILE JUSTICE



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Introduction and Background

Audit Objectives

Members of the House Legislative Oversight Committee asked the Legislative Audit Council to conduct an audit of the South Carolina Department of Juvenile Justice (DJJ). The committee had concerns about safety and financial issues at the agency and whether DJJ is meeting its mission for the juveniles in its custody. Our audit objectives are listed below.

- Review DJJ’s management of its state appropriations.
- Evaluate how DJJ is maintaining a safe and secure environment for staff and juveniles.
- Review how DJJ monitors its delivery of rehabilitative treatment and educational programs for the juveniles to determine whether the agency is meeting its mission.

Scope and Methodology

The period of our review was generally calendar years 2014 through 2016, with consideration of earlier periods when relevant. To conduct this audit, we used a variety of sources of evidence, including the following:

- LAC survey of all DJJ employees.
- DJJ policies and procedures.
- Interviews with DJJ employees, employees of other state agencies, and officials from other states.
- Federal and state laws and regulations.
- Juvenile case files.
- South Carolina Enterprise Information System (SCEIS)/ Statewide Accounting System (SAP®).
- Training documentation from the S.C. Criminal Justice Academy.
- DJJ contracts, financial records, human resources records, training records, and agency reports.
- Audits, reports, and studies conducted by external entities regarding DJJ’s operations.
- DJJ’s budget requests.

Criteria used to measure performance included primarily state and federal laws, agency policies, the practices of other states, and principles of good business practices and financial management. We used several non-statistical samples of human resources files, juvenile records, event reports, and expenditures, all of which are described in the audit report. We reviewed internal controls in several areas, including DJJ's control of security at its facilities, handling of state funds, oversight of education of the juveniles, use of performance-based standards, and oversight of its camps. Our findings are detailed in the report.

We also interviewed staff regarding the various information systems used by DJJ. We determined how the data was maintained and what the various levels of control were. We reviewed internal controls of the systems in several areas and identified areas of weakness, which are described in the report and are noted in our scope impairment.

We conducted this performance audit in accordance with generally accepted government auditing standards, with one exception (see *Scope Impairment*). Those generally accepted government auditing standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

We did not conclude from this review that the S.C. Department of Juvenile Justice should be eliminated; however, our audit includes recommendations for improvement in several areas.

Scope Impairment

Generally accepted auditing standards require us to report significant constraints imposed upon the audit approach that limit our ability to address audit objectives. Our primary audit objectives involved security, management of funds, and delivery of services to the juveniles. We had issues with inaccurate and incomplete data, including turnover and recruitment of juvenile correctional officers, the certification of teachers at the wilderness camps, and the handling of county caseloads. In some cases, we asked for data, which should have been readily available, such as the number of juvenile escapes, and were told that the current IT systems were not set up to produce such statistics. We attempted to address these areas of review by other methods, including interviewing staff, reviewing hard copies of event and other types of reports, consulting with South Carolina Enterprise Information System (SCEIS) staff and reviewing data contained in the SAP® accounting system of SCEIS. We noted our limitations in these areas throughout the report.

LAC Survey of DJJ Employees

We surveyed all DJJ staff in July 2016 using SurveyMonkey®. We emailed a link to the survey to employees at the Broad River Road Complex, the detention center, the evaluation centers, and those working in the community. Questions were designed to obtain anonymous feedback on issues including safety and security, job satisfaction, shifts, communication, and facilities. We had a 55.9% response rate (674 of 1,205). The results of the survey are in Appendix A – LAC Survey Results. Also, open-ended responses were summarized and referenced throughout the report.

DJJ's Primary IT Systems

Two of the primary information systems DJJ uses include:

JUVENILE JUSTICE MANAGEMENT SYSTEM (JJMS)

A web-based case management system used to store and track juvenile offenders' criminal history and some judicial records. Access is username and password protected and limited to employees of DJJ. It is used to record services provided to the juveniles. There are various levels of access in the JJMS structure, however, juvenile correctional officers do not have access. DJJ's IT staff noted that all access to JJMS is live access, meaning there is not an inquiry-only role available in the system.

Juvenile On Demand Access (JODA) is a web-based application that accesses the JJMS database for juvenile-specific information to assist law enforcement in the decision to detain or not to detain juveniles. Law enforcement agencies enter into memorandums of agreement with DJJ to use the system.

EVENT REPORTING MANAGEMENT INFORMATION SYSTEM (ERMIS)

A Microsoft® Access database system that is used by personnel in the DJJ Office of Inspector General to manage significant incidents at DJJ as reported to the Office of Inspector General by event reports or other mechanisms. The system records include event details, case assignments, investigation details, event determinations, and event histories. DJJ's goal is to consolidate ERMIS with JJMS, but there is no estimated date for this conversion.

Issues for Further Study

During our review, we identified issues that warrant more attention and should be addressed; however, time constraints prevented us from auditing them. These issues are discussed throughout the report and include:

CHAPTER 3
Trust Accounts
Billing

CHAPTER 4
Integration Services Needed
Inconsistent Method of Drug Testing
Consolidation of Releasing Entities
Extended Waits for Placement at BRRC
Continuation of the Use of Wilderness Camps

Background

DJJ is a state cabinet agency whose mission is to protect the public and reclaim juveniles through prevention, community services, education, and rehabilitative services in the least restrictive environment. As of July 2016, DJJ employed approximately 1,300 staff and, as of November 29, 2016, provided custodial care and rehabilitation for 6,691 juveniles, with approximately 100 juveniles residing at the Broad River Road Complex (BRRC). DJJ's appropriations for FY 15-16 were \$123,343,016.

DJJ's facilities include:

- Long-term commitment facilities (BRRC).
- Three evaluation centers — Midlands, Upstate, and Coastal.
- Detention center.
- County offices.
- Wilderness camps/marine programs.

Alexander S. v. Boyd
Lawsuit

In 1995, DJJ was sued, in part, because of overcrowding at four of its correctional facilities (*Alexander S. v. Boyd*). In 2002, DJJ hired Chinn Planning, Inc., an independent consulting firm, to develop a master plan with recommendations regarding operations and facility improvements to evaluate whether DJJ was complying with the requirements in the court order.

In 2003, an agreement between DJJ and the plaintiff was reached stating that DJJ complied with the minimum requirements issued by the court. At that point, DJJ was no longer under court supervision.

The consultant conducted evaluations of DJJ's progress in 2005, 2007, and 2009, which were reviewed by the court, to identify which recommendations DJJ had implemented. The majority of the initial recommendations had been partially or fully implemented.

Chapter 1
Introduction and Background

Security and Safety

We were asked to evaluate if DJJ is maintaining a safe and secure environment for staff and juveniles. Despite making a number of changes, we did not find convincing evidence that DJJ is adequately prepared to respond to major disturbances in its facilities. Additionally, surveys of DJJ employees, conducted by both the LAC and DJJ, have shown that many employees did not feel that recent changes have markedly increased the safety or security of DJJ's Broad River Road Complex (BRRC).

Responsibility for maintaining safe and secure environments at DJJ facilities is currently shared by the deputy director for rehabilitative services, who oversees juvenile correctional officers, and the DJJ inspector general, who oversees DJJ's police department, transportation officers, BRRC front-gate operations, and the agency's criminal investigations.

We reviewed the agency's policies, conducted unannounced site visits to test compliance with policies, surveyed agency staff, and assessed the agency's attempts to improve the security conditions at its facilities, particularly "behind the fence" at the Broad River Road Complex. We found that:

- DJJ's training curriculum for juvenile correctional officers does not adequately prepare officers for the environment in which they are working. The curriculum has not been approved by the S.C. Criminal Justice Academy (SCCJA), as required by state regulations; and unlike basic training provided at SCCJA, it does not include defensive countermeasures, pressure point control, or spontaneous knife defense.
- DJJ's police department is ineffective and unnecessary. DJJ is the only juvenile justice or juvenile corrections agency in the country that operates a police department.
- DJJ's security policies are outdated and need to be revised to conform to current practices and reflect the current environment and populations at agency facilities.
- DJJ has not addressed the findings of an independent security audit of the BRRC in a timely manner. The agency disagreed with some of the critical findings, and has not provided accurate information related to the implementation of the security consultants' recommendations to members of the General Assembly.

Training and Certification of Juvenile Correctional and Detention Officers

DJJ’s training for staff assigned to security-related positions in secured, residential facilities may not be adequate. We found:

- DJJ’s training curriculum for juvenile correctional officers has not been approved by the S.C. Criminal Justice Academy (SCCJA), as required by state regulations.
- Unlike basic training provided at SCCJA, DJJ’s training curriculum for juvenile correctional officers does not include defensive countermeasures, pressure point control, or spontaneous knife defense.
- Some officers assigned to DJJ’s juvenile detention center have not completed training at the SCCJA, which is required by state regulations to be certified as a detention officer.

S.C. Code §23-23-80(5) authorizes the Law Enforcement Training Council (LETC) to promulgate regulations “as may be necessary for the administration of [the Law Enforcement Training Act].” State regulations establish various classes of law enforcement officers. “Juvenile correctional officer” is an internal job title used for all DJJ correctional officers, regardless of their assigned work location. Which SCCJA certification class is required depends on a juvenile correctional officer’s assigned work location. The SCCJA classes relevant to DJJ include:

CLASS 1-LE — DJJ police officers and criminal investigators.

CLASS 2-LCO — Juvenile correctional officers assigned to the juvenile detention center.

CLASS 2-JCO — Officers assigned to BRRC and the regional evaluation centers.

S.C. Regulation 37-005(B)(3) states that “Candidates for basic certification as juvenile correctional officers with the Department of Juvenile Justice shall successfully complete a training program *as approved by the Council* [emphasis added] and will be certified as Class 2-JCO.” DJJ has been conducting in-house training for juvenile correctional officers, despite the curriculum not being reviewed and approved by the LETC or SCCJA.

The current DJJ director and a training supervisor appeared before the LETC on July 22, 2015 requesting that DJJ be able to operate and manage its own training academy similar to S.C. Department of Corrections (SCDC). DJJ requested that the SCCJA oversee and approve its training programs and this request was approved by the LETC.

A DJJ training supervisor confirmed that the agency has not submitted anything to SCCJA as of September 21, 2016. As of October 31, 2016, SCCJA management confirmed that it still had not received lesson plans or curriculum from DJJ, and thus DJJ's training program had not been approved by the LETC or the SCCJA.

SCCJA management stated that, "Once officers complete in-house training approved by the Law Enforcement Training Council, then they are considered Class II (JCO)." When we asked how often SCCJA reviews and approves DJJ's in-house training program and when the last review was, SCCJA management replied, "Never. It was the belief of SCCJA that SCDJJ Class II (JCOs) were attending training at [SCDC], which provides in-house training for Class II state correctional officers (SCO)." This calls into question the certification status of all DJJ officers who have completed the in-house DJJ training that has not been approved by the Law Enforcement Training Council.

As of September 2016, DJJ was using "Nonviolent Crisis Intervention" (NVC) training in its curriculum for juvenile correctional officers. This program "is a safe, nonharmful behavior management system designed to help human service professionals provide for the best possible Care, Welfare, Safety, and Security of disruptive, assaultive, and out-of-control individuals." We compared the curriculum of this program with that of the three-week Basic Detention curriculum taught at the SCCJA and found significant differences.

Unlike basic training provided at SCCJA, DJJ's training curriculum for juvenile correctional officers does not include defensive countermeasures, pressure point control, tactical handcuffing, or spontaneous knife defense. We concluded that officers working with juveniles inside DJJ's long-term, secured residential facilities need this level of training to protect juveniles and staff. The NVC training manual states, "You want to avoid physical intervention for several reasons. First, there are the obvious legal implications of physically restraining someone. Also, physical intervention can be dangerous to the individual and staff."

In April 2016, a DJJ manager stated that the agency director had approved DJJ security staff to be retrained with defensive tactics as taught through SCCJA. We found no evidence that this has occurred, and in fact, we were informed by an agency official that DJJ was going to begin utilizing a new security training curriculum called "Handle with Care."

Detention Center

As of November 17, 2016, the following DJJ employees had attended training at the SCCJA and been certified, or were scheduled to attend training:

- 25 CLASS II (LCOS) — local detention facility officers.
- 11 enrolled to attend SCCJA’s Basic Detention training to become CLASS II (LCO) — local detention facility officers.
- 20 CLASS I law enforcement officers.
- 2 enrolled to attend SCCJA’s basic law enforcement training to become CLASS I law enforcement officers.
- 2 miscellaneous employees.

In its July 2015 appearance at the LETC meeting, DJJ noted that it “also has a juvenile detention facility where officers fall under the minimum standard for jails in South Carolina...” A DJJ official again stated that officers assigned to the detention center need the three-week training at the SCCJA, as it is required by regulation, and acknowledged that officers “probably should have been going through the academy.”

DJJ currently has officers assigned to the juvenile detention center who have not completed training at SCCJA to be certified as Class II (LCO), as required by state regulations. As of October 26, 2016, there were 81 officers assigned to work at the juvenile detention center, yet only 23 (28%) of those officers were certified by the SCCJA.

In order to assist DJJ in getting its detention center officers certified, the SCCJA has been reserving five slots in each of its Basic Detention training classes since at least September 2016 for DJJ officers. We determined that some officers still working at the juvenile detention center have not been able to attend training due to misconduct terminations from other law enforcement agencies and, in one case, being declared “totally disabled” by a physician.

Table 2.1 shows the number of officers that DJJ has enrolled in SCCJA detention training sessions since June 2016 and whether they graduated.

Table 2.1: SCCJA Basic Detention Training

BASIC DETENTION SESSION	ENROLLED	GRADUATED	DID NOT GRADUATE
June 6 – 24, 2016	2	1	1
July 11 – 29, 2016	2	2	0
August 8 – 26, 2016	4	3	1
September 5 – 23, 2016	4	3	1
October 3 – 28, 2016	3	1	2
October 31 – November 18, 2016	5	3	2
November 28 – December 16, 2016*	1	-	-

*Session still in progress at time of our review.

Source: SCCJA

Recommendations

1. The S.C. Department of Juvenile Justice should immediately submit its juvenile correctional officer training curriculum to the S.C. Criminal Justice Academy for approval by the Law Enforcement Training Council.
2. The S.C. Department of Juvenile Justice should work with the S.C. Criminal Justice Academy to incorporate material from the academy's Basic Detention curriculum into its own training program for juvenile correctional officers, particularly in the areas of defensive countermeasures, spontaneous knife defense, tactical handcuffing, and pressure point control.
3. The S.C. Department of Juvenile Justice should ensure that all officers assigned to work at the juvenile detention center attend the three-week Basic Detention training at the S.C. Criminal Justice Academy as soon as the academy can accommodate them.

Handling of Major Disturbances at DJJ Facilities

DJJ does not have memorandums of agreement with the S.C. Law Enforcement Division (SLED) or the S.C. Department of Corrections (SCDC) to outline coordinated and comprehensive responses to major disturbances at DJJ facilities. In DJJ's September 2015 corrective action plan, submitted to the Governor's office, the agency included plans to enter into these agreements. The agency also does not maintain required documentation on emergency situations.

DJJ management responded that an agreement with SCDC was not necessary because the current director has a "very cooperative relationship" with SCDC and "has not experienced any difficulty when calling on them for assistance." However, SCDC reported that DJJ requested assistance from its "rapid response team" for an institutional disturbance in September 2015 but SCDC declined to assist citing "distinct differences in authorization for use of force between [its] adult population and the juvenile offenders housed within [DJJ]."

DJJ policies outline specific procedures to be followed during a major disturbance at its facilities. The policy defines a serious disturbance as:

...a situation when a juvenile or group of juveniles act in a manner that creates a need for immediate response from all available correctional staff to isolate and contain the incident and establish control of juveniles and order in the facility.

DJJ policy requires that when a disturbance is declared, an "Emergency Disturbance Plan Checklist... [and] Notification Listing... are to be followed and documented." We asked for copies of these forms completed during any major disturbances since January 2015. The agency acknowledged that the forms have not been used and stated "we are unable to locate the completed forms from any of the major disturbances."

We reviewed DJJ's inspector general communications division radio logs for major disturbances in 2015 and 2016 and found significant details missing. During a major disturbance on February 26, 2016, for example, there are no notations of SLED or any other agency having been contacted for assistance. Between 8:11 p.m., when Cypress dorm called for assistance and 12:21 a.m., when the "all clear" was called, there were only 8 communications recorded in the log, 4 of them being "10-41's" indicating that officers were signing on duty. There is no evidence that officers or dispatchers were recording important details of the agency's handling of these events.

Recommendations

4. The S.C. Department of Juvenile Justice should enter into memorandums of agreement with the S.C. Law Enforcement Division and the S.C. Department of Corrections to outline coordinated responses to major disturbances at any DJJ facilities and the sharing of resources during these incidents.
 5. The S.C. Department of Juvenile Justice should implement a policy to establish clear guidelines to determine at what point outside assistance should be requested.
 6. The S.C. Department of Juvenile Justice Office of Inspector General should ensure that its communications division employees record all details of communications and responses during major disturbances at any DJJ facilities.
-

Investigation of a Juvenile's Death at a Wilderness Camp

DJJ violated state law by failing to report the deaths of two juveniles to the S.C. Department of Corrections and did not properly investigate claims that one of the deaths involved foul play. We reviewed DJJ's investigation of the November 2015 death of a juvenile who was placed at Camp Sand Hills, a contracted wilderness camp operated by AMIKids in Chesterfield County. We found that:

- DJJ could not locate or produce investigative files related to the incident and did not have documentation of the death in the juvenile's archived files.
- DJJ's Office of Inspector General failed to investigate claims that the death was the result of foul play, and failed to provide this information to the S.C. Law Enforcement Division (SLED).
- DJJ failed to notify the S.C. Department of Corrections' Jail and Prison Inspection Division of the death, as required by state law.

We found that the DJJ Office of Inspector General did not investigate allegations that the death was the result of foul play, or provide these allegations to other investigating agencies, such as SLED. The death was not reviewed by the State Child Fatality Advisory Committee. Due to this and other questionable investigative practices by the DJJ Office of Inspector General, we provided our findings to SLED for its review.

S.C. Code §24-9-35 requires that the death of a person “incarcerated or in the custody of... state correctional facility...” must be reported to the Jail and Prison Inspection Division of the S.C. Department of Corrections. Violation of this statute is a misdemeanor. DJJ did not file a report on the juvenile death in 2015 or the suicide of a juvenile in 2014 at the juvenile detention center in Columbia.

DJJ policy states that “only in the event that a nurse or Emergency Medical Treatment (EMT) employee declares that no signs of life are evident will the procedural guidelines herein be implemented.” This precludes the policy from applying if a juvenile is injured or suffers a medical episode at a DJJ facility, is transported by medical or other personnel, and later passes away at a medical facility. Also, the policy outlines specific procedures to be followed at DJJ-operated facilities, but does not address contracted residential facilities, such as the wilderness camps.

Recommendations

7. The S.C. Department of Juvenile Justice Office of Inspector General should fully cooperate with, and actively assist, local and state law enforcement agencies investigating the death of a juvenile in the custody of the agency.
8. The S.C. Department of Juvenile Justice should revise its policy to include the death of juveniles in agency custody who are placed in contracted, residential facilities.
9. The S.C. Department of Juvenile Justice should revise its policy to apply to the death of any juvenile in agency custody regardless of whether declarations of death or signs of life occur on or off DJJ property.

DJJ Police Department

DJJ's police department, operated under the DJJ Office of Inspector General, is ineffective and unnecessary. DJJ is the only juvenile justice or juvenile corrections agency in the country that operates a police department. We found that DJJ's police department has not made any arrests in the last five years, has not been available on numerous occasions when called for assistance, and has only one marked police car to provide a "presence."

DJJ stated that the police officers "form a support unit to the correctional officers when juveniles are unruly and are not complying with the rules and regulations of the secured facilities." The agency claimed that the police department is needed to "enforce the criminal laws of the State of South Carolina both on DJJ grounds and throughout the state," but we found that the department's officers did not make a single arrest during a five-year period beginning July 1, 2011. DJJ management also stated that one of the DJJ police functions was to "patrol in marked police vehicles during escapes and/or attempted escape," but, only one of the five vehicles assigned to the police department is marked.

Our review of DJJ records revealed occasions when police officers either did not respond to radio calls or were not available on campus to respond to calls for assistance. In one instance, correctional officers called for assistance over the radio and had to call on the phone approximately five minutes later because an officer had not responded. In another instance, JCOs called for assistance; however, radio logs show that dispatchers informed them that no police officers were on the BRRC and available to assist.

We surveyed all 49 other states and found that no other juvenile justice or juvenile corrections agency in the country operates a police department. DJJ's police department has 17 officers:

- 1 newly-hired chief.
- 3 sergeants.
- 2 corporals.
- 7 academy-certified officers.
- 4 non-certified officers who have not graduated from the S.C. Criminal Justice Academy.

The police officers work three shifts. In an 84-day period, April 4, 2016 to June 26, 2016, there were 35 days (42%) when only one officer was scheduled to work third shift (10:00 p.m. – 6:00 a.m.). That accounts for 280 hours of time that only one DJJ police officer was scheduled to be on duty. In a 15-day period, August 26, 2016 to September 9, 2016, there were 4 days when no officers were scheduled to be on duty during third shift, meaning no officers were available to respond for assistance between the hours of 10:00 p.m. and 6:00 a.m.

If the DJJ police department were disbanded, there could be a cost savings of approximately \$925,000 annually. Also, the police officers could be reassigned to fill current vacancies in other areas of security. Local law enforcement agencies should act as first responders for incidents which would have been handled by the DJJ police department.

Recommendations

10. The S.C. Department of Juvenile Justice should disband its police department and consider reassigning police officers to supervisory juvenile correctional officer positions based on their training and experience.
11. The S.C. Department of Juvenile Justice should enter into memorandums of agreement with state and local law enforcement agencies to establish that these law enforcement agencies are the first responders to incidents that cannot be handled by juvenile correctional officers.

Prison Rape Elimination Act (PREA) Compliance

The S.C. Department of Juvenile Justice is not currently in compliance with the Federal Prison Rape Elimination Act (PREA). We have no evidence that the agency has accurately determined the additional resources that are needed to be in compliance with key requirements of the law. During our review, we found that:

- DJJ could not explain or document the methodology it used to make its determination, as presented to the General Assembly, that the agency needed \$4,783,474 in additional recurring funds to hire and train 126 additional correctional officers in order to be in compliance with PREA-mandated staff-to-juvenile ratios.
- DJJ has not developed adequate staffing plans for each of its facilities, which is a key requirement of PREA. The agency has not sought the assistance of the National PREA Resource Center, sponsored by the U.S. Bureau of Justice Assistance, to develop its plans.
- Despite filling vacancies and changes in average daily juvenile populations, DJJ had not revised its estimated need for funding for additional correctional officers since providing figures to the General Assembly in February 2016.
- DJJ left its “PREA Coordinator” position vacant for more than 32 months. The agency’s goal is to have this position filled by January 2017.

PREA was passed unanimously by Congress and signed into law in 2003 to “prevent, detect and respond to sexual abuse that is perpetrated in confinement settings.” PREA applies to adult prisons and jails and juvenile confinement facilities operated or contracted by the state.

Of the numerous standards promulgated by the U.S. Department of Justice (USDOJ), one requires a security staff-to-juvenile ratio of one staff member for every eight juveniles (1:8) during a juvenile’s scheduled waking hours and one security staff for every sixteen juveniles (1:16) during a juvenile’s scheduled sleeping hours.

DJJ stated that as of early November 2016, the Broad River Road Complex (BRRC) had a staff to juvenile ratio of 1:10, the three regional evaluation centers each had ratios of 1:20, and the juvenile detention center had a ratio of 1:8. These staffing ratios are maintained on both 12-hour shifts at all DJJ facilities. When we requested the methodology for calculating these ratios, the agency could not provide one.

In early 2016, DJJ stated that it anticipated needing 126 additional correctional officers to be in compliance with this standard. The agency further stated that it “believes it would need \$4,783,474 in additional recurring dollars to hire and train these officers.” When asked to provide documentation of the methodology that was used to arrive at these figures, DJJ could not provide any additional information because, according to DJJ management, the employees who were responsible for the figures no longer work for the agency.

The agency’s interpretation of the PREA staff-to-juvenile ratio standard is:

...only security staff providing direct or in person supervision of juveniles for their entire shift count towards meeting these ratios ... supervisory staff who are either not physically located/present in the units during their entire shift, supervisory staff located in the units who are doing administrative tasks, security staff assigned to monitor security cameras in the units, security staff in control rooms/cages ... and security staff providing gate and perimeter security cannot be counted toward achieving these PREA mandated security ratios.

However, in its revised estimates of additional security positions needed in order to be in compliance with the ratio standard, DJJ included supervisory positions and officers assigned to control rooms.

8-Hour vs. 12-Hour Shifts for Correctional Officers

Determining the number of staff needed to meet PREA-ratio standards requires a decision regarding the shift lengths for juvenile correctional officers at DJJ’s facilities. We were not able to identify a national best practice, or trend, regarding shift lengths in juvenile facilities. Research in the law enforcement field has found no significant differences between the three shift lengths (8-, 10-, and 12-hour) regarding work performance, health, safety, and family conflict. The research did find, however, that officers working 12-hour shifts experienced greater levels of fatigue and lower levels of alertness.

Currently, BRRC, the regional evaluation centers, and the juvenile detention center all operate on 12-hour shifts. Prior to November 2014, the agency used 12-hour shifts for security staff in the evaluation centers and 8-hour shifts for security staff at the detention center and BRRC.

Responses to the LAC survey of DJJ employees showed that there is not a clear consensus among agency employees as to which shift arrangement is more beneficial. Of the 117 juvenile correctional officers who responded, 71% said that they would prefer to work 8-hour shifts if time off was not an issue; however, that seemed to be the most important factor for many employees. More time off was noted by 100 officers as an advantage of the 12-hour shift, and a number of officers listed fewer weekends off as a disadvantage of 8-hour shifts.

The change to 12-hour shifts at BRRC and the evaluation centers reduces the number of security staff necessary to meet coverage needs and to meet PREA standards. However, it may impact security and safety. Anecdotal reports of officers sleeping on duty, officers missing shifts because they are too fatigued, and shift coverage not being met were all noted in the LAC survey of DJJ employees.

Financial Impact of PREA Noncompliance

There are three Federal grant programs that are affected by PREA noncompliance. If a Governor is not able to certify to the U.S. Department of Justice that the state is in full compliance with PREA standards, the Governor can submit an assurance to USDOJ that not less than 5% of these grant funds will be used solely for the purpose of working towards full compliance with the PREA standards.

DJJ overstated the amount of Federal grant funding that would be lost or restricted due to PREA noncompliance, calling into question its interpretation of the financial ramifications. The agency said “For South Carolina, this 5% “penalty” would amount to a loss of approximately \$275,000 per year in Federal funding.” DJJ also stated that if the state were to:

...choose to participate in PREA, but not be in compliance with the myriad of requirements set forth in the PREA Standards ... then this same 5% (approximately \$275,000) ... must be restricted in its use by our state and used only for purposes of PREA compliance.

The 5% adjustments to the three grant programs for FY13-14 and FY14-15, as calculated by the Bureau of Justice Assistance, were less than \$200,000.

Table 2.2: Adjustments to Federal Grant Programs Based on PREA Noncompliance

	GRANT 1*	GRANT 2**	GRANT 3***	TOTAL
FY 13-14	\$75,646	\$17,883	\$105,273	\$198,802
FY 14-15	\$69,509	\$26,186	\$102,120	\$197,814

* Bureau of Justice Assistance Edward Byrne Memorial Justice Assistance Grant Program.

** Office of Juvenile Justice and Delinquency Prevention Act Formula Grant Program.

*** Office on Violence Against Women STOP Violence Against Women Formula Grant Program.

Note: Figures for FY15-16 had not been reported as of our publication date.

Source: Bureau of Justice Assistance, U.S. Department of Justice

Recommendations

12. The S.C. Department of Juvenile Justice should seek assistance from the National PREA Resource Center and/or other states that have achieved full PREA compliance in order to develop staffing plans for all of its facilities.
13. The S.C. Department of Juvenile Justice should ensure that any requests for funding for additional officers needed to be in compliance with the staff-to-juvenile ratios prescribed in the juvenile facility standards are accurate and based on actual needs.
14. The S.C. Department of Juvenile Justice should provide annual reports to the General Assembly detailing its efforts to become PREA-compliant and provide timelines for meeting all of the standards for juvenile facilities.

Implementation of Security Audit Recommendations at BRRC

A security audit conducted by an independent consultant found numerous security deficiencies at DJJ's Broad River Road Complex (BRRC), including "staff who were unfamiliar with basic security procedures." DJJ has not addressed these findings in a timely manner, disagreed with some of the critical findings, and has not provided accurate information related to the implementation of the consultant's recommendations to members of the General Assembly.

DJJ contracted with Correctional Consulting Services, LLC (CCS) to conduct an independent security audit and operations assessment of BRRC. CCS conducted its onsite audit May 24–27, 2016 and based its recommendations on best practices established by the National Institute of Corrections Model Security Audit Instrument.

The consultant's audit resulted in 111 recommendations. DJJ reported that, as of November 9, 2016, the agency had implemented 64% of the recommendations. It stated that it disagreed with 11 of the findings and would not implement recommendations stemming from them. We reviewed the implementation status of some of the recommendations and found that:

- CCS auditors observed old vehicle and pedestrian gates along the perimeter fence and recommended that DJJ consider removing them if no longer needed. The agency stated that they were secure and welded; however, during an unannounced site visit and inspection of the perimeter fence with DJJ staff in early November 2016, we observed an old pedestrian gate that had not been welded shut. The gate was secured by two padlocked chains, but was otherwise operable. Two days later, we observed that DJJ staff had permanently welded the gate.
- CCS auditors recommended that DJJ trim or remove a number of trees that were infringing on the perimeter fence. As of October 24, 2016, more than 150 days since the audit was completed, the trees had not been removed. We observed that the trees had been trimmed and/or removed during a site visit on November 8, 2016.
- CCS auditors reported a number of findings in the vocational wing of Birchwood High School at BRRC related to tool control and accountability. The auditors also noted that areas were unorganized, unsafe, dirty, and littered. LAC auditors conducted an unannounced visit on November 10, 2016, to observe whether recommendations in these areas had been fully implemented. We found that, while efforts had been made to address some of the findings, the recommendations were not fully implemented as reported. Due to security concerns, we have not detailed our specific findings in this report; however, our observations were provided to DJJ management.

Recommendation

15. The S.C. Department of Juvenile Justice should implement all of the recommendations made by the auditors from Correctional Consulting Services, LLC by June 30, 2017, and provide written justification to the General Assembly for any recommendations that have not been implemented by this date.

Broad River Road Complex (BRRC) Facilities

Most of the facilities at DJJ’s Broad River Road Complex (BRRC) are outdated, poorly designed, may compromise security, and no longer meet the needs of DJJ. The complex consists of at least 50 individual buildings spread across 540 acres of land. The complex houses confined juveniles along with agency administrative offices. In its 2015 Comprehensive Permanent Improvement Plan (CPIP) submitted to the Executive Budget Office, DJJ stated that:

Except for the Dorms at Birchwood all other sleeping and the majority of administrative facilities are aged and poorly designed to meet the needs of the programs they support. Poor design increases exposure to potential risks associated with safety and security concerns of staff, juveniles, and [the] general public.

We agree with the agency’s assessment that “Updated facilities would be conducive to a safer environment and more efficient delivery of essential services.” The agency has noted that it is the only residential and custodial state agency that lacks a central administrative headquarters. DJJ’s primary administrative staff are located in offices scattered “behind the fence” on the BRRC and on Shivers Road in Columbia. The current physical infrastructure leads to hundreds of employees driving in and out of the secured complex each day and agency administrative staff working adjacent to incarcerated youth. Due to the size of the campus, juveniles have to be transported on buses, and other vehicles, between various locations, such as the cafeteria and classrooms, each day.

In the LAC survey of DJJ employees, 57% felt that administrative staff needed to be located “behind the fence,” while 43% felt that they did not. The ability for administrative staff to participate in the Police Officers Retirement System (PORS) if they work “in a secured facility” might contribute to the opinion of those who think administrative staff should be “behind the fence” (see *Retirement System Eligibility*).

DJJ's director visited six juvenile facilities in other states and provided a summation of her observations. None of the facilities that she visited allowed staff to drive inside the secured facility, and none of the facilities co-located administrative offices for the agency with youth residential facilities. Only one of the six facilities consisted of more than one building.

DJJ considers BRRC to consist of three different "campuses" that maintain separate identities "to prepare retroactive data comparison" and claims that "it would be extremely difficult at this point to compare data without these common elements." We spoke with a DJJ manager who confirmed that it would, in fact, make data analysis and reporting easier going forward if these separate campus identities were abandoned and BRRC was treated as one site. Averaging approximately 100 juveniles "behind the fence," the current arrangement does not appear to serve any purpose.

In addition to its main Broad River Road Complex, the agency owns more than 600 acres of land on Shivers Road that houses the Juvenile Detention Center, the Midlands Evaluation Center, and various administrative buildings. The agency leases 477 acres of this land to the S.C. Department of Corrections for \$11,925 (\$25 per acre) annually for agricultural use, as it is not utilized or needed by DJJ to carry out its mission.

Recommendations

16. The S.C. Department of Juvenile Justice should relocate the perimeter fence at the Broad River Road Complex to isolate the administrative areas from the rest of the campus and reduce the number of staff who must drive onto the secured complex.
17. The S.C. Department of Juvenile Justice should abandon its practice of maintaining three separate "campuses" at the Broad River Road Complex and recognize the entire facility as one campus.
18. The S.C. Department of Juvenile Justice should consider selling underutilized property on Shivers Road to the S.C. Department of Corrections or another entity.

Security Policies at BRRC

DJJ's security policies are outdated and need to be revised to conform to current practices and reflect the current environment and populations at agency facilities. We tested various policies and procedures related to security at the Broad River Road Complex (BRRC) and found:

- A number of procedural guidelines are not being followed as written in department policy.
- There were numerous instances of visitor access forms not being filled out completely.
- A security supervisor acknowledged that many policies are not followed because they are out of date and no longer applicable.

Front Gate Operations

DJJ's policies outline specific procedures for the front access gate at BRRC and the officers who enforce them. We conducted an unannounced visit to test compliance with these procedures. We found:

- On August 8, 2016, at the BRRC gatehouse, we found, for that day, at least 20 visitor access/pass records that lacked time-in notations, 1 record that lacked the visitor's acknowledgment of the contraband policy, and 1 record for contractors that lacked almost all details other than first names and visitor badge numbers.
- A procedural guideline in the gate security policy that addresses vehicle placards for visitors to the BRRC was referred to as "not applicable" by a security supervisor, as the placards had not been used since "almost two years ago."
- Former employees who are prohibited from entering the BRRC have their pictures displayed on a bulletin board referred to as the "alert board" in the gatehouse. Due to the large number of employees terminated or separated from the agency, the photos can only remain on the board for approximately 30 days, after which they are placed in a notebook. Officers must then rely on memory to determine who is not permitted access through the gate.
- Officers who work the front gate do not receive formal training, but rather "on-the-job training" at the gate. They are not trained in defensive tactics, but receive first aid, cardiopulmonary resuscitation (CPR), and automated external defibrillator (AED) training. It was noted that there was no AED in the gatehouse.

- The procedural guideline related to the front gate “logbook” is no longer relevant as written. The logbook did not contain any notations to “sign in and out non-DJJ employees/non-DJJ volunteers entering and exiting the gate...” as stated in the policy. It is only used to record major events, weapon check-in and check-out, and to record the operational status of the gates.
- Procedural guidelines state that “all vehicles entering BRRRC will be searched by a traffic control officer, to include *all compartments* [emphasis added] before being allowed entry onto BRRRC.” We observed numerous vehicles entering BRRRC after only having the glove box and gas cap cover checked. On numerous occasions, LAC auditors’ personal vehicles were permitted access through the gate without having the center consoles or gloveboxes checked.

Key Control

DJJ does not fully adhere to its policy regarding the control of keys. The LAC was issued two keys for a conference room inside the BRRRC. One of the keys was a file key which, according to policy, is to be kept by the “key control employee” for emergency access only and never issued out.

Quarterly Perimeter Audits

DJJ has not followed its policy concerning quarterly security audits of the BRRRC perimeter fencing. Not a single audit has been conducted since the policy was signed into effect in December 2014. Agency management stated that the policy was not well-written, is unnecessary, and agreed that the policy should be removed.

Recommendation

19. The S.C. Department of Juvenile Justice should review all security-related policies related to the Broad River Road Complex and ensure that they are updated to reflect current practices and the current population of the facility.

Compliance with Security Policies at Evaluation Centers

Two of DJJ's three regional evaluation centers violated agency security policies by failing to follow specific procedures. We made unannounced visits to the Coastal Evaluation Center (CEC) in Ridgeville and the Midlands Evaluation Center (MEC) in Columbia. During these visits, we observed operations and reviewed compliance with various policies and procedures related to security and found areas needing improvement.

Perimeter Inspections

DJJ policy requires a monthly physical inspection of the facility perimeter that includes at least nine specific tasks and is documented on an event report form. This does not take place at CEC. When routine perimeter checks are conducted, they are noted on the "RSD-Daily Shift Operations Report," but no formal inspections are conducted or documented using an event report form, as policy requires.

Emergency Keys

DJJ policy requires that a set of "emergency keys" for use during emergencies will be maintained in a specific secure location in each facility/office. During an unannounced site visit at a facility, we inspected the key box and observed that there was no set of emergency keys where they were supposed to be. A security supervisor indicated that one set of emergency keys was in the captain's office and each corporal on duty had a set on his and her person. We observed the set in the captain's office to be unsecured in a desk drawer.

Escape Packs

DJJ policy requires that each evaluation center maintains four "escape packs." The packs are to contain "a flashlight, extra batteries, appropriate area maps, handcuffs, ankle restraints, a handcuff key, emergency contact telephone numbers, a steno writing pad and two pens." The policy states that packs should be reviewed at least every six months. During our unannounced site visit in August 2016, we asked to view the escape packs in the CEC control room and officers were unable to produce complete packs. We observed one white mesh bag containing two ankle restraints, a pair of handcuffs, an open padlock, and a pen. Officers stated that this pack had been used during a juvenile escape in May 2016 but had not been refilled. When we asked about escape packs at MEC, officers could not produce any of them.

Local Facility Standard Operational Procedures

DJJ policies also require that each facility manager develop local standard operational procedures (SOPs) according to the needs of the facility, to include operational checklists and emergency notification contacts. The policy requires that the SOPs be reviewed annually, updated to reflect modifications, and submitted to the DJJ inspector general for review and approval. We reviewed the CEC's SOP manual and found it contained 15 SOPs. All 15 were dated October 2014, indicating that they had not been reviewed annually as required by policy.

Recommendations

20. The S.C. Department of Juvenile Justice should review all security policies and procedures for its three regional evaluation centers and the juvenile detention center and make necessary revisions to reflect current practices and populations.
21. The S.C. Department of Juvenile Justice Office of Inspector General or Division of Rehabilitative Services should test compliance with security policies and procedures at local facilities at least annually.

Recruiting Correctional Officers

DJJ has not been consistent in tracking the number of contacts it makes when participating in job fairs or the number of applicants and new hires it gets from participating in job fairs and any other recruitment method. As a result, DJJ is potentially wasting resources on recruitment efforts that yield no results. Initially DJJ was unable to provide a definitive response when asked for the number of correctional officers the department needs. At the end of our audit process, DJJ provided the number of officers needed at each of the secured facilities, except the detention center. An organization cannot be managed effectively without current information about needed resources.

We identified 14 job fairs and recruitment events, from March 1, 2016 through September 30, 2016, in which DJJ participated. DJJ was able to provide results data for only one. DJJ distinguished between juvenile correctional officers and non-security personnel. Data included the number of individuals with whom DJJ recruiters made contact, the number of applicants, number interviewed, and number of potential hires. DJJ informed us that it would begin to track the number of contacts with prospective employees and applicants. Only 1 of those 14 was outside the Columbia metropolitan area. Given DJJ's presence throughout the state, limiting the agency's recruitment efforts to the Columbia metropolitan area restricts the agency's ability to recruit prospective candidates.

Recommendations

22. The S.C. Department of Juvenile Justice should track the results of its participation in job fairs and other recruitment efforts to include, at a minimum, the sponsor, event date, targeted occupational group, number of contacts, number of applicants, and number of successful new hires.
23. The S.C. Department of Juvenile Justice should use those results to target recruitment venues that are most likely to attract qualified candidates.
24. The S.C. Department of Juvenile Justice should ensure that its recruitment efforts extend beyond the Columbia metropolitan area.

Turnover Among Correctional Officers and Juvenile Specialists

DJJ is currently unable to analyze trends in employee turnover among correctional officers because of inconsistencies in its data and is, therefore, unable to analyze its true cost. Therefore, DJJ is unable to calculate a valid and reliable measure of employee turnover, monitor trends, and use that information to enhance its recruitment and retention efforts. Turnover is costly to an organization since organizations lose experience and incur the added costs of recruitment, selection, and training.

We attempted to review turnover rates among correctional officers and juvenile specialists at DJJ and found the following problems:

- Unreliable data on which to calculate turnover rate.
- Failure to update accurate position data in SAP® managed by the South Carolina Enterprise Information System (SCEIS), thereby undermining the integrity of its staffing data and making it impossible to calculate a turnover rate on correctional officers or any other employee group other than the entire DJJ workforce.
- Limited focus on correctional officers while failing to compute rates for other occupational groups.
- Flawed methodology for calculating turnover rates.

Unreliable Data

We attempted to analyze turnover among DJJ correctional officers and juvenile specialists from 2010–2015. DJJ also submitted its own analysis, along with supporting documentation, which included lists of employees who had separated from the agency. In reviewing DJJ’s analysis, we found inconsistencies in the demographic information accompanying each individual represented as a correctional officer or juvenile specialist. For FY 14-15, DJJ reported that 310 employees left the agency. Of those 310, we found 20 cases where the job classification titles and internal titles were inconsistent. For example, we found:

- Two individuals classified as Administrative Specialists but whose internal position titles were correctional officer and juvenile specialist, respectively.
- One employee classified as a correctional officer but whose internal title was statistician.
- One employee classified as a correctional officer but whose internal title was activity therapist.
- One employee classified as a correctional officer but whose internal title was time administrator.

We brought this to the attention of DJJ officials who acknowledged the problem as having resulted, in part, from its own failure to update classification codes as positions were reclassified once they were vacant. We have identified this as a scope impairment. Because we were unable to distinguish flawed data from accurate data, we could not rely on DJJ’s own calculations, validate DJJ’s calculations, or compute reliable measures of turnover on our own.

Turnover Measure is Limited in Scope

Notwithstanding its use of flawed data, the only specific occupational group for which DJJ has analyzed turnover is correctional officer. Therefore, DJJ is currently unable to detect retention problems among other occupational groups, such as teachers and social workers, and unable to make informed decisions aimed at improving recruitment, selection, and retention of qualified personnel.

Flawed Methodology

DJJ's methodology for computing an annual turnover rate is invalid. The formula used by DJJ includes the number of employees separating from the agency during the year divided by the number of employees remaining at the end of the year, multiplied by 100. We reviewed research on how turnover rates are to be calculated. Turnover rate computations should be computed by taking the number of employees who separated from the agency during the year, divided by the average number of employees, multiplied by 100. The average number of employees is calculated by adding the number of employees at the start of the year to the total number at the end of the year, and dividing by two.

Recommendations

25. The S.C. Department of Juvenile Justice should review its staff listing to ensure that job class codes are consistent with internal position titles.
26. The S.C. Department of Juvenile Justice should implement internal controls to ensure that DJJ staff update classification codes whenever positions are reclassified.
27. The S.C. Department of Juvenile Justice should take steps to ensure that all data related to current and former employees are accurate.
28. The S.C. Department of Juvenile Justice should establish internal controls in its human resources division in order to minimize the risk of inaccurate employee data.
29. The S.C. Department of Juvenile Justice should, annually, calculate a turnover rate that is based on average staff size at the beginning and end of the period for which a rate is being computed.
30. The S.C. Department of Juvenile Justice should annually recalculate and monitor its turnover rates for correctional officers and other occupational groups for which retention is a problem.
31. The S.C. Department of Juvenile Justice should annually analyze turnover rates to identify problem areas and use that information to focus its recruitment and retention efforts.

Juvenile Correctional Officer Salaries

DJJ completed a salary survey in 2015 to get information to improve recruitment and retention of correctional officers. We found that DJJ did not have a roster of its employees that included salary data, education, and date of hire in which it was confident that the data was accurate and from which we could verify that salaries have been adjusted in compliance with DJJ's own policy.

DJJ conducted the 2015 study because the agency believes it has a problem retaining correctional officers and competes with the S.C. Department of Corrections (SCDC) and county detention facilities that also hire correctional officers. DJJ compared the entry-level salaries for juvenile correctional officers with the starting salaries of juvenile correctional officers in four Southeastern states and correctional officers at Alvin S. Glenn (in Richland County) and Lexington County Detention Centers. We reviewed the study and found no evidence that DJJ considered any comparisons of entry-level education, skill requirements, or workload. The study made three recommendations to be implemented on October 2, 2015. According to the documentation we were provided, only the first two recommendations were implemented. The recommendations were to:

- Increase the starting salary for correctional officers and juvenile specialists by 6%, coupled with an increase in the salaries of current correctional staff salaries to the new minimum level.
- Make salary adjustments to current staff who had earned a bachelor's degree or master's degree, regardless of the discipline in which the degree was earned, pending available funding.
- Develop a career plan for these positions to include rewarding employees for completing certain training, achieving certain certifications, and demonstrating certain competencies. The memo did not specify how this would be achieved.

According to the S.C. Department of Administration, the methodology for conducting a salary study included gathering information on positions included in the study, developing a questionnaire for use in gathering salary and other information from survey participants, and analyzing survey information received from participants. DJJ confirmed that the documentation we were provided was, in fact, the completed study.

Salary Plan for Correctional Officers and Juvenile Specialists

DJJ stated it is taking the following steps to reduce turnover: increasing the starting pay for correctional officers; awarding additional payments to officers who are earning college degrees; and implementing a pay differential for correctional officers working evening and night shifts. We received comments from DJJ employees responding to the LAC survey indicating that they were unaware of these changes or that they would be positively affected by them.

We compared the current starting salary for juvenile correctional officers, implemented following the pay raises, and compared that with the starting pay for correctional officers at SCDC, Alvin S. Glenn Detention Center, and Lexington County Detention Center. Table 2.3 shows the salaries from highest to lowest. We compared the published starting salaries and minimum qualifications for applicants with no experience and found that the current starting salary was lower than the starting salary for entry-level correctional officers at Lexington County and Alvin S. Glenn, but was about the same as SCDC’s salary. SCDC awards salary increases after 6, 12, 18, and 24 months. Entry-level officers at DJJ may be reclassified and receive a pay increase after 12 months.

Table 2.3: Comparison of Starting Salaries and Minimum Qualifications for Correctional Officers

AGENCY	POSITION	MINIMUM QUALIFICATIONS	SALARY
Lexington County	Correctional Officer	21 years of age; high school diploma or GED	\$34,642
Department of Juvenile Justice	Correctional Officer II or Juvenile Specialist II	21 years of age; high school diploma or GED and one year experience	\$31,252
Alvin S. Glenn	Correctional Officer (w/ certification)	21 years of age; high school diploma or GED	\$30,087
Alvin S. Glenn	Correctional Officer (w/ no certification)	21 years of age; high school diploma or GED	\$28,655
Department of Juvenile Justice	Correctional Officer or Juvenile Specialist (at BRRC or evaluation center)	21 years of age; high school diploma or GED	\$27,947
Department of Corrections	Correctional Officer	18 years of age; high school diploma or GED	\$27,891

Sources: DJJ, Alvin S. Glenn Detention Center, Lexington County Detention Center, and S.C. Department of Corrections

Education Incentive

DJJ may grant an employee an increase of 8% for earning a bachelor's degree and 10% for a master's degree, regardless of the program discipline. DJJ does not track the field of study in which the degree is earned. Therefore, DJJ is unable to determine if there are differences in retention rates among employees who earn degrees in different fields. According to DJJ, the agency offered an education adjustment in the past but could not be specific about the time frame. DJJ implemented this most recent initiative in July 2015.

DJJ policy states that the department may award an in-band salary increase when an employee gains additional skills or knowledge related to the job. It does not exclude any employee. The educational increases implemented in 2015 only applied to correctional officer staff who work in security. Employees classified as correctional officers but who are assigned to the gate, the DJJ Office of Inspector General, and as bus drivers are ineligible. This limitation can be problematic for DJJ. Responses to the LAC survey revealed that low pay remains a significant topic of concern. The perception that one group of employees is favored over another can lead to low morale and additional turnover. For that reason, DJJ should ensure that it effectively communicates its decisions and rationale to all employees.

We asked for the number of correctional officers and the number of employees in other occupational fields awarded a salary increase because they earned a bachelor's or master's degree. We also requested the following for each employee who received a skills adjustment in the past three years:

- Employee name.
- Employee ID.
- Academic degree earned.
- The discipline in which the degree was earned.
- Date the employee became eligible for the salary adjustment.
- The amount of the salary adjustment.
- The employee's new salary after the adjustment.

DJJ explained that its response would require a manual review of its files. The agency relies exclusively in the SAP[®] system managed by the South Carolina Enterprise Information System (SCEIS). SCEIS/SAP[®] does not allow users to distinguish between a skills adjustment that resulted from obtaining a certification and an adjustment that comes from earning a degree. DJJ submitted a list of 108 employees classified as correctional officers who, the agency claims, received salary adjustments because they earned a degree.

Inability to Access Reliable Employee Data in a Timely Manner

DJJ initiated a salary study and implemented pay adjustments to retain qualified correctional officers. As a participant in SCEIS, DJJ relies on this system to store and access its human resources records. When we asked DJJ to retrieve employee records so that we could verify employee pay by job classification and education, DJJ could not confirm the complete accuracy of the data. DJJ explained that its records are stored by SCEIS, that the reason codes (the options the system makes available for agencies to submit the reason(s) for a change in an employee's salary) do not allow the agency to identify only those employees awarded pay increases because they earned a degree. As a result, according to DJJ, agency staff had to review more than 300 employee files to respond to our request.

Lack of timely access to this information impedes the agency's ability to evaluate its effectiveness as a retention tool. Moreover, it undermines the credibility of the agency when it cannot respond to those who want to know who has received this adjustment, without having to spend days searching through manual records. We found other issues about data reliability which we address in our report. The agency's failure to upload accurate information into SCEIS/SAP[®], the limited choices available in SCEIS/SAP[®] to enter a reason for a salary adjustment, and DJJ's reliance on SCEIS as the sole source of its employee data resulted in DJJ's employee classification and education data to be unreliable.

Recommendations

32. The S.C. Department of Juvenile Justice should identify all information it will need to evaluate its strategy for reducing employee turnover, such as age, years of service, education background, work experience, and salary.
33. The S.C. Department of Juvenile Justice should audit its employee records to ensure that its human resources staff have an employee roster that is accurate, current, and complete.
34. The S.C. Department of Juvenile Justice should assume the responsibility to ensure that the human resources data it uses in any analysis, derived from any source including South Carolina Enterprise Information System (SCEIS/SAP[®]), is complete and accurate.
35. The S.C. Department of Juvenile Justice should track the disciplines of study in which degrees are earned to determine, over time, whether employees who earn degrees in certain fields are more likely to stay with the agency than those receiving degrees in other fields of study.

DJJ Office of Inspector General

DJJ has made a number of management decisions regarding its Office of Inspector General. Expenditures for new equipment, office space, and employees do not appear to have measurably improved the security of DJJ's facilities.

Pepper Spray

Oleoresin capsicum (OC) spray, commonly called "pepper spray," is an intermediate weapon that is not commonly used in juvenile facilities. Our survey of juvenile agencies across the country found that 38 states do not authorize any use of OC spray in juvenile facilities. Only 3 states equip all juvenile correctional officers with this tool. DJJ has decided not to equip correctional officers with the spray, but has authorized DJJ police officers to carry it on their person inside DJJ facilities. Since its authorization in April, it has been deployed one time by a police sergeant who, along with three additional DJJ police officers, was attempting to subdue one juvenile.

Disposal of Surplus Property

DJJ's Office of Inspector General has not adequately disposed of surplus property. The agency possesses a "gas gun/grenade launcher" but has no ammunition for the weapon and has no plans to use it. During an unannounced inspection of a storage shed, we observed old OC spray canisters dated 1995, two shotguns, numerous unused blue light bars, and other dated law enforcement equipment that had not been disposed of properly.

Office Renovation

DJJ expended \$11,417 to repurpose a building on Shivers Road to house offices for the new inspector general, the chief investigator, and two assistants. These offices were moved from a building on Broad River Road that now houses the DJJ police department which was moved there from its former office space "behind the fence."

New Vehicles

DJJ procured two new, unmarked vehicles for the use of the inspector general and newly-hired chief of police. In its request to State Fleet Management for a confidential tag for the inspector general's Chevrolet Tahoe, the agency stated that "having his vehicle identified will be counter conducive to functions such as conducting investigations, providing dignitary duties [and] manhunts for escape[es]." We question the "dignitary duties" that would be required of DJJ's inspector general. The inspector general has stated that he is encouraging the new police chief to be visible, but has equipped him with an *unmarked* police vehicle.

Recommendation

36. The S.C. Department of Juvenile Justice should properly dispose of surplus law enforcement equipment.

Use of Funds

We were asked by our requestors to provide information on how DJJ manages its state funds. We found areas in need of significant improvement. We focused on DJJ's general and carry forward funds. DJJ uses state funds to support multiple activities including, but not limited to, the housing of juveniles at alternative placement facilities, including group homes and camps, and DJJ facilities, including BRRC, three evaluation centers, and a detention center. DJJ operates county offices, which provide probation and parole services, as well as community prevention services. In addition, DJJ provides administrative support for the S.C. Board of Juvenile Parole, whose budget is included as part of DJJ's state appropriations.

During our review, we found that DJJ:

- Is inconsistent, in some areas, in its recording of financial activity, which makes it difficult to budget, review, and monitor expenditures.
- Has experienced significant turnover in the management of the fiscal affairs division with seven fiscal affairs directors in the last ten years.
- Has shown a lack of control and oversight in its management of capital assets.
- Allows the majority of its employees to participate in the Police Officers Retirement System (PORS), a practice that increases the cost incurred by the agency and may result in increased turnover since employees may retire earlier than those in the S.C. Retirement System (SCRS).

DJJ Funding

DJJ has multiple sources of funds including, but not limited to, state appropriations, education funding, juvenile training activities, and Federal funds. A review of DJJ's assigned funds in the statewide accounting system shows that DJJ has access to over 100 funds for recording financial activity. DJJ is inconsistent in the recording and tracking of some financial activity. This inconsistency makes it difficult to budget, review, and monitor expenditures.

General Fund

Our review focused on the expenditures in two of DJJ's funds — general and carry forward. DJJ's largest funding source is state appropriations, including agency transfers such as employer contributions, and excluding carry forward.

For FY 14-15, the total was \$104,186,425 and \$105,638,256 in FY 15-16. DJJ utilizes general funds to pay for a range of activities, including:

- Alternative placement for juveniles.
- County offices that provide prevention, parole, and probationary services in the community.
- Three evaluation centers.
- A detention center.
- Medical care for juveniles.
- Operation of administrative functions and housing of juveniles at the BRRC.

In addition, funding for the S.C. Board of Juvenile Parole is included in DJJ's state appropriation. DJJ is directed by state law to provide administrative support to the Board.

DJJ's expenditures for FY 13-14 through FY 15-16 are provided in Table 3.1.

Table 3.1: DJJ General Fund Expenditures, FY 13-14 – FY 15-16

EXPENDITURE GROUP	FY 13-14	FY 14-15	FY 15-16
Alternative Placement	\$26,457,813	\$26,057,299	\$25,074,081
S.C. Board of Juvenile Parole	36,860	45,445	38,905
Clothing-Juvenile/Officer	273,108	229,015	230,776
Communication	774,398	883,789	815,317
Community	76,426	78,058	16,418
Consultants	-	825	-
Contracts	154,855	153,285	150,446
Data Processing	546,366	210,326	245,052
Dues & Fees	43,633	35,175	50,235
Education	155,342	130,426	200,480
Facility Total	579,754	663,294	751,513
Food	564,132	655,911	751,131
GED Testing	336	-	(6,675)
General Fund Transfer	1,700,000	-	-
Insurance	415,084	414,027	492,834
Juvenile	1,706,865	1,404,372	1,439,501
Juvenile Pay	48,738	47,500	31,554
Security K9	655	733	1,701
Laundry/Grounds	419,889	438,439	329,214
Legal	48,414	41,431	87,617
Medical	2,418,796	2,907,007	2,648,642
Office Equipment	34,631	36,037	13,614
Optional Retirement Plan	55	176	9,093
Personnel	52,777,489	52,933,131	53,974,241
Police Officer Retirement System	6,352,702	6,472,509	6,870,482
Printing	170,210	109,194	105,033
Purchasing Card	103,374	83,845	-
Rent	232,678	271,992	249,027
Rent Equipment	485,855	464,280	496,816
Retirement Incentive	-	2,124,573	-
Sales Tax	-	-	-
S.C. Retirement System	835,057	818,177	744,033
Security	3,573	2,696	9,194
State Audit	2,918	2,561	2,317
Supplies	528,422	299,222	289,868
Training	222,800	184,546	29,580
Travel	59,563	71,889	85,391
Utility	1,512,057	1,534,061	1,489,618
Vehicle	952,380	872,014	866,865
TOTAL	\$100,695,228	\$100,677,261	\$98,583,913

Figures are rounded.

Fixed asset expenditures: FY 13-14 \$2,175,764 – FY 14-15 \$527,058 – FY 15-16 \$44,599

See Appendix C for a detailed list of expenditures from FY 13-14 through FY 15-16.

Sources: SCEIS/SAP® and LAC

In order to better understand DJJ’s utilization of funding, Table 3.2 identifies general fund expenditures by DJJ’s designated cost center groups:

- Alternative placement includes residential placement for juveniles in camps and other community settings such as group homes.
- BRRC’s costs include facility maintenance, health services, and food services.
- Administrative costs include agency management, fiscal affairs, human resources, information technology, inspector general, regional offices, and other administrative functions.
- County offices include the cumulative costs of operating county offices for community support, parole, and probation services.
- Evaluation centers include educational and facility costs for operating the upstate, midlands, and coastal evaluation centers.
- Detention center includes educational and facility costs to operate the facility in Columbia.
- Education costs include costs for Birchwood, Willow Lane, and education management located at BRRC.

Table 3.2: DJJ General Fund Expenditures by Cost Center, FY 13-14 – FY 15-16

COST CENTER	FY 13-14	FY 14-15	FY 15-16
Alternative Placement	\$27,548,576	\$26,967,640	\$26,006,137
BRRC	25,318,309	24,076,263	23,700,850
Administration	19,693,737	19,422,426	20,021,032
County Offices	15,372,110	15,707,169	15,525,963
Evaluation Centers	9,984,708	10,926,341	10,591,165
Detention Center	1,304,271	1,438,769	1,144,433
Education	967,572	1,526,367	951,933
Store of Hope	65	86,158	90,954
S.C. Board of Juvenile Parole	505,940	526,127	551,447
TOTAL	\$100,695,228	\$100,677,261	\$98,583,913

Figures are rounded.

See Appendix D for a detailed list of expenditures by cost center from FY 13-14 through FY 15-16.

Sources: SCEIS/SAP® and LAC

Expenditure Review

We completed a variance analysis of each expenditure account for a five-year period, ending with FY 15-16, in order to obtain a better understanding of the activity reflected in the general fund, general ledger expenditures accounts. We requested information on expenditure changes of at least 40% from year to year in order to determine the purpose of the account and identify any significant events that impacted expenditures. We found issues including:

- Some expenditures were not recorded consistently. Eighteen variance responses included explanations that expenditures were recorded in one expenditure account for a period of time and changed to another expenditure account during a different period of time. For example, data and voice communication services were recorded in up to three different expenditure accounts over a five-year period, which makes it difficult to manage costs from year to year.
- DJJ initiated a retirement incentive plan and voluntary separation plan in FY 14-15. This resulted in approximately \$2.6 million in payouts for the voluntary separation plan, which included the incentive payment, annual leave payout, and fringes. In addition, approximately \$183,000 was paid for the retirement incentive plan, which included the incentive payment, annual leave payout, and fringes.
- DJJ erroneously paid an employee bonus during FY 15-16 in the amount of \$3,000 by using an incorrect employee identification number. The employee is returning the bonus.
- GED fees were paid by an education earmarked fund; however, the fees collected from the students were recorded in the general fund. Agency management indicated that this has been corrected in FY 16-17.
- DJJ failed to request the proper budget authorization for Federal funds to offset the increase in cost to meet the minimum nutritional meal standards. In FY 12-13, 11% of the dietary food cost was provided by state funds; however, in FY 15-16, the state-funded portion was 37%. According to DJJ management, this was corrected in its FY 16-17 budget request.

The Governmental Accounting Standards Board has stated that governmental financial reports should possess certain basic characteristics — understandability, reliability, relevance, timeliness, consistency, and comparability. The lack of consistency reflected in the recording of expenditures may be, in part, a result of turnover. DJJ has had seven fiscal affairs directors in the last ten years, three accounts payable managers, and two revenue managers. Turnover may lead to increased training costs, inconsistent production, and poor morale.

Carry Forward

FY 15-16 Proviso 117.23 enables each state agency to carry forward unspent general fund appropriations from the prior fiscal year up to 10% of its original general fund appropriations, less any appropriation reductions for the current fiscal year. Agencies with separate general fund carry forward authority must exclude the amount carried forward from their bases for purposes of calculating the 10% carry forward. DJJ has special carry forward authority, including:

PROVISO 67.3

Revenue generated from projects undertaken by the juveniles may be carried forward for the benefit of the children.

PROVISO 67.5

Reimbursement of funds for expenditures incurred in a prior fiscal year may be retained for general operating purposes.

PROVISO 67.6

Unexpended funds for the Juvenile Arbitration Program may be carried forward for the same purpose.

PROVISO 117.87

Revenue received by DJJ for mentoring or alternatives to incarceration programs may be retained and carried forward by DJJ and used for the same purpose.

Appendix B shows all of DJJ's special carry forward authority.

DJJ's general fund carry forward has increased as shown in Table 3.3.

Table 3.3: DJJ Carry Forward

STATE FISCAL YEAR	CARRY FORWARD*
10-11	\$294,820
11-12	\$1,436,307
12-13	\$2,678,373
13-14	\$2,689,294
14-15	\$1,770,335
15-16	\$3,964,999
16-17	\$9,291,508

*Includes General and Special Carry Forwards.

Source: S.C. Comptroller General Year-End Press Releases

We requested information from DJJ regarding what caused the increase in carry forward funds from FY 15-16 to FY 16-17 and identified approximately \$3 million in retirement incentive payments, including annual leave payouts in FY 14-15, which increased expenditures, and decreased carry forward. Additionally, in FY 15-16, DJJ did not offer a retirement incentive option (approximately \$3 million), alternative placement expenditures decreased (approximately \$1 million), capital asset purchases decreased (approximately \$500,000), and DJJ's total appropriations, plus agency transfers and carry forward, increased approximately \$3.5 million.

Beginning in FY 13-14, DJJ started tracking carry forward expenditures in a separate fund on the statewide accounting system (SAP®). An analysis of carry forward expenditures for FY 15-16 shows the largest expenditure is contractual agreements, which included expenditures for services provided by the USC Children's Law Center, matching funds for a Justice Assistance Grant (JAG) with the Department of Public Safety, services provided by DJJ's former interim chief of staff, and other expenditures.

Table 3.4 summarizes DJJ's expenditure of carry forward funds from FY 13-14 through FY 15-16.

Table 3.4: DJJ Carry Forward Expenditures, FY 13-14 – FY 15-16

EXPENDITURE GROUP	FY 13-14	FY 14-15	FY 15-16
Alternative Placement	\$92,607	\$-	\$-
Clothing - Officer	-	-	18,718
Communication	-	6,804	11,178
Community	9,088	-	2,500
Contract	40,986	-	366,199
Data Processing	500	4,968	37,653
Education	-	11,516	-
Facility	460,149	16,116	287,382
General Fund Transfer	-	-	200,000
Laundry/Grounds	130,727	4,417	105,314
Legal	-	-	16,500
Medical	-	-	33,600
Other Supplies	728	-	-
Personnel	-	776	7,387
PORS	-	-	11,654
Printing	-	9,841	1,740
Purchasing Card	41,053	5,081	-
Rent - Equipment	-	-	7,968
Security	-	4,547	19,351
Supplies	15,907	74,157	113,384
Training	-	10,000	-
Travel	284	9,652	8,439
Vehicle	-	2,368	578
TOTAL	\$792,028	\$160,242	\$1,249,544

Figures are rounded.

Fixed asset expenditures: FY 13-14 \$48,085 – FY 14-15 \$616,515 – FY 15-16 \$237,505

See Appendix E for a detailed list of carry forward expenditures from FY 13-14 through FY 15-16.

Sources: SCEIS/SAP® and LAC

Table 3.5: DJJ Carry Forward Expenditures by Cost Center, FY 13-14 – FY 15-16

COST CENTER	FY 13-14	FY 14-15	FY 15-16
Administration	\$536,888	\$84,942	\$1,060,095
Alternative Placement	92,607	-	-
BRRC	113,693	10,506	127,488
County Offices	-	21,675	-
Detention Center	48,840	7,120	-
Education	-	23,861	-
Evaluation Center	-	12,138	3,850
S.C. Board of Juvenile Parole	-	-	58,111
TOTAL	\$792,028	\$160,242	\$1,249,544

Figures are rounded.

See Appendix F for a detailed list of carry forward expenditures by cost center from FY 13-14 through FY 15-16.

Sources: SCEIS/SAP® and LAC

Issues for Further Study

Trust Accounts

According to DJJ officials, DJJ uses Intuit QuickBooks® (accounting program) to maintain records on funds held for juveniles and funds held for victims (restitution). The potential for fraud exists when funds are maintained in a separate accounting system and there is a potential lack of separation of duties.

Billing

DJJ bills local governments for juveniles being held from the respective areas. There is no penalty for non-payment and no recourse for DJJ to recoup funds. DJJ also bills school districts for the 30% state fund allocation for juveniles who are receiving educational services at a DJJ facility instead of their normal school districts. DJJ has the ability to request assistance from the S.C. Department of Education to withhold funds; however, DJJ has not recently requested this assistance.

Recommendation

37. The S.C. Department of Juvenile Justice should be more consistent in recording financial transactions in order to improve the agency's ability to manage costs.

Capital Assets

Capital assets are a significant investment of public funds. DJJ lacks proper control and supervision of its capital assets. We found assets that were:

- Not listed as inventory, but should have been.
- Lost and removed from inventory.
- Included as an agency asset which did not belong to DJJ.

This reflects an inability to maintain proper control of fixed assets, which may result in the misuse or theft of those assets.

Capital Assets

Capital assets are items valued at a cost of \$5,000 or more. Assets with a value between \$1,000 and \$4,999 are considered low-value assets. Low-value assets may include items with a value less than \$1,000 that are deemed to be high risk for loss or theft. DJJ holds approximately \$77 million in fixed assets (historical cost). The largest fixed asset category is buildings with a value of \$63.7 million as of June 30, 2016.

DJJ's policy, effective December 2014, provides for the annual review of assets by each budget manager and deputy director. Once the manager reconciles the asset list, the manager must sign, date, and return the list to fiscal affairs by the date requested.

In order to review DJJ's asset tracking procedures, we reviewed 5 of 27 departmental asset listings for FY 15-16. The review noted that one inventory listing was not dated and one inventory listing was not stamped as being received by the fiscal affairs division.

In addition, DJJ's policy indicates that its internal auditor and the state auditor may conduct on-site audits to verify capital assets on an annual basis. According to DJJ personnel, on-site verification of capital assets has not been performed by its internal auditor or the state auditor in over five years, a condition reflecting a lack of control and independent verification of assets.

Capital Asset Additions and Deletions

The LAC also reviewed asset acquisitions and retirements from July 1, 2014 through March 31, 2016. During this review, we identified asset management and control issues. We found that DJJ:

- Found five vehicles that were not included in the agency's asset list. The vehicles ranged in age from a 1997 Ford van (oldest) to a 2009 Chevy Impala (newest).
- Added 47 vehicles during FY 14-15.
- Retired 49 vehicles in FY 14-15. One of the vehicles had been wrecked. Upon review of the documentation, we noted that the asset custodian statement was not dated upon submission as required by DJJ policy.
- Could not locate two assets, an antilock brake demonstrator and a hydraulic bend tester. The combined value is approximately \$10,000.
- Included an asset that did not belong to it as an agency-owned asset.

Maintaining control of assets is a responsibility of the agency. When internal controls are substandard, assets may be used for unauthorized purposes or stolen. In the items noted, five vehicles were not included in the agency's asset list. If one of the vehicles was stolen, the agency might not have known.

In addition to the asset additions and deletions, we identified an issue involving construction-in-progress assets. The construction-in-progress account is used to group all expenditures to build an asset and prepare it for use. Once construction is completed, the asset is reclassified to its appropriate category, such as building or equipment. DJJ has approximately \$2.5 million in a construction-in-progress account with \$2.4 million of that dating back to 2009.

It is not unusual for costs to accumulate over a period of time; however, seven years is excessive and reflects a lack of internal controls to make sure assets are reclassified once completed. During our audit, officials with DJJ and the South Carolina Enterprise Information System (SCEIS) met to discuss and resolve this issue.

Recommendations

38. The S.C. Department of Juvenile Justice should have an independent audit of the agency's fixed assets.
39. The S.C. Department of Juvenile Justice should enforce its capital assets policy to include the appropriate signature and dating of forms, as well as unannounced, random audits by the internal auditor and/or the Office of the State Auditor.
40. The S.C. Department of Juvenile Justice should continue to work with the South Carolina Enterprise Information System to resolve the outstanding construction-in-progress assets.

Retirement Incentive and Voluntary Separation Programs

DJJ implemented a retirement incentive program (RIP) and a voluntary separation program (VSP) in early 2015 that caused the agency to lose older and experienced correctional officers and reduce the number of officers, which resulted in no significant cost savings and jeopardized security. Although DJJ received approval in November 2014 from the Division of State Human Resources to implement these two cost savings programs, DJJ allowed correctional officers to participate, despite the fact that qualified candidates for this position are difficult to recruit and retain.

Eligible employees cannot be compelled to accept a retirement incentive or a separation bonus, and agency heads have the discretion to disapprove participation based on financial or business considerations. DJJ implemented these programs to save money and realign resources. The director could have excluded correctional officers, but chose not to do so.

DJJ implemented these programs from December 2014 through February 2015. Employees participating in the voluntary separation program were eligible to receive:

- A separation payment not to exceed one year's base salary or \$30,000, whichever was less;
- The employer portion of health and dental benefits for up to one year, unless the employee would become eligible for such benefits as retiree health and dental benefits, and;
- Payment for unused annual leave balances not to exceed 45 days.

Employees participating in the retirement incentive program were eligible for a buyout of service credit or the cost of conversion of up to five years of South Carolina Retirement System (SCRS) earned service credit to the Police Officers Retirement System (PORS) service credit.

We found that these programs contributed to the loss of older and experienced individuals. While the programs did not adversely affect the years of experience among remaining officers, the programs did reduce, in real terms, the number of officers available to monitor juveniles.

Table 3.6 summarizes profiles of correctional officers as of December 2014, immediately before the separation programs, those participating in the programs, and correctional officers as of December 2015, 11 months after the programs were implemented. The age profile did not change substantially, although the department lost correctional officers whose age and years of experience exceeded that of the average correctional officer at that time. The loss of 26 correctional officers adversely affected its staffing so that by December 2015, the agency had 45 fewer correctional officers than it did more than one year earlier. Elsewhere in our report we recognized the problem that DJJ has had in providing valid and reliable data on each of its correctional officers. The numbers in Table 3.6 represent individuals classified as correctional officer.

Table 3.6: Impact of Separation Programs on Age and Experience Among Correctional Officers

PROFILE CHARACTERISTICS	CORRECTIONAL OFFICERS		
	AS OF 12/2014	PARTICIPATING IN THE RIP AND VSP	AS OF 12/2015
Number	473	26	428
Average age	40	61	39.5
Median age	39	59	39
Average years' experience	6	13	6.21
Average salary	\$28,500	\$30,515	\$29,864
Median salary	\$27,686	\$29,800	\$28,816

Note: These numbers are based on the number of employees with the title "Correctional Officer."

Sources: DJJ and LAC

We compared the estimated and actual cost savings based on the report that DJJ submitted to the Division of State Human Resources. The department had estimated a total savings of \$1.8 million; however, the savings amounted to \$220,160. Savings resulted from a combination of unfilled vacancies and reallocation of job responsibilities.

Table 3.7: Participation and Savings from the Separation Programs at DJJ

PROGRAM	SAVINGS		PARTICIPANTS	
	ESTIMATED	ACTUAL	ESTIMATED	ACTUAL
RIP (Retirement Incentive)	\$1,387,811	\$ 203,670	43	8
VSP (Voluntary Separation)	411,969	16,490	43	69
TOTAL	\$ 1,799,780	\$ 220,160	86	77

Source: Department of Administration

The separation programs resulted in DJJ's paying employees to do something they may have otherwise done on their own, exacerbating the agency's problems in attracting and retaining mature, qualified, correctional officers.

Recommendation

41. The S.C. Department of Juvenile Justice should forego any employee separation program(s) involving correctional officers and other employee groups difficult to recruit.

Retirement System Eligibility

DJJ has interpreted S.C. Code §24-1-280 to mean that the majority of DJJ personnel are included in the Police Officers Retirement System (PORS) whether or not the individuals work directly with juveniles. For example, Table 3.8 shows 13 accounting and fiscal personnel are included in PORS because the physical location of their workplace is within the correctional facility at Broad River Road Complex (BRRRC).

Including individuals in PORS who should not be in that system increases the cost to the agency due to the higher employer contribution that is required for PORS. It also may result in higher turnover due to the earlier retirement date and inequities within departments regarding employee retirement eligibility.

State Law

S.C. Code §9-11-10(23)(b) provides that an employee, after January 1, 2000, of the S.C. Department of Juvenile Justice [DJJ], who, by terms of his employment, is a peace officer as defined by §24-1-280 is eligible for membership in PORS.

S.C. Code §24-1-280 includes provisions for employees of the Department of Juvenile Justice to be given the status of a peace officer if the assigned work location is in one of the correctional facilities *and the individual is performing officially-assigned duty relating to the custody, control, transportation, or recapture of an inmate within the jurisdiction of his department.*

According to S.C. Code §9-11-40(4), if any [PORS] member does not render at least 1,600 hours of active duty as a police officer, or if the member does not receive at least \$2,000 in salary for those hours (or those duties), his membership ceases.

Police Officers Retirement System

PORS was established July 1, 1962, to provide retirement allowances and other benefits for police officers. PORS members may retire at an earlier age or with fewer years of service than S.C. Retirement System (SCRS) members. Eligibility for PORS includes the following classifications:

- Police Officers (includes peace officers employed and certified by the Department of Corrections, DJJ, or the Department of Mental Health)
- Firefighters
- Magistrates
- Probate Judges
- Coroners

The Public Employee Benefit Authority (PEBA) requires employers to certify that an employee meets the criteria for PORS membership. PEBA also requests the submission of written position descriptions for evaluation, if an agency requires assistance.

DJJ PORS Eligibility

According to DJJ management, DJJ employees are eligible for membership in PORS based on the following criteria:

WORK SPECIFICATIONS

Employees in full-time equivalent positions who perform the duties of a police officer or peace officer working at least 1,600 hours per year and earning at least \$2,000 per year.

SECURE WORK LOCATION

Employees in full-time equivalent positions who do not perform the duties of a police officer or peace officer but their work location is assigned and located behind one of DJJ's secured locations.

DJJ's decision that all employees in secured facilities are eligible for PORS is in contrast with the requirement in S.C. Code §24-1-280, whereby an individual's officially-assigned duties relate to the custody and control of juveniles. It is unlikely that the accounting staff, human resources, IT staff, and training personnel, for example, would work hands on with juveniles in the context of their assigned duties; therefore, they would not qualify for PORS. Table 3.8 reflects DJJ employees, by retirement system.

The S.C. Board of Juvenile Parole is included in Table 3.8; however, it is a separate entity from DJJ. DJJ provides the administrative functions for the Board. The Board is not listed in state law as one of the entities whose employees may qualify as “peace officers” for inclusion in PORS; however, the Board has two parole examiners who are in PORS.

There are potential cost savings for DJJ. As of July 1, 2016, the required employer contribution for PORS was 14.24% of wages paid and 11.56% for SCRS. If an employee who makes \$35,000 per year is misclassified in PORS, DJJ could save approximately \$900 annually per person by correcting the retirement plan to SCRS. As noted in S.C. Code §9-11-40(4), there are provisions for removing PORS members when they no longer meet the eligibility requirements for membership.

An additional cost to the agency may include staff turnover. Under PORS, employees are eligible to retire at an earlier age, or with fewer years of service, than is required by SCRS. There is also inequity within DJJ when some staff are in PORS and others are in SCRS, but the employees perform similar job duties.

Table 3.8: DJJ’s Retirement System Membership by Job Group

DJJ EMPLOYEE JOB GROUP	PORS	SCRS
Accountant/Fiscal	13	4
Administrative	38	49
Agency Head	1	0
Attorney	2	0
Building/Grounds	6	0
Chaplain	7	0
Communications Specialist	7	0
Correctional Officer	465	0
Deputy Director	6	1
Education	11	3
Food Service Specialist	26	0
Human Resources	12	2
Human Services	296	13
Info Systems/Bus Analyst	4	0
Investigator	7	0
IT Personnel	15	0
S.C. Board of Juvenile Parole	2	5
Law Enforcement	21	0
Medical	21	0
Procurement	4	0
Program Personnel	100	10
Psychologist	17	0
Public Info/Research	3	1
Recreation Specialist	5	0
Social Worker	22	4
Supply Manager	8	1
Teacher	40	7
Trades Personnel	19	0
Training	9	0
TOTAL	1,187	100

Note: State Optional Retirement Program (ORP) has 1 member.

Sources: DJJ and S.C. Division of Human Resources

Recommendations

42. The General Assembly should consider amending S.C. Code of Laws Title 9: Retirement Systems regarding participation in the Police Officer's Retirement System to clarify positions considered "peace officers."
43. The General Assembly should amend S.C. Code of Laws Title 9: Retirement Systems to require the S.C. Public Employee Benefit Authority to provide oversight regarding employees entering the state retirement system, including, but not limited to, verification of membership requirements before enrolling an employee into a state retirement plan.
44. The General Assembly should consider whether the S.C. Board of Juvenile Parole should be included with S.C. Department of Mental Health, S.C. Department of Corrections, and the S.C. Department of Juvenile Justice in considering whether any of its employees qualify as being eligible for the Police Officer's Retirement System.
45. The S.C. Department of Juvenile Justice should complete a comprehensive review of all staff, including the S.C. Board of Juvenile Parole personnel, regarding retirement system eligibility based on the requirements of state law.

Oversight of Juvenile Services

The S.C. Department of Juvenile Justice is charged with providing rehabilitation and custodial care for juveniles who are incarcerated, on parole, or on probation. Fulfilling that mission means that DJJ staff are responsible for providing therapeutic and education treatment services or coordinating with outside providers for those services. Juveniles will receive those services whether they are placed in a secured detention facility or in an alternative placement, such as a group home or wilderness camp, or if they are on probation, or on parole. Responsibility for ensuring that juveniles are properly supervised, that they receive instruction from qualified educators, and that they receive psychological treatment and counseling services is divided among the division of community services, division of rehabilitative services, and the division of educational services. We found evidence of a significant lack of oversight of juveniles in non-secured facilities.

The division of community services oversees 43 offices serving all 46 counties. County staff do the initial in-take on juveniles who are referred to DJJ by school, families, and even law enforcement, or who are arrested by law enforcement. County staff evaluate the juveniles and make recommendations for disposition to solicitors and the courts. They are responsible for following each juvenile until he is no longer in the custody or under the supervision of DJJ. DJJ staff responsible for social work and counseling services for juveniles in secured facilities and in the community are assigned to the division of rehabilitative services. The division of educational services is responsible for overseeing instruction for juveniles placed at BRRC, the evaluation centers, the detention center, and the wilderness camps and marine institutes.

We reviewed DJJ's approach to evaluating the effectiveness of its rehabilitative and treatment services, including services available to juveniles placed in the wilderness camps and its approach to supervising juveniles on probation and parole. Juveniles with indeterminate (undefined in length) sentences must appear before one of two releasing entities — the Release Authority (misdemeanor and status offenses) or the S.C. Board of Juvenile Parole (felony offenses). DJJ's county offices provide monitoring of the juveniles and report back to the releasing entities at the appropriate time, as well as provide community prevention services.

We found:

- DJJ county office staff are not meeting the standards set by DJJ policy in supervising the juveniles for whom they are responsible.
- DJJ does not utilize video conferencing to the fullest extent possible to facilitate juvenile parole hearings and reduce unnecessary risks and costs associated with transporting juveniles.
- DJJ does not have accurate caseload information for community staff.
- DJJ collects volumes of data, especially data from event reports and interviews with juveniles and staff, but that information has not always been recognized as having value by senior executive staff.
- DJJ cannot document that teachers hired by the wilderness camps possess the proper credentials required by state law.
- DJJ's contracts with operators of the wilderness camps lack any performance measures and penalties for failure to perform.
- DJJ does not enforce any consistent protocol if a juvenile escapes from one of the wilderness camps.

Education

DJJ has unreliable data on its education staff and lacks effective monitoring of the instruction of juveniles in its custody who are placed in the wilderness camps. Therefore, DJJ is unable to determine whether juveniles committed to the camps are getting sufficient educational services and if juveniles placed at the camps are receiving services from qualified instructors.

Background

DJJ operates its own independent school district funded through the Education Finance Act, Federal grants, and reimbursements from the home school districts of the juveniles committed to DJJ. DJJ provides or oversees instruction for juveniles committed to DJJ, and DJJ participates in all statewide testing.

The school district is comprised of:

- The Detention Center in Columbia, the Upstate Evaluation Center in Union, the Midlands Evaluation Center in Columbia, and the Coastal Evaluation Center in Ridgeville.
- Willow Lane School which includes community residential placements and alternative placements that are operated by private providers.
- Birchwood School located at the Broad River Road Complex in Columbia which includes a middle school and a high school.

DJJ provides juveniles with Junior ROTC, career and technology education (CATE), school-to-work, youth industries program, facilities work program, and special education services. DJJ stated that classes are not coed. S.C. Code of Laws §63-19-1620 states:

From the time of the lawful reception of a child into custody by the department and during the period of the custody, the department shall provide for, either solely or in cooperation with other agencies, the care, custody, and control of the child, as well as make available instruction as may be suited to the child's years and capacity that will enable the child to learn a useful trade.

Therefore, notwithstanding the placement, DJJ is responsible for assuring the education of every juvenile committed to DJJ. We focused our review on DJJ's approach to recruiting and retaining qualified instructors, monitoring instructional services, and measuring performance.

Recruiting and Retaining Qualified Instructors

DJJ has no role in hiring or evaluating teachers at the wilderness camps. Teachers at DJJ are not on 190-day contracts; they work year-round. Teachers working at the wilderness camps are hired by the camps themselves. With regard to teachers hired by the wilderness camps, DJJ informed us that its role is limited to verifying that teachers are adequately qualified or have the proper certification; but camp management interviews, hires, evaluates, and fires, if needed.

Responses to the LAC survey suggest problems in the classroom at BRRC. We received comments about students who are losing academic credit when moving from one placement setting to another; fear and low morale among teachers; and teachers ill-equipped to work in a correctional environment and deal with the type of juveniles they are hired to teach.

Oversight of Student Instruction

As a school district, DJJ participates in all standardized assessments. DJJ administers standardized tests to measure student growth but admits the testing was intermittent until 2015.

We visited two camps and were told, in one camp, that most of the students use PLATO, an e-learning tool that allows students to progress at their own pace, assesses students to determine their grade levels, and allows students to pick up where they left off when they relocate from one placement to another. One of the camps maintains a database where student growth data is stored, but DJJ does not have access to this data. Therefore, at least for the juveniles placed with this camp, DJJ is unable to evaluate student progress.

DJJ's education division does not monitor the progress of juveniles in group homes. Those juveniles are enrolled in regular schools in the districts where they are placed.

DJJ has no policy for monitoring the education of juveniles assigned to the wilderness camps. Therefore, there is no systematic approach to conducting site visits, collecting valid information, ensuring that teachers have proper certifications, and detecting trends that indicate problems demanding corrective actions.

Prior to 2013, DJJ's education staff had not visited alternative sites on a regular basis. From 2013 until 2016, one of the two principals at DJJ visited the camps. We requested documentation of those site visits and were told that the information could not be located. We made an unannounced visit to DJJ to locate any reports of site visits and teacher certification. We observed DJJ staff locate one box, in a closet, containing documentation of teacher certifications and notes from site visits to the camps, some from 2014. The documents were placed loosely in folders. We found two documents, unsecured and in folders, with names and social security numbers. We found notes from the former principal that she had found evidence that a teacher in one camp was overriding the online learning system and exempting students from lessons for work they never completed.

While the documentation we located indicates that some site visits have been done, the information is not organized in a way that allows someone to track what has been done, identify what problems existed, and what corrective action has been taken.

The files did contain copies of teacher certifications, but we could not document that those documents applied to teachers currently working at the camps. A DJJ official told us that this information would have to be requested from the camps themselves. In the absence of having current documentation of the qualifications of individuals teaching juveniles at the camps, DJJ is unable to ensure that juveniles are being taught by qualified instructors.

Inaccurate Data

We found that DJJ does not have access through its human resources division to accurate information about its instructional staff. Therefore, we could not document the number of classroom teachers or conduct any other analysis using this data.

DJJ provided a list of all employees as of October 2016. We sorted names by job classification title and identified everyone classified as an academic program manager, assistant principal, associate teacher, certified teacher, principal, special education teacher, and vocational teacher. We identified nine individuals all listed as having the job classification title of “certified teacher” and the internal title of “classroom teacher.” None of these individuals were reported to have a four-year degree. Three showed nothing under highest education degree; one showed “high school graduate”; and five were listed as having an “associate degree.”

For those listed as high school graduates or having an associate degree, we requested documentation of their duties and an explanation as to why they had internal job titles indicating that they are classroom teachers. DJJ responded that the education information we had received from the agency’s human resources division for those nine individuals was incorrect. Therefore, we had no reliable list of teachers with which to calculate the number of classroom instructors, lead teachers, or principals.

Recommendations

46. The S.C. Department of Juvenile Justice should implement a policy that defines a procedure for periodic monitoring of the instruction of juveniles at the wilderness camps to ensure that juveniles are being taught by staff who possess certifications required by state law.
47. The S.C. Department of Juvenile Justice should develop a system, based on policy, for monitoring the instruction of juveniles placed at the camps that includes random visits, a checklist for items to monitor, and a review of the documentation of the qualifications of instructional staff.
48. The S.C. Department of Juvenile Justice should ensure that the information from all site visits are stored in a way that is accessible and secure for the purpose of conducting follow-up and detecting trends that could necessitate the need for DJJ to take corrective action.
49. The S.C. Department of Juvenile Justice should develop and maintain a roster of certified teachers that includes name, teacher certification number, date of certification, state where certification was last issued, area of certification, and any other information necessary to document qualifications required by state law.
50. The S.C. Department of Juvenile Justice should audit its staffing data to ensure that the information stored by the South Carolina Enterprise Information System (SCEIS) is correct.
51. The S.C. Department of Juvenile Justice should schedule and conduct unannounced visits to the wilderness camps specifically to monitor the instruction of juveniles.
52. The S.C. Department of Juvenile Justice should arrange to receive, from schools attended by juveniles placed in group homes, reports of educational progress.
53. The S.C. Department of Juvenile Justice should develop a system to identify those juveniles in alternative placements who are not making adequate progress.
54. The S.C. Department of Juvenile Justice should require, as part of its contracts with wilderness camp service providers, that the department will have access to student growth test results.

Quality Assurance of Case Management

DJJ has not conducted systematic reviews of case manager contacts with juveniles who are on probation or parole, their families, schools, and other parties, as required by DJJ's standards. Regular reviews would ensure that case managers are complying with those standards. In addition, such reviews would allow DJJ to address deficiencies in an improvement plan so that juveniles are receiving the level of supervision and services they require in the community. Some case managers may be failing to provide the level of supervision required by DJJ standards. Therefore, juveniles who are supervised by case managers may not be receiving the required level of supervision and services.

Background

Community services are provided by staff assigned to 43 county offices serving all 46 counties. Each office has a county director, and each region has an administrator who reports to a regional administrator. The regional administrators report to the deputy director for community services. Community case managers work with juveniles from the time they enter the DJJ system until they complete probation or parole. Community case managers:

- Conduct detention screenings and intake interviews.
- Complete risk assessments.
- Make recommendations to family court for disposition.
- Coordinate case diversion (where cases are redirected to alternatives to adjudication, such as juvenile pre-trial intervention or drug court).
- Supervise juveniles on probation or parole.
- Participate in prevention programs.

Case managers are responsible for monitoring all juveniles in the custody of DJJ and will continue until the juvenile is no longer in the custody or under the supervision of DJJ.

Community case managers are responsible for intake, evaluation, and recommendation for disposition to the court, and actions to be taken in cases where the juvenile is placed under the supervision of DJJ case managers. DJJ requires case managers to whom a juvenile is assigned to have a specific number of contacts with appropriate authorities and treatment specialists and to enter a description of those contacts in the activity notes of each juvenile's file stored in the Juvenile Justice Management System (JJMS). Juveniles can be assigned a standard, moderate, or intensive level of supervision.

The frequency of the contacts that case managers must have with the juvenile, the juvenile's family, the school or education provider, treatment provider, employer (in the case of juveniles who are working), and the residential placement operator varies by level of supervision. Given the level of responsibility attached to the activities of case managers, we reviewed DJJ's approach to monitoring county case management files to determine their level of compliance with DJJ policy.

During our audit, DJJ quality assurance staff initiated its first review of records stored in JJMS to determine if JJMS reflected the appropriate number of contacts with the juvenile, parents, schools, and others, in accordance with DJJ policy. For each juvenile whose records were selected for review, DJJ checked to confirm that the records reflected the appropriate number and type of contact, according to level of supervision. JJMS allows case managers to enter activity notes, which are written documentation on all juvenile actions and outcomes. DJJ quality assurance staff reviewed these written narratives as well.

DJJ's review did not confirm that contacts were made; it only confirmed that documentation was entered into JJMS. Therefore, its review is limited and cannot be used to confirm that contacts were made and that treatment services were provided. That would require a review of case managers' paper files and follow-up with the juveniles, families, schools, employers, and treatment providers.

As our audit was concluding, we received information that, in at least one county, case management staff were fraudulently entering contact data into JJMS with notes reflecting contacts that never occurred. DJJ's current audit review process described here would not allow us to substantiate or deny that claim.

We selected a sample of the records of 15 juveniles supervised by case managers in one county. We reviewed the activity notes for the time period from January 2010 through November 2016. We did not find any activity notes indicating that any contacts had been made in connection with the juveniles in our sample. It is unreasonable to assume that cases would remain open in JJMS without any indication that further action had been taken.

DJJ's Quality Assurance Review

Using records from 2015, DJJ reviewed a sample of case management files. DJJ focused on contacts that are required in fulfilling its responsibilities in those areas listed in Table 4.1.

Table 4.1: Areas of Supervision of Juveniles That Were Targeted for Review by DJJ Quality Assurance

AUDIT AREAS	ITEMS REVIEWED
Referral	The referral process is properly documented and referrals are properly entered into JJMS and assigned correctly.
Victim contacts	Victim information is correctly entered into JJMS, noting the victim's preference for how to be notified, and completion of letters of notification.
Interaction with Solicitor	The Solicitor's decisions are entered into JJMS, referrals are pending no longer than 6 months, and all contacts with Solicitor are documented in JJMS.
Intake interview	The intake interview is completed; attempts to reschedule missed appointments are documented; completion of the Child Assessment and Evaluation (CAE), an assessment tool completed by a county case manager (CM) to assess the need for any medical, educational, social, and/or other services; demographic and school information are entered; and documentation of the intake process appears in the activity notes.
Court preparation	Information requested from schools and other agencies. Case staffed for recommendation. Documentation includes staffing participants, the charges, risks, victim input, records reviewed, and recommendations.
Court	Court outcomes, including court orders are entered into JJMS; confirmation that court orders match dispositions keyed into JJMS; case manager meets with juveniles and families within two days following court; and all court hearings and outcomes are documented in activity notes.
Evaluation/commitment/ placement	Packets completed and forwarded to appropriate parties, contacts made with parent or guardian, social workers, and psychologist.
Transition to probation/parole	Special notifications are completed and cases are submitted to supervisor within three days after court; and documentation of assignment and level of supervision.
Restitution/obligations	All restitution requirements and other obligations are entered into JJMS; restitution information and other obligations are current and not past due. There is documentation that all obligations have been monitored.
Violations	When juvenile has violated conditions of court orders, the case must be staffed with a supervisor once a violation is alleged; there has been a graduated response applied prior to violation/revocation; and a rule to show cause was filed in conjunction with a request to pick up.
Referral and monitoring	Documentation that the case manager has complied with the court order, made all referrals, and that all contacts with providers have been made according to DJJ policy.

Source: DJJ

We reviewed the findings from DJJ’s internal assessment and found indications that case managers are significantly failing to make the contacts that DJJ requires. A summary of the findings, as they relate to the percentage of contacts that were to be made according to DJJ standards, is presented in Table 4.2. The data shows significant deficiencies in documenting contacts if they, in fact, occurred.

Table 4.2: Percentage of Required Contacts, by County Case Managers, That Were Documented as Completed

CONTACTS	STATEWIDE	LOWCOUNTRY	MIDLANDS	PEE DEE	UPSTATE
Juveniles	53%	45%	55%	58%	55%
Parents	58%	52%	54%	64%	65%
Placement	50%	50%	44%	53%	60%
Facility (where juveniles are placed)	54%	100%	50%	65%	39%
School	21%	16%	19%	23%	28%
Employer (in cases where juveniles are employed)	18%	18%	0%	0%	83%

Source: DJJ

Among the areas found to be deficient or in need of improvement included DJJ’s failure to:

- Document referrals to treatment providers.
- Always follow-through on victim notification.
- Document all contacts with solicitors and contacts associated with court preparation.
- Apply graduated response when juveniles were found to be in violation of a court order.
- Maintain contacts with service providers.

The DJJ review was limited, but the findings suggest that a more thorough investigation of activities in the county offices is justified.

According to DJJ, its reports were provided to the deputy director of community services, regional administrators, and county directors. It is unclear whether the findings were shared with DJJ's director. DJJ included improvement plans when problems were found in particular areas within JJMS files.

Given the problems cited above, no one can verify that juveniles are receiving the treatment services and supervision they are required to receive. Juveniles who have real needs for therapy or specialized treatment may be going without any treatment whatsoever. The fact that a review of JJMS revealed these failures calls into question the quality of supervision in the county offices and the level of attention directed to the counties by senior DJJ management.

Recommendations

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55. The S.C. Department of Juvenile Justice should allocate sufficient resources to more thoroughly review the contacts recorded in the Juvenile Justice Management System (JJMS) in order to determine whether, in fact, a problem exists in failing to document, and whether that failure is merely a clerical failure or indicative of more systemic problems of oversight within the community.
 56. The S.C. Department of Juvenile Justice's director, deputy director for community services, and regional administrators should be notified of the results of all reviews of county office compliance with agency policy.
 57. The S.C. Department of Juvenile Justice should incorporate the results of a review of a county office's compliance with DJJ policy into an improvement plan for the county, when deficiencies are identified, complete with a description of the problem, strategies aimed at improving performance, and a timetable for corrective action and follow-up.

Probation and Parole Hearings and Juvenile Caseloads

DJJ is not utilizing video conferencing for parole hearings in an efficient and effective manner to minimize security risks, flight risks, and to save time and transportation costs. In addition, DJJ does not properly monitor county caseloads to ensure that DJJ county personnel are complying with state law or to ensure the accuracy of the data regarding county caseloads in JJMS.

DJJ Release Authority and the S.C. Board of Juvenile Parole

According to S.C. Code §63-19-1810, the DJJ Release Authority and the S.C. Board of Juvenile Parole are responsible for hearing juvenile cases to determine whether the juvenile is ready for release, parole, or parole revocation.

DJJ Release Authority

The DJJ Release Authority is charged with hearing juvenile cases with indeterminate (undefined in length) sentences for misdemeanor, status offenses, and parole revocation. According to DJJ policy, the Release Authority is a panel of nine DJJ employees who review juvenile cases. Members are either senior managers or individuals who report to a senior manager, who are recommended to serve by the deputy director, and approved by the DJJ director. Members serve for a period of three years. During our review, the panel had only eight members, which is a violation of DJJ policy.

The Release Authority conducts two types of hearings — administrative reviews and panel hearings. Juveniles have a right to be present at the panel hearings and are able to provide testimony and documentation in support of release.

S.C. Board of Juvenile Parole

The S.C. Board of Juvenile Parole is charged with hearing felony offense cases and parole/probation violations for felony offenses. The S.C. Board of Juvenile Parole consists of seven members, who are appointed by the Governor and approved by the Senate. Each member serves a four-year term and continues until a successor is appointed. We observed one member whose term ended June 30, 2015, and two members whose terms ended June 30, 2016, who are serving beyond their four-year terms.

In 1995, the Board was granted autonomy from DJJ; however, DJJ provides administrative support, as required by state law. According to an agency official, this was done to foster unbiased decisions regarding juvenile release or parole.

Video Conferences

The LAC observed juvenile hearings held by both the DJJ Release Authority and the Board. Juveniles were transported to these hearings. One juvenile was scheduled to be transported from the Charleston Detention Center to BRRC; however, the transport did not occur. In this case, arrangements were made by the Release Authority to hear the case on the following day. During the Board's monthly meeting, a juvenile was not transported for his hearing. In this situation, the Board rescheduled the juvenile to appear the following month.

Both the Release Authority and the Board conduct some hearings via video conference. Based on discussions with DJJ staff, video conferencing is available in the county DJJ offices and at some community placements. While video conferencing is available with the S.C. Department of Corrections (SCDC), technical difficulties have hindered the use of video conferencing for juveniles held by SCDC.

Based on our observations, the portion of time taken for a juvenile to present himself and respond to his case to either the Release Authority or S.C. Board of Juvenile Parole was approximately five minutes. It would be more efficient and effective for DJJ to develop and use a network of video conferencing locations across the state.

Pennsylvania uses video conferencing to improve security by reducing the risk of escape or assault on transport officers, improve efficiency within the courtroom [hearing], and save tax dollars by reducing costs. The S.C. Supreme Court has indicated that video conferencing in the family court system is efficient, secure, and maintains the constitutional rights of defendants.

Community Resources and Safety

The DJJ Release Authority and the S.C. Board of Juvenile Parole interact with the DJJ community staff to monitor and gather information on whether juveniles are completing their educational and rehabilitative goals. Community staff provide a variety of services including, but not limited to:

- Monitor juveniles on parole or probation, including home visits.
- Monitor juveniles in diversion programs.
- Follow-up on case management to ensure the juvenile is receiving the appropriate services.
- Gather documentation from schools, teachers, parents, and medical professionals.
- Provide prevention assistance to families in the community whose juvenile is referred to the DJJ community staff.
- Provide recommendations to the court.
- Provide recommendations to the DJJ Release Authority or S.C. Board of Juvenile Parole for juveniles being considered for parole or release.

When a juvenile is placed on parole or is committed to DJJ by the court, community staff maintains supervision for non-permanent relocation. For example, if a juvenile is committed in Florence County, the DJJ community staff person in Florence will continue to work with the juvenile even if he is sent to BRRC or alternative placement in another county, since the expectation is that the juvenile will return to the original county of jurisdiction.

Home visits are completed based on need and assigned intensive or standard supervision. In discussions with community personnel, safety is a concern when completing home visits. DJJ currently provides a flip phone per county that is shared by community staff when visiting juveniles; however, the phones do not have GPS or text capability. In the LAC survey, concerns were identified regarding home visits to dangerous houses and neighborhoods, a lack of safety, threats by juveniles, juveniles recruiting friends to intimidate DJJ staff, and a lack of protection including separation barriers between DJJ staff and the juvenile during transports. An additional concern included traveling to visit juveniles at alternative placement locations that may be up to four or five hours, one-way, from the case manager's county office without the opportunity to spend the night before returning.

Caseloads

DJJ does not have a centralized process to monitor the assignment of county caseloads to case managers. We requested documentation of the quantity of county caseloads, by case manager. DJJ officials responded that the JJMS tracking system for caseload information is not accurate. Our review of a county caseload report provided by DJJ officials listed case managers with anywhere from 1 assigned case to over 500 cases. The LAC also identified 1 case manager whose caseload exceeded the limit of 20 intensive supervision cases, per state law.

DJJ officials indicated that a manual audit will need to be completed in order to correct the caseload tracking for cases in JJMS. The LAC observed 15 cases in Dorchester County that were open for more than 365 days and were subsequently requested for dismissal because the juvenile turned 18 years of age prior to actions being taken by the local prosecutor.

The cases we reviewed included criminal charges from petit larceny to grand larceny, assault and battery, controlled substances, and criminal sexual conduct. DJJ documentation of juvenile activity and contacts did not reflect any indication of rehabilitative services provided to 14 juveniles while they waited for court action. It is unclear why the solicitor had not prosecuted these cases.

Issues for Further Study

Integration Services Needed

In discussions with staff responsible for parole and probation services, it was noted that there is a gap in the services that are provided during the period when a juvenile is released and returns home. Juveniles need assistance in order to avoid returning to old behaviors when they return to their home environment. Several responses in the LAC survey indicated that reintegration services need to be offered to assist juveniles in that transition back to the community.

Inconsistent Method of Drug Testing

In meeting with DJJ staff, we noted that drug testing is handled on a county-by-county basis. Sources for drug-testing included county-affiliated S.C. Department of Alcohol and Other Drug Abuse Services' facilities, solicitors' offices, and purchased kits. Two camp facilities indicated that drug testing is done on-site when needed.

Consolidation of Releasing Entities

In our observations of the Release Authority and the S.C. Board of Juvenile Parole, we found efficiencies may be obtained by consolidating to one releasing entity — the S.C. Board of Juvenile Parole. Further consideration should also be given as to whether the DJJ county offices should be consolidated with the parole and probation related functions since the county case managers monitor the juveniles for parole, probation, and prevention programs.

Extended Waits for Placement at BRRC

Juveniles are waiting at the evaluation centers for placement at BRRC. One juvenile was at the evaluation center when his six-month hearing with one of the release authorities was due. Inquiries into the status of the juvenile's placement resulted in a response that bed space was not available at BRRC. According to an agency wait list report from October 2016, 31 juveniles were awaiting placement with the longest wait period of 83 days. Five of the juveniles had been waiting in excess of 70 days.

Recommendations

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58. The S.C. Department of Juvenile Justice should increase the use of video conferencing for juvenile parole hearings.
 59. The S.C. Department of Juvenile Justice should adhere to its policy requiring nine members on the Release Authority.
 60. The S.C. Department of Juvenile Justice should consider upgrading community equipment that would improve staff safety, including, but not limited to, cellular phones.
 61. The S.C. Department of Juvenile Justice should complete a manual audit of the Juvenile Justice Management System caseload data.
 62. The S.C. Department of Juvenile Justice should monitor juvenile cases and work with county solicitors to ensure that juveniles do not languish in the system without receiving rehabilitative support services when needed.

Performance-based Standards (*PbS*)

DJJ monitors operations in each of its secured facilities through monthly and bi-annual data collection activities associated with its participation in a national data collection program called Performance-based Standards (*PbS*). While DJJ accumulates large amounts of data through its affiliation with *PbS*, participation in *PbS* is not, in and of itself, instrumental to a successful data collection and analysis effort. We reviewed monthly and biannual reports submitted to us by DJJ as evidence of the type of documents it generates as a participant in *PbS*. We found no evidence that DJJ has conducted any analysis that would make the data a more valuable asset to DJJ. Also, senior executive staff has not effectively used the information provided through *PbS* as a management tool.

Since 2002, DJJ has been participating in *PbS*, a national data collection program, implemented in 1995 by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the U.S. Department of Justice. In 2004, the *PbS* Learning Institute assumed responsibility for implementing *PbS* through the states. According to DJJ, South Carolina is one of 37 states participating in *PbS*, and the agency has seven staff, including one state coordinator, in each of seven secured facilities assigned to collect the data used in *PbS* reports. Two site coordinators are responsible for John G. Richards, Birchwood, and Willow Lane at BRRC. DJJ stated that combining three sites into one for the purpose of *PbS* reporting would reduce the number of reports.

A key activity of *PbS* is the biannual survey completed in April and October. The data collected during these periods is used by the *PbS* Learning Institute to compare each participating state to one another and to report a state's progress. The data is derived from event reports and surveys with juveniles and staff. We reviewed the biannual surveys for the three evaluation centers, the detention center, and three sites at BRRC from 2013–2015. Some reports contain data on as many as 106 outcome measures covering such events as assaults, contraband, confinement, suicidal behavior, injuries, and use of restraints. While we recognize that this information is useful, the reports show no analysis of trends, no discussion of how to alter operational strategies to improve security, and nothing to suggest areas of improvement in training for security staff.

Apart from the biannual surveys, DJJ monitors operations in its secured facilities by collecting data on a daily, weekly, and monthly basis. We reviewed the monthly reports for each of DJJ's detention facilities from November 2015 to October 2016. Those reports summarize the number of times different events occurred on 37 measures for 2 facilities and 36 for 2 others, such as the frequency of assaults by juveniles on staff and the use of restraints. The reports show no analysis of trends over time that allow management to determine whether a change in the frequency of an event is an aberration or indicative of something more serious. We found no evidence that DJJ's participation in *PbS* is instrumental to this effort.

We agree that the collection of daily reports and their aggregation into weekly and monthly reports can benefit security if those reports are being analyzed by staff trained in analysis and capable of detecting patterns of behavior. We were informed that in early 2016, a review of event reports led DJJ staff to detect a pattern of fires in one of the pods. When this individual reported suspicions to a senior DJJ official, this individual claimed the warning was ignored. No action was taken and another fire incident occurred. In another instance, a DJJ official stated that a review of daily shift reports and event reports led this same DJJ staff to notice that 80 pills were missing from the infirmary at the end of a shift, but no event report had been filed.

These examples indicate the benefits of daily reviews and analysis of event reports and other information, but point to a breakdown in communication and the need to have a system in place to cross-check agency reports.

How and by Whom *PbS* is Used at DJJ

Each secured facility has a *PbS* site coordinator. Each facility is responsible for developing a facility improvement plan based on the results of the April and October data collections. Reports are distributed to the deputy director for rehabilitation services, director of institutional management, facility administrators, and the state *PbS* coordinator.

We surveyed eight senior executive staff at DJJ about their use of *PbS* and the actions they took or were aware of having been taken to address a problem or concern detected by *PbS*. We were particularly interested in how the information provided through *PbS* has been used to identify a problem and what specific action was taken in response.

- Two could not provide an example of how *PbS* helped to identify a problem that demanded their attention or that of someone else at DJJ.
- Two described how it helped to identify overuse of isolation.
- One described how it helped identify where assaults on officers were increasing.
- One described the reports of incidents in late 2015 that resulted in the March 2016 BRRC improvement plan.

We also asked senior staff about the advantages that accrue to DJJ from *PbS* participation that is unavailable from other DJJ systems. Those advantages include:

- Improved data quality and the analytical support that comes from outside experts.
- The ability to compare DJJ to other states.
- The interdisciplinary approach that exists when staff from different parts of the agency come together to review the findings.
- The inability of any other system at DJJ, including the Event Report Management Information System (ERMIS), to summarize data so that it can be used as a management tool.

Information has value when it can be used to improve security operations and when management and staff are held accountable for executing those decisions. Our survey revealed that some of the senior executive staff, including its director, could not give specific examples of how information learned through *PbS* could not have been derived through other reporting systems.

Recommendations

63. The S.C. Department of Juvenile Justice should determine whether the data collected through Performance-based Standards are consistent with what DJJ needs to collect to identify problems and make improvements in its secured facilities.
64. The S.C. Department of Juvenile Justice should use the data collected through Performance-based Standards to analyze trends, alter operational strategies, and determine areas of improvement in staff training.
65. The S.C. Department of Juvenile Justice should reduce the number of site coordinators at BRRC to one for the entire Broad River Road Complex.
66. The S.C. Department of Juvenile Justice should continue to cross-check event reports with daily shift reports to ensure that critical information affecting security is not overlooked.

Operation and Oversight of Camps

DJJ has various community residence programs, including wilderness camps and marine institutes, generally referred to as camps, that are located throughout the state. The department owns most of the camp properties, but the camps are managed by partner organizations on a contractual basis. Even though they are privately operated, the camps play a significant role in providing “the least restrictive environment” mentioned in DJJ’s mission. There are six programs managed by AMIkids:

Beaufort Marine Institute in Beaufort County.
Georgetown Marine Institute in Georgetown County.
Piedmont Wilderness Institute in Laurens County.
Camp Bennettsville in Marlboro County.
Camp Sand Hills in Chesterfield County.
Camp White Pines (with two separate campuses on the property)
in Union County.

In addition, Camp Aspen in Richland County is managed by Community Education Centers, Inc., while Clemson University’s Youth Learning Institute manages Camp Ghigau in Oconee County and the Youth Development Center (for female juveniles) in Aiken County. Each camp typically has 30 to 40 beds (even though the number of beds utilized could be much lower) and an annual state-funded budget of approximately \$1.5 million.

Outcome Measures and Penalties in Contracts

DJJ's contracts with these camps and marine institutes do not include outcome measures or penalties for noncompliance. We reviewed two of the standard contracts between DJJ and the camps. We found that neither contract outlines how DJJ monitors the camps in order to quantify and assess whether or not the camps are performing effectively.

According to a DJJ official, DJJ has no mechanism or tool in place to quantify and review outcome measures or to determine how well the contracted camps provide community-based residential services to juvenile offenders.

Currently, the camps report information, including staff records and schedules, to the program monitors at their quarterly visits. DJJ's program monitors conduct both annual and quarterly site visits to determine whether the camps are following the state standards for residential services. The standard contract states that the contractor has to participate in a quality assurance review and will complete a corrective action plan within 14 days of the receipt of the audit report if DJJ finds it to be out of compliance. However, there are no established penalties DJJ can impose for these infractions.

Recommendations

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67. The S.C. Department of Juvenile Justice should develop an objective tool to measure outcomes of juveniles placed in the camps.
 68. The S.C. Department of Juvenile Justice should include outcome measures expected of all contracted camps and programs in its contracts.
 69. The S.C. Department of Juvenile Justice should include penalties for camps and programs which do not meet the established outcome measures in its contracts.

Complaint Boxes at DJJ Camps

DJJ does not have a standard policy in place that specifies how informal complaints submitted by juveniles in the wilderness camp complaint boxes are checked. Instead, each camp is allowed to develop its own policies and procedures for handling complaints. According to DJJ officials, some camps have a complaint box which is checked routinely by the camp executive director or human services professionals, depending on the protocol of each camp. Camps may use complaint boxes for comments, suggestions, and grievances, and according to DJJ, some camps may have more than one box. During orientation, when a juvenile is accepted into a camp, the camp must explain to them the use of the complaint box and juveniles' rights. DJJ may not, however, be notified of the type or number of complaints from these boxes, unless a camp chooses to notify DJJ.

DJJ has a formal complaint process where a written event report is completed by the employee observing or having knowledge of an event. However, the complaint boxes are for juveniles who wish to express their concerns in a more informal manner.

Recommendation

70. The S.C. Department of Juvenile Justice should implement a written policy to require the camps check the complaint boxes weekly and relay significant issues to DJJ.

Escapes From Camps

DJJ wilderness camps, run by private contractors, are not following basic protocol consistently, including immediately notifying local law enforcement and then DJJ, when juveniles escape from camp custody. Also, DJJ has not properly communicated or trained camp personnel in the procedure to follow when a juvenile attempts to or escapes from a camp. Additionally, DJJ could not immediately tell us how many escapes from camps have occurred.

In April 2016, an escape and recapture took place at Camp White Pines in Jonesville, operated by AMIkids. A 15-year-old, who was relatively new to the camp, ran across the street to a neighboring house and was then allegedly beaten by fellow teenage camp residents, returned to the camp property, and physically assaulted by a White Pines supervisor. Camp management did not contact local law enforcement and did not report the incident to DJJ via ERMIS until April 5, two days after the event.

The Union County sheriff was called to the scene by a neighbor who witnessed the juvenile escapee being beaten by other juveniles who chased him. A total of four White Pines' employees, including the camp executive director and director of operations, were charged as a result of the incident, but no financial or other penalties were levied against AMIkids by DJJ.

It is vital for the camps to notify local law enforcement and DJJ immediately for the safety of the escaped juveniles and the community at large. It is not uncommon for camp escapees to be on the run, yet these events are rarely brought to the attention of the public. DJJ, as the state agency in charge of these juveniles, should be more aware of what is occurring at these camps and should be more proactive to prevent escapes and capture escapees as quickly as possible.

DJJ management has not effectively communicated to camp employees the protocol to follow when a juvenile escapes from a camp. According to a DJJ official in upper management, the proper protocol is to notify local law enforcement and then DJJ (by calling the assigned program monitor and filing an initial ERMIS report) immediately after an escape. In our unannounced site visit, an official with Camp White Pines explained the procedures camp staff follow for escapes. Calling local law enforcement is not understood to be the first step in the process, and, as the April incident showed, sometimes no attempt is made to contact local law enforcement. According to the ERMIS report for the April 2016 incident, the concerned neighbor, who contacted the sheriff, was told by a White Pines employee that the camp investigates its own cases. ERMIS reports for other escapes in 2016 at a non-AMI camp also show that local law enforcement was not usually notified.

Camp personnel are not being properly trained and properly monitored by DJJ. DJJ is not appropriately communicating the procedures to follow during and after an escape/escape attempt. DJJ management explained that camp personnel should try to prevent escapes by going after and grabbing a juvenile, while camp employees may be under the impression that they cannot chase a juvenile and should even stay back, so as not to contaminate the scent, in case police dogs respond.

AMIkids runs some of the privately-operated wilderness camps and marine institutes that partner with DJJ in South Carolina. According to its own documentation, 15 AMIkids' institutes in other states were closed in 2013. The reason provided was "due to a loss of funding," but the closed programs were in several states across the Southeast. More recently, in July 2016, Florida terminated one more contract with a wilderness institute similar in capacity and budget to Camp White Pines, managed by AMIkids.

Plagued by inadequate staffing and training, the Big Cypress Wilderness Institute in Florida was the site of multiple incidents of staff violence against juveniles and ultimately a riot in March 2016. If DJJ continues to rely on private providers to carry out its mission, clearer policies and more thorough monitoring are needed to keep juveniles and the public safe.

Data on Escapes, Sexual Assaults, and Deaths

On November 1, 2016, we requested DJJ to provide us with the number of escapes, sexual assaults, and juvenile deaths. We asked for this information by DJJ facility, camp, or other alternative placement, by year, for years 2011 through present. On November 22, 2016, we were told that DJJ could not provide that type of statistical information. DJJ provided us approximately 6,000 pages of documentation from ERMIS and told us that the documentation would have to be manually reviewed to determine the number of escapes, sexual assaults, and deaths. According to a DJJ official, DJJ's systems are not able to provide statistical information, such as the number of escapes.

During our exit process, DJJ provided a list of various providers in the state, including DJJ camps, noting escapes/runaways and sexual assaults for years 2011–2016. This list appears to show 63 escapes/runaways from DJJ camps, but at least 5 did not have dates. There were no sexual assaults listed for the camps. We were unable to verify the accuracy of this data.

Recommendations

71. The S.C. Department of Juvenile Justice needs to clarify, in written procedures, protocol to follow in the event of an escape and clearly communicate them to camp staff.
72. The S.C. Department of Juvenile Justice needs to formalize its monitoring process and have camp management acknowledge its understanding of a juvenile escape protocol.
73. The S.C. Department of Juvenile Justice should include penalties in its contracts for failure to follow established escape protocol.
74. The S.C. Department of Juvenile Justice needs to capture statistical data such as the number of escapes and sexual assaults at all DJJ facilities.

Issue for Further Study

Continuation of the Use of Wilderness Camps

Some neighboring states have moved away from using privately-run wilderness camps as major components of their juvenile justice systems. In Georgia, juvenile justice reform efforts have been underway since 2012 with one component being to not use residential commitment for status offenders and other lower-risk juveniles. Preceding reform implementation, in late 2012, the Georgia Department of Juvenile Justice terminated its contracts with AMIkids for all three of the facilities the company managed in the state. Georgia DJJ still places juveniles in private, non-secured residential facilities, which include group homes, emergency shelters, and wilderness youth development programs, but performance-based contracting is now utilized as part of the reform package. North Carolina's Division of Juvenile Justice, within the Department of Public Safety, currently has only three short-term residential facilities managed by private providers. The two facilities for males (with an average 48 juveniles/day) are managed by Eckerd and the female-focused facility (with an average 16 juveniles/day) is run by WestCare. The state had several wilderness camps but shifted in 2012 by dropping the wilderness focus and reducing stays to an average of 90 days. The Florida Department of Juvenile Justice still relies on private providers for residential services, but, with the closure of Big Cypress Wilderness Institute in summer 2016, the department no longer refers to these smaller facilities around the state as camps or wilderness institutes. In an effort to hold the privately-managed and publicly-funded facilities accountable, Florida DJJ has an extensive and transparent program monitoring function that publishes annual reports dedicated to program performance for each facility, which are available online, plus an accountability report comparing all residential service providers, also available online.

With program closures in other states over the last few years, South Carolina is now home to 6 of the remaining 12 AMIkids-operated juvenile justice residential programs (wilderness camps/marine institutes) in the country. The state is home to the only juvenile justice residential program (Camp Aspen) managed by Community Education Centers, Inc., a private prison management company, formerly known as Community Corrections Corporation. The Alternative Camps cost center expenditures for FY 15-16 amounted to just over \$15.5 million compared to \$23.7 million for the Broad River Road Complex cost center. DJJ needs to review and evaluate its utilization of privately-managed camps and specifically analyze whether perceived or actual cost savings are worth the lack of accountability in the current system.

LAC Survey Results

The LAC survey of DJJ employees was conducted between July 21, 2016 and August 5, 2016 using SurveyMonkey®. A total of 1,205 survey invitations were sent. We received 643 complete responses and 31 partial responses, for a total of 674 responses (55.9%). The survey was conducted anonymously, and the open-ended responses have been omitted in order to preserve anonymity for the DJJ employees who participated.

The survey was designed using question logic to direct respondents to specific questions based on their selected positions and work locations. This resulted in some questions with low response counts as they only applied to a limited number of employees. Questions that only had the option for open-ended responses are noted.

1. How long have you been employed with SCDJJ? Please select the closest option.		
Answer Options	Response Percent	Response Count
Less than 1 year	7.4%	50
1 to 3 years	23.7%	160
4 to 6 years	15.4%	104
7 to 10 years	12.2%	82
More than 10 years	41.2%	278
<i>answered question</i>		674
<i>skipped question</i>		0

2. Do you work with juveniles on a daily basis?		
Answer Options	Response Percent	Response Count
Yes	65.3%	440
No	34.7%	234
<i>answered question</i>		674
<i>skipped question</i>		0

3. Why did you choose to work at SCDJJ? Please select all that apply.		
Answer Options	Response Percent	Response Count
School prepared me for this career	32.2%	215
Found the agency's mission interesting or important	42.2%	282
State job security and benefits	45.4%	303
Unable to find another job in my field	6.6%	44
Other (please specify)	26.0%	174
<i>answered question</i>		668
<i>skipped question</i>		6

4. Why do you continue to work at SCDJJ? Please select all that apply.		
Answer Options	Response Percent	Response Count
Gain job experience	25.4%	170
Find my job interesting	53.6%	358
State job security and benefits	47.3%	316
Difficult to find another job in my field	10.9%	73
Other (please specify)	25.7%	172
answered question		668
skipped question		6

5. Would you continue to work at SCDJJ if another job offered you the same pay and benefits?		
Answer Options	Response Percent	Response Count
Yes	56.4%	377
No	43.6%	291
answered question		668
skipped question		6

6. Generally, do you feel safe when you are at work?		
Answer Options	Response Percent	Response Count
Yes	75.4%	504
No	24.6%	164
answered question		668
skipped question		6

7. What would make you feel safer? Please select two answers.		
Answer Options	Response Percent	Response Count
Add more Correctional Officers	39.6%	65
Add more Police Officers	23.8%	39
Intermediate Weapons (i.e. OC [Pepper] Spray, Taser, etc.) for Correctional Officers, whether it be on their person or accessible.	50.0%	82
Improvements to facilities	57.9%	95
More frequent or better training regarding security policies and procedures	48.8%	80
Other (please specify)	49.4%	81
answered question		164
skipped question		510

8. What types of contraband do you observe most frequently? Please select all that apply.		
Answer Options	Response Percent	Response Count
Cell phones	28.0%	187
Cigarettes/Lighters	31.0%	207
Marijuana	13.2%	88
Other Controlled Substances	5.8%	39
Beer	0.9%	6
Liquor	1.6%	11
Tools	10.0%	67
Knives/Sharps	10.0%	67
None	46.5%	310
Other (please specify)	20.5%	137
answered question		667
skipped question		7

9. Have you suffered from any injuries at the hands of a juvenile while at work?		
Answer Options	Response Percent	Response Count
Yes	17.5%	117
No	82.5%	550
answered question		667
skipped question		7

10. If your treatment required medical attention, where did you receive medical care? Please select all that apply.		
Answer Options	Response Percent	Response Count
BRRC Infirmary	6.8%	8
Hospital	27.4%	32
Doctor's Office/Specialist's Office	79.5%	93
Chose not to receive medical care	13.7%	16
<i>answered question</i>		117
<i>skipped question</i>		557

11. In the last three months, have you reported an incident or initiated an event report which you feel has not been adequately investigated or followed up?		
Answer Options	Response Percent	Response Count
Yes	15.6%	104
No	84.4%	562
<i>answered question</i>		666
<i>skipped question</i>		8

12. On average, how frequently do you report incidents or initiate event reports?		
Answer Options	Response Percent	Response Count
Never	36.9%	246
Daily	8.4%	56
Weekly	10.1%	67
Monthly	12.6%	84
Yearly	12.6%	84
Other (please specify)	19.4%	129
<i>answered question</i>		666
<i>skipped question</i>		8

13. Have you ever been asked or told not to file an event report involving an incident with a juvenile?		
Answer Options	Response Percent	Response Count
Yes	6.9%	46
No	93.1%	620
If so, what did you do? Please explain.		52
<i>answered question</i>		666
<i>skipped question</i>		8

14. Have you ever been asked or told not to file an event report involving an incident with a staff member?		
Answer Options	Response Percent	Response Count
Yes	4.8%	32
No	95.2%	634
If so, what did you do? Please explain.		33
<i>answered question</i>		666
<i>skipped question</i>		8

15. When you were initially hired, were you able to train with another employee (shadow) or were you assigned a mentor from whom you could seek advice?		
Answer Options	Response Percent	Response Count
Yes	67.0%	446
No	33.0%	220
<i>answered question</i>		666
<i>skipped question</i>		8

16. Was the shadowing or mentoring helpful?		
Answer Options	Response Percent	Response Count
Yes	93.5%	416
No	6.5%	29
<i>answered question</i>		445
<i>skipped question</i>		229

17. How can mentoring be improved?	
Answer Options	Response Count
Open-Ended Responses Only	257
<i>answered question</i>	
257	
<i>skipped question</i>	
417	

18. Should shadowing or mentoring be required?		
Answer Options	Response Percent	Response Count
Yes	94.0%	625
No	6.0%	40
<i>answered question</i>		665
<i>skipped question</i>		9

19. Are updates or changes to SCDJJ policies and state law effectively communicated to officers and staff?		
Answer Options	Response Percent	Response Count
Always	35.7%	235
Most of the time	40.6%	267
Occasionally	20.2%	133
Never	3.5%	23
<i>answered question</i>		658
<i>skipped question</i>		16

20. Does SCDJJ have clearly-defined policies, procedures, directives, etc. to guide your decision-making?		
Answer Options	Response Percent	Response Count
Yes	75.8%	499
No	24.2%	159
<i>answered question</i>		658
<i>skipped question</i>		16

21. How can communication of policy or law be improved or changed between management and staff? Please explain.	
Answer Options	Response Count
Open-Ended Responses Only	462
	answered question 462
	skipped question 212

22. What do you think is the main reason for turnover among staff members? Please select the top two reasons.		
Answer Options	Response Percent	Response Count
Safety issues/staff do not feel safe	44.4%	292
Dissatisfied with pay and benefits	78.7%	518
Work hours	21.9%	144
Poor management	60.6%	399
Other (please specify)	31.5%	207
	answered question	658
	skipped question	16

23. What is your current position at SCDJJ?		
Answer Options	Response Percent	Response Count
Correctional Officer	17.8%	117
Police Officer / Investigator	1.5%	10
Other	80.7%	530
	answered question	657
	skipped question	17

24. If time off were not an issue, would you prefer to work an 8-hour shift or 12-hour shift?		
Answer Options	Response Percent	Response Count
8-hour shift	70.9%	83
12-hour shift	29.1%	34
	answered question	117
	skipped question	557

25. What are the advantages of the 8-hour shift? Please select all that apply.		
Answer Options	Response Percent	Response Count
Less stress and fatigue	81.2%	95
More flexibility and freedom outside of work (more time with family, etc.)	70.9%	83
Easier to cover someone who calls in sick	53.0%	62
Other (please specify)	26.5%	31
answered question		117
skipped question		557

26. What are the disadvantages of the 8-hour shift? Please select all that apply.		
Answer Options	Response Percent	Response Count
Increased turnover rates	19.7%	23
Lower morale among employees	11.1%	13
Complication and disruption because of the number of shift changes	29.1%	34
Fewer days off	79.5%	93
Other (please specify)	27.4%	32
answered question		117
skipped question		557

27. What are the advantages of the 12-hour shift? Please select all that apply.		
Answer Options	Response Percent	Response Count
Increased productivity and reduction in the number of errors due to fewer shift changes.	17.9%	21
Fewer miscommunication and production issues	12.0%	14
Greater accountability	21.4%	25
Fewer absentee issues	21.4%	25
More days off	85.5%	100
Other (please specify)	19.7%	23
answered question		117
skipped question		557

28. What are the disadvantages of the 12-hour shift? Please select all that apply.		
Answer Options	Response Percent	Response Count
Increased work-related stress and fatigue	76.1%	89
More difficult to find someone to cover your entire shift	68.4%	80
My patience runs out	59.8%	70
Other (please specify)	23.9%	28
answered question		117
skipped question		557

29. Should correctional officers (JCOs) have access to intermediate weapons, such as OC (pepper) spray, tasers, etc.?		
Answer Options	Response Percent	Response Count
Yes	70.4%	380
No	29.6%	160
answered question		540
skipped question		134

30. What weapons would be appropriate for correctional officers (JCOs)? Please select all that apply.		
Answer Options	Response Percent	Response Count
OC (pepper) spray	88.9%	338
Tasers	52.1%	198
Other (please specify)	14.2%	54
answered question		380
skipped question		294

31. Where do you work?		
Answer Options	Response Percent	Response Count
Broad River Road Complex (BRRC)	42.3%	278
Juvenile Detention Center	3.3%	22
Regional Evaluation Centers	14.5%	95
Community-Based / County Office	39.9%	262
answered question		657
skipped question		17

32. How effective are monthly probation meetings with juveniles? (not intensive supervision)		
Answer Options	Response Percent	Response Count
Help to reduce inappropriate behaviors (effective)	46.7%	120
Do not affect the juveniles' behaviors or outcomes (ineffective)	10.9%	28
N/A - Not a responsibility of my position	42.4%	109
answered question		257
skipped question		417

33. In your opinion, what is the best interval for probation meetings with juveniles? (not intensive probation)		
Answer Options	Response Percent	Response Count
Once a month	21.4%	55
Once a week	3.1%	8
Twice a month or every other week	30.4%	78
N/A - Not a responsibility of my position	35.8%	92
Other (please specify)	9.3%	24
answered question		257
skipped question		417

34. What other recommendations do you have to improve probation services?		Response Count
Answer Options		
Open-Ended Responses Only		163
answered question		163
skipped question		511

35. When recommending a juvenile's sentence in court, have you been influenced by SCDJJ management to make a specific recommendation?		
Answer Options	Response Percent	Response Count
Yes	56.8%	146
No	17.5%	45
N/A - Not a responsibility of my position	25.7%	66
answered question		257
skipped question		417

36. Have you been directed to not recommend an indeterminate sentence for a juvenile?		
Answer Options	Response Percent	Response Count
Yes	44.4%	114
No	29.2%	75
N/A - Not a responsibility of my position	26.5%	68
<i>answered question</i>		257
<i>skipped question</i>		417

37. Who directed you to not recommend an indeterminate sentence?		
Answer Options	Response Percent	Response Count
Management (i.e. supervisor, division director, deputy director)	52.6%	60
It is "unwritten" agency policy/practice	27.2%	31
Other (please specify)	20.2%	23
<i>answered question</i>		114
<i>skipped question</i>		560

38. Does the size and layout of the Broad River Road Complex (BRRC) affect your ability to complete your work?		
Answer Options	Response Percent	Response Count
Yes	19.2%	53
No	80.8%	223
<i>answered question</i>		276
<i>skipped question</i>		398

39. Do you think administrative staff need to be located "behind the fence"?		
Answer Options	Response Percent	Response Count
Yes	56.9%	157
No	43.1%	119
<i>answered question</i>		276
<i>skipped question</i>		398

40. Would it improve work flow if administrative staff were located in one building?		
Answer Options	Response Percent	Response Count
Yes	44.2%	122
No	18.1%	50
Do not know/No opinion	37.7%	104
<i>answered question</i>		276
<i>skipped question</i>		398

41. What other changes would you recommend regarding BRRC facilities?		Response Count
Answer Options		
Open-Ended Responses Only		190
<i>answered question</i>		190
<i>skipped question</i>		484

42. In general, how well would you say your job "measures up" to the sort of job you wanted when you accepted it?		
Answer Options	Response Percent	Response Count
Not very much like the job I wanted	16.2%	105
Somewhat like the job I wanted	51.9%	337
Very much like the job I wanted	31.9%	207
<i>answered question</i>		649
<i>skipped question</i>		25

43. If a good friend of yours told you that he or she was interested in working in a job like yours for this agency, what would you tell him or her?		
Answer Options	Response Percent	Response Count
Tell my friend not to work at SCDJJ	17.3%	112
Have doubts about recommending the job	44.8%	291
Strongly recommend the job	37.9%	246
<i>answered question</i>		649
<i>skipped question</i>		25

44. Knowing what you know now, if you had to decide all over again whether to take the job you now have, what would you decide?		
Answer Options	Response Percent	Response Count
Definitely decide not to take the same job	11.2%	73
Have second thoughts about taking my job	40.1%	260
Decide without hesitation to take the same job	48.7%	316
<i>answered question</i>		649
<i>skipped question</i>		25

45. All in all, how satisfied are you with your job?		
Answer Options	Response Percent	Response Count
Not satisfied at all	12.9%	84
Somewhat satisfied	59.0%	383
Very satisfied	28.0%	182
<i>answered question</i>		649
<i>skipped question</i>		25

46. Please provide any other concerns, comments, or suggestions that you think might be useful to our review of SCDJJ. Please remember that all of your responses are anonymous.	
Answer Options	Response Count
Open-Ended Responses Only	418
<i>answered question</i>	
418	
<i>skipped question</i>	
256	

Appendix A
LAC Survey Results

DJJ Special Carry Forward Authority

PROVISO 67.1

Meal ticket revenue may be retained, carried forward, and used for the operation of the agency's cafeterias and food service programs.

PROVISO 67.2

Interstate Compact Revenue may be carried forward for the operation of the program.

PROVISO 67.3

Revenue generated from projects undertaken by the children may be carried forward for the benefit of the juveniles.

PROVISO 67.5

Reimbursement of funds for expenditures incurred in a prior fiscal year may be retained for general operating purposes.

PROVISO 67.6

Unexpended funds for the Juvenile Arbitration Program may be carried forward for the same purpose.

PROVISO 67.7

With approval from the Department of Administration or the State Fiscal Accountability Authority (SFAA), revenues from the sale of department-owned real property may be retained and used on capital improvements reviewed by the Joint Bond Review Committee and approved by the SFAA.

PROVISO 67.8

Funds from timber sales on land owned by DJJ, less an amount for reforestation as determined by the State Forester, may be retained and used for family support services. Approval must be obtained from the State Forester to harvest the timber.

PROVISO 1A.41

DJJ may continue to implement the ADEPT program with current year appropriated funds. Unexpended funds may be carried forward and expended for the same purpose.

PROVISO 117.60

Funds appropriated to DJJ for Sex Offender Monitoring may only be used for GPS monitoring programs of DJJ. Unexpended funds may be carried forward and used for the same purpose.

PROVISO 117.87

Revenue received by DJJ for mentoring or alternatives to incarceration programs may be retained and carried forward by DJJ and used for the same purpose.

General Fund Expenditure Group

DESCRIPTION*	FY 13-14	FY 14-15	FY 15-16
Alt Placement-Children	\$25,959,437	\$25,712,261	\$24,836,509
Alt Placement-Wrap Services Placement	498,376	345,039	237,572
Client Stipend-Blind	-	-	-
Alternative Placement Total	\$26,457,813	\$26,057,299	\$25,074,081
Probation Parole & Pardon Board	\$36,860	\$45,445	\$38,905
Board Of Juvenile Parole Total	\$36,860	\$45,445	\$38,905
Clothing Supplies	\$96,453	\$38,233	\$11,627
Clothing - Inmate	39,753	74,179	97,610
Clothing - Officer	136,902	116,603	121,539
Clothing - Juvenile/Officer Total	\$273,108	\$229,015	\$230,776
Telephone & Telegraph	\$364,008	\$332,494	\$150,996
Telephone & Telegraph - Desktop Svcs	-	-	-
Telephone & Telegraph - Beepers	37,456	29,572	1,355
Comm Equip Services	8,960	109,068	110,681
Telecommunication Services	270,311	330,918	439,886
Cellular Telephone Services	90,788	70,004	102,883
Communication Supplies	2,875	11,732	9,517
Communication Total	\$774,398	\$883,789	\$815,317
Other Profess Services	\$76,426	\$78,058	\$16,418
Community Total	\$76,426	\$78,058	\$16,418
Management Consultants	-	\$825	-
Consultants Total	-	\$825	-
Contractual Services-Lump Sum	-	-	-
Other Contract Services	\$78,966	\$73,362	\$65,251
Contractual Agmts W Govt/Nonprofit Entities	75,888	79,923	85,195
Contract Total	\$154,855	\$153,285	\$150,446
Data Process Services-Other	\$520,903	\$210,326	\$245,052
Dp Serv-Hardware Maintenance	-	-	-
Dp Serv-Software Maintenance	24,917	-	-
Dp Serv-Software Licenses	546	-	-
Microfilm File Fiche Supplies	-	-	-
Data Processing Total	\$546,366	\$210,326	\$245,052
Dues & Membership Fees	\$20,320	\$2,921	\$25,159
Fees And Fines	23,313	32,108	25,076
Fees And Fines - Licensing	-	146	-
Dues & Fees Total	\$43,633	\$35,175	\$50,235
Contractual Agmts w/ School Districts	-	\$22,800	\$500
Educational Supplies	\$75,297	41,822	50,221
Educational Supplies - Books	46	-	-
Instructional Materials	-	1,690	230
Testing Supplies	79,999	64,114	149,528
Education Total	\$155,342	\$130,426	\$200,480

Appendix C
General Fund Expenditure Group

DESCRIPTION*	FY 13-14	FY 14-15	FY 15-16
Building Renovation	\$62,889	\$107,980	\$82,695
Engineering & Architectural	-	19,152	3,296
Research Srvy & Apprs	1,125	4,211	-
Non-Capitalizable Construction	1,550	11,825	-
Factory Services	-	-	-
Building Materials	137,287	100,918	178,889
Maintenance Supplies Parts Paint	185,260	196,321	268,526
Maintenance Supplies - Pest Control	-	-	-
Diesel Fuel-Transportation	8,021	14,089	7,076
Agri-Marine-Frstroy Supplies	24,687	15,642	10,298
Stage Properties	-	1,010	-
Factory Supplies	-	-	-
Propane-Heating Other	3,374	6,683	4,395
Renovations-Bldgs & Add Interiors	-	-	-
Renovations-Interior Asbestos Abate	-	-	-
Other Construction/Renovation/Repair Projects	-	-	-
General Repair	155,561	185,463	196,338
General Repair - Non-It Plan Expenditure	-	-	-
Facility Total	\$579,754	\$663,294	\$751,513
Catered Meals	-	-	-
Food Supplies	\$307,580	\$414,777	\$484,732
JCO Meals	254,183	240,820	265,403
Sale Of Meals - Interagency	2,370	314	-
Pur Resale-Consumer Gds	-	-	996
Food Total	\$564,132	\$655,911	\$751,131
Testing Services	\$336	-	\$(6,675)
GED Testing Total	\$336	-	\$(6,675)
General Fund Transfer	\$1,700,000	-	-
General Fund Transfer Total	\$1,700,000	-	-
Insurance-Admin Fee	-	-	-
Insurance-State	\$416,354	\$414,473	\$492,659
Insurance - State - Motor Vehicle	(2,362)	(446)	-
Insurance-Non State	1,092	-	175
Insurance Total	\$415,084	\$414,027	\$492,834
Client Payments	\$905	\$1,224	\$1,309
Profess Serv - Language Interpreters	376	-	-
Profess Serv -Hearing Impaired Interpr	-	-	-
Art Supplies	-	-	726
Case Services Other-Individual Providers	1,700,397	1,389,357	1,425,332
Case Services Other-Individual Pro Interpreters	4,817	5,745	4,316
Case Services Other-Individual Pro Transportation	-	-	-
Case Services Other-Individual Pro Child Care	-	20	-
Case Services Other-Individual Pro College/Univers	-	-	-
Client Services Transportation	1,870	5,941	2,436
Client Services All Other	-	3,585	5,382
Stipends	(1,500)	(1,500)	-
Juvenile Total	\$1,706,865	\$1,404,372	\$1,439,501
Inmate Earnings	\$48,738	\$47,500	\$31,554
Juvenile Pay Total	\$48,738	\$47,500	\$31,554

Appendix C
General Fund Expenditure Group

DESCRIPTION*	FY 13-14	FY 14-15	FY 15-16
Feed & Veterin Supplies	-	\$733	\$997
Medical & Health Svcs Veterinary	\$655	-	704
Security K9 Total	\$655	\$733	\$1,701
Hshld Lndry Grounds Maint & Sec Svcs	\$171,340	\$186,064	\$111,335
Hshld Lndry Grounds Maint & Jantl Supplies	248,549	250,633	209,629
Hshld Lndry Grd Maint Supp - Furnishings	-	1,743	8,250
Laundry/Grounds Total	\$419,889	\$438,439	\$329,214
Legal Services	-	\$1,388	\$1,813
Attorney Fees	\$36,414	29,995	37,805
Legal Settlements	12,000	10,048	48,000
Legal Fees	-	-	-
Legal Total	\$48,414	\$41,431	\$87,617
Medical & Health Services	\$10,702	\$253,594	\$765
State Fed Superfund - Hazardous Waste	-	-	3,870
Hazardous Infectious Waste	3,531	8,145	225
Temporary Services	795,804	617,110	604,477
Med Scient & Lab Supplies	6,309	18,496	8,225
Med Scient & Lab Supplies - Presc Drugs	73,927	49,129	23,837
Med Scient & Lab Supplies - Otc Drugs	172	-	53
Dental Supplies	-	-	-
Testing Material For Labs	-	411	-
Client Patient Inmate Hygienic Supplies	25,097	30,124	22,648
Prescription Safety Glasses	-	120	-
Rent-Med Sci Lab Equip	-	-	430
Medical Services-Individual Professional	40	-	-
Medical Services-Ind Professional Medical Exam	226,916	233,939	102,283
Medical Services-Ind Professional Consultation	-	-	108,500
Medical Services-Ind Professional Psychiatry	284,992	408,315	501,578
Medical Services-Ind Professional Eye Exam	9,820	13,769	12,735
Medical Services-Ind Professional Medical Reports	-	100	-
Medical Services-Ind Professional ENT	4,326	2,945	4,390
Medical Services-Ind Professional Cardiology	521	-	-
Medical Services-Ind Professional Anesthesia	7,675	873	15,933
Medical Services-Ind Professional Diag Radiology	65,694	68,018	27,015
Medical Services-Ind Professional Pathology/Lab	65,206	78,686	55,274
Medical Services-Ind Professional Surgery	17,763	7,741	141
Md Srv-Ind Office Medical Services	95,338	106,709	177,157
Md Srv-Ind Immunization Injections	5,395	-	-
Md Srv-Ind Infant Child And Adol Care	-	-	-
Md Srv-Ind Physical Occupational Ther	17,359	19,096	21,728
Md Srv-Ind Gastroenterology	-	-	-
Md Srv-Ind Ophthalmology	134	134	127
Md Srv-Ind Neurology Neuromuscular Proc	3,395	2,814	-
Md Srv-Ind Anesthesia Services	-	1,185	-
Md Srv-Ind Integumentary System	-	-	-
Md Srv-Ind Musculoskeletal System	-	3,469	2,060
Md Srv-Ind Urinary System	-	238	-
Md Srv-Ind Maternity Care And Delivery	1,374	974	-
Md Srv-Ind Endocrine System	-	-	-
Md Srv-Ind Auditory System	-	-	-
Md Srv-Ind Diagnostic Radiology	-	147	-

Appendix C
General Fund Expenditure Group

DESCRIPTION*	FY 13-14	FY 14-15	FY 15-16
Md Srv-Ind Dental Procedures	6,262	23,095	4,894
Md Srv-Ind Emergency Dept Services Prov	11,811	18,448	22,131
Md Serv-Ind Refund Of Expenditures	-	-	-
Client service assessment – individual provider	120	-	-
Md Serv - Office Medical Services	-	-	146
Md Serv Dialysis	-	15,400	-
Md Serv - Dermatology	-	160	-
Md Serv - Urology	-	226	-
Md Serv Oncology	3,056	467	-
Md Serv Orthopedics	-	3,988	-
Medical Services-Institutions	-	100	-
Inpatient Institutional Services	67,988	88,241	120,459
Outpatient Institutional Services	18,232	9,081	400
Pathology And Laboratory Hospital Vendor	495	-	130
Diagnostic Ultrasound Hospitals	-	-	-
Pathology And Laboratory Internal Serv	-	-	-
Prosthetic Appliances	-	-	-
Durable Medical Supplies	65,960	90,454	88,489
Case Services-Ambulance	2,688	722	-
Cs Crv Other Prescriptions	511,762	720,269	711,146
Case Services Other-Corp Prov Supplies	934	-	-
Case Services Other-Corp Prov Low Vision Aids	7,271	8,455	2,770
Case Services Other-Corp Prov Medical	725	1,620	3,687
Client services all other supplies/Equip	-	-	938
Medical Total	\$2,418,796	\$2,907,007	\$2,648,642
Office Equip Service	\$13,561	\$30,523	\$6,036
Copying Equipment Service	14,901	474	2,008
Freight Express Delivery	6,169	5,040	5,570
Photocopy Minor Equipment	-	-	-
Office Equipment Total	\$34,631	\$36,037	\$13,614
Retirement-Orp	\$55	\$176	\$9,093
ORP Total	\$55	\$176	\$9,093
Accidental Death Benefit-Pol Off	\$72,300	\$71,845	\$73,397
Pre-Ret Death Benefit-Orp	1	2	6
Pre-Ret Death Benefit-Pol Off	72,300	71,909	73,398
Pre-Ret Death Benefit-St Emp	8,122	7,795	6,873
Dental Ins-State Employees	149,847	144,253	145,538
Social Security-St Emp	3,042,856	3,155,698	3,084,738
Workers Comp Insurance	2,003,071	2,341,548	2,654,330
Unemp Comp Insurance	138,360	47,026	22,294
Indemnity Claims & Awards	-	-	1,176
Health Ins-St Emp	5,038,377	5,167,637	5,441,616
Health Insurance-Employer Contributions	-	96	-
Long-Term Disability Death Benefits	-	2	-
Bonus Pay	14,140	14,000	51,000
Scholarships Non-St Emp	-	-	-
Retirement System Investment Commission	-	-	-
Commissioner	122,988	119,712	127,907
Classified Positions	39,394,944	38,543,883	38,668,329
Unclassified Positions	487,902	564,375	628,725

Appendix C
General Fund Expenditure Group

DESCRIPTION*	FY 13-14	FY 14-15	FY 15-16
Grant Employees	3,250	6,108	451
Temp Grant - Time Limited Position	783	-	-
Temporary Positions	1,013,237	1,188,163	1,186,971
Overtime & Shift Different	689,170	584,424	733,117
Call Back Pay	3,848	423	524
On-Call Pay	17,014	16,290	16,709
Legislative Intern	-	-	-
Dual Employment	10,047	13,546	12,579
Terminal Leave	489,870	863,637	306,691
Terminal Leave - Teri	-	-	-
One Time Bonus - Proviso	-	-	728,800
Employee Recognition Awards	5,061	10,759	9,074
Personnel Total	\$52,777,489	\$52,933,131	\$53,974,241
Petty Cash Fund - Establish/Change	-	-	-
Petty Cash Fund - Change (Statistical)	-	-	-
Petty Cash Total	-	-	-
Retirement-Pors Reg & Sap	\$6,352,702	\$6,472,509	\$6,870,482
PORS Total	\$6,352,702	\$6,472,509	\$6,870,482
Printing Binding Advertising	\$66,316	\$86,570	\$90,228
Photographic & Audiovisual Services	85,679	6,016	597
Promotional	45	516	643
Printing	11,096	14,043	12,490
Promotional Supplies	7,075	2,049	1,074
Printing Total	\$170,210	\$109,194	\$105,033
Purchasing Card Expenditures	\$103,374	\$83,845	-
Purchasing Card Total	\$103,374	\$83,845	-
Rental-Contingent Rental Payments	\$77,931	\$111,713	\$95,239
Rent-Non St Owned R Prop	341	2	681
Rent-St Owned R Property	-	-	-
Rent-Other	154,406	160,277	153,107
Rent Total	\$232,678	\$271,992	\$249,027
Rent-Office Equip	\$15,768	\$9,282	\$19,237
Rent-Copying Equipment	41,956	2,436	78,543
Rent-Data Proc Equipment	419,156	452,562	390,062
Rent-Other- Hvy Equip	8,975	-	8,974
Rent Equipment Total	\$485,855	\$464,280	\$496,816
Retirement Incentive Payments	-	\$2,124,573	-
Retirement Incentive Total	-	\$2,124,573	-
Sales Tax Paid	-	-	-
Sales Tax Total	-	-	-
Retirement-Srs	\$835,057	\$818,177	\$744,033
SCRS Total	\$835,057	\$818,177	\$744,033
Munitions Targets Law Enf Supplies	\$3,573	\$1,260	\$9,194
Munitions Targets Law Enf Securitysupp	-	1,436	-
Security Total	\$3,573	\$2,696	\$9,194
Audit Acct Finance	\$2,918	\$2,561	\$2,317
State Audit Total	\$2,918	\$2,561	\$2,317

Appendix C
General Fund Expenditure Group

DESCRIPTION*	FY 13-14	FY 14-15	FY 15-16
Postage	\$11,043	\$24,249	\$33,213
Office Supplies	165,819	147,757	146,203
Office Supplies - Minor Office Equipment	153,947	18,178	26,631
Office Supp & Equipment-Non-It Plan Rel	-	-	-
Copying Equipment Supplies	40,431	31,957	32,746
Photocopy Supplies	583	-	-
Photographic Audio-Visual Supplies	32,463	3,397	8,538
Data Process Supplies	113,483	64,602	36,470
Data Processing Supplies - Software	2,478	99	-
Tv/Radio/Eng Maint Supplies	1,453	75	1,053
Other Supplies	6,721	8,907	5,015
Supplies Total	\$528,422	\$299,222	\$289,868
Educ Trng-Non State	\$19,795	\$6,932	\$7,240
Educ & Trng-State	5	-	-
Tuition Assistance	-	-	-
Case Services Other-Corporate Providers	203,000	177,614	22,340
Training Total	\$222,800	\$184,546	\$29,580
Non-St Employee Travel	-	-	\$1,058
In State-Meals (Non-Reportable)	\$5,668	\$4,850	7,929
In State-Lodging	26,264	21,741	45,130
In State-Auto Mileage	9,467	11,460	9,870
In State-Misc Tr Exp	31	65	17
In State-Registration Fees	7,970	12,571	15,627
Out State-Meals (Non-Reportable)	1,179	1,111	177
Out State-Lodging	501	2,612	802
Out State-Air Trans	5,633	9,909	3,684
Out State-Auto Mileage	81	-	-
Out State-Other Trans	402	165	-
Out State-Misc Tr Expense	72	218	78
Out State-Registration Fees	1,805	6,377	592
Reportable Meals	490	809	427
Travel Advance	-	-	-
Travel Total	\$59,563	\$71,889	\$85,391
Water And Sewer (Utilities)	\$275,915	\$241,813	\$198,266
Water Utilities	-	21,056	20,036
Sewer Utilities	-	48,596	48,583
Solid Waste Utilities	1,502	-	-
Garbage Service	1,950	700	-
Natural Gas	197,261	154,988	135,900
Electricity	1,035,429	1,066,908	1,086,834
Utility Total	\$1,512,057	\$1,534,061	\$1,489,618

Appendix C
General Fund Expenditure Group

DESCRIPTION*	FY 13-14	FY 14-15	FY 15-16
Motorized Vehicle Services	\$89,600	\$54,761	\$73,068
Motor Vehicle Supplies	11,116	13,240	19,477
Mtr Veh Tags Titles And Registrations	344	-	-
Gasoline	145,241	126,944	97,712
Drivers License & License Plate Supplies	51	-	-
Leased Car-State Owned	706,027	677,070	676,608
Vehicle Total	\$952,380	\$872,014	\$866,865

GRAND TOTAL	\$100,695,228	\$100,677,261	\$98,583,913
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Figures are rounded.

Fixed asset expenditures: FY 13-14 \$2,175,764 – FY 14-15 \$527,058 – FY 15-16 \$44,599

*Expenditure account titles as listed in SAP® with slight modification for clarity.

Sources: SCEIS/SAP® and LAC

Appendix C
General Fund Expenditure Group

General Fund Cost Center Group

COST CENTER NAME*	FY 13-14	FY 14-15	FY 15-16
Admin Management	\$1,914,113	\$245,277	\$221,494
Business Services	1,333,775	1,502,502	1,612,888
Central Records/Wilderness Camp Activity	-	-	240,452
Comm Serv Mngmt	579,392	614,031	620,237
Community Justice	615,065	604,428	754,581
Director's Office	276,813	291,375	319,591
Fiscal Affairs	1,491,543	1,524,245	1,301,397
HQ Rd. Office	13,200	10,273	9,804
Human Resources	1,121,334	1,050,293	991,654
Information Tech	2,397,593	2,295,584	2,286,130
Inspector General	2,945,065	3,419,327	3,419,352
Interstate Compact	190,756	186,978	90,352
Legal Office	684,403	906,703	914,286
Low Country Region	178,163	182,835	136,764
Medicaid Admin	417,949	480,076	535,756
Midlands Reg HQ	144,646	109,606	128,764
P&P Chaplancy	-	-	390,286
Pee Dee Reg HQ	360	37,466	159,936
Physical Plant	3,415,061	3,685,899	3,591,351
Planning & Programs	939,536	1,188,290	1,086,074
Social Work	-	19,308	25,174
Staff Dev & Training	733,249	904,523	981,179
Support Services	104,632	36,612	4,528
Upstate Region	133,855	57,734	126,891
Victims Services	63,232	69,062	72,111
Administration Total	\$19,693,737	\$19,422,426	\$20,021,032
Alternative Camps	\$13,947,986	\$14,631,149	\$15,515,706
Comm Alternatives	13,600,590	12,336,492	10,490,431
Alternative Placement Total	\$27,548,576	\$26,967,640	\$26,006,137
Parole Management	\$505,940	\$526,127	\$551,447
S.C. Board of Juvenile Parole Total	\$505,940	\$526,127	\$551,447
BRRC	\$16,021,439	\$14,516,526	\$13,457,882
Com. Connect. Center	16,072	9,392	7,180
Consultation & Eval	2,895,801	2,537,739	2,932,250
Dietary	1,028,812	656,541	995,656
Grounds/Facility	577,045	654,450	447,078
Health Services	4,216,962	4,467,264	4,242,401
JRTC	-	481,333	479,900
N120 Treatment & Int	562,178	753,019	1,138,504
BRRC Total	\$25,318,309	\$24,076,263	\$23,700,850

Appendix D
General Fund Cost Center Group

COST CENTER NAME*	FY 13-14	FY 14-15	FY 15-16
Abbeville County	\$1,498	\$312	\$(79)
Aiken County	565,528	554,502	606,430
Allendale County	65,572	66,392	67,027
Anderson County	456,968	437,300	439,672
Bamberg County	53,985	81,012	46,234
Barnwell County	205,627	210,910	192,684
Beaufort County	283,230	271,984	267,848
Berkeley County	550,346	591,318	611,141
Charleston County	978,686	989,412	1,017,580
Cherokee County	203,322	188,431	185,705
Chester County	241,540	242,262	231,663
Chesterfield County	158,041	183,057	202,543
Clarendon County	157,607	149,942	153,885
Colleton County	185,071	169,287	193,158
Darlington County	375,919	346,830	311,287
Dillon County	204,234	178,498	179,845
Dorchester County	427,970	430,623	486,965
Edgefield County	547	859	-
Fairfield County	43,355	43,179	46,744
Florence County	455,785	462,962	482,334
Georgetown County	328,736	302,566	293,528
Greenville County	868,711	921,421	1,022,020
Greenwood County	348,590	363,527	372,745
Hampton County	184,705	192,938	194,470
Horry County	683,613	785,957	781,475
Jasper County	196,281	190,422	204,608
Kershaw County	197,526	216,130	197,255
Lancaster County	241,195	256,292	232,613
Laurens County	253,341	266,247	270,495
Lee County	96,773	99,441	93,140
Lexington County	686,638	819,098	666,618
Marion County	150,391	152,227	184,535
Marlboro County	244,559	251,995	212,376
McCormick County	-	300	-
Newberry County	232,047	241,179	242,795
Oconee County	127,721	141,874	144,941
Orangeburg County	633,874	646,372	643,145
Pickens County	273,347	299,358	282,277
Richland County	1,172,328	1,216,192	1,169,690
Saluda County	227,132	270,672	216,922
Spartanburg County	644,051	725,281	664,408
Sumter County	413,054	400,079	419,745
TASC	454,297	258,000	256,899
Union County	133,610	142,329	142,296
Williamsburg County	187,214	227,265	191,347
York County	777,548	720,936	702,955
County Offices Total	\$15,372,110	\$15,707,169	\$15,525,963

Appendix D
General Fund Cost Center Group

COST CENTER NAME*	FY 13-14	FY 14-15	FY 15-16
Detention Center	\$1,300,296	\$1,342,391	\$1,134,055
Detention Ctr School	3,975	86,179	9,481
Health Serv - Detentio	-	10,200	897
Detention Center Total	\$1,304,271	\$1,438,769	\$1,144,433
Birchwood School	\$462,057	\$382,961	\$297,756
Education Mngmt	505,515	1,142,450	653,772
Willow Lane School	-	956	405
Education Total	\$967,572	\$1,526,367	\$951,933
Coastal Eval School	\$3,515	\$66,755	\$42,008
Coastal Evaluation C	1,513,487	1,533,836	1,459,641
Dietary - Coastal Eval	64	234,937	92,541
Dietary - Upstate Eval	143,687	374,600	233,413
Health Serv - Coastal	-	22,803	39,020
Health Serv - Upstate	-	303,817	444,168
Health Serv-Midlands	-	129,976	229,083
Midlands Eval School	55,089	104,557	59,095
Midlands Evaluation	4,179,967	4,160,725	3,758,499
Upstate Eval School	107,254	87,046	61,209
Upstate Evaluation C	3,981,645	3,907,289	4,172,489
Evaluation Centers Total	\$9,984,708	\$10,926,341	\$10,591,165
Store of Hope	\$65	\$86,158	\$90,954
Store of Hope Total	\$65	\$86,158	\$90,954

GRAND TOTAL	\$100,695,288	\$100,677,261	\$98,583,913
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Figures are rounded.

*Cost center titles as listed in SAP® with slight modification for clarity.

Sources: SCEIS/SAP® and LAC

Appendix D
General Fund Cost Center Group

Carry Forward Expenditure Group

DESCRIPTION*	FY 13-14	FY 14-15	FY 15-16
Alt Placement-Children	\$92,607		
Alternative Placement Total	\$92,607	-	-
Clothing - Officer			\$18,718
Clothing - Officer Total	-	-	\$18,718
Telephone & Telegraph Telecommunication Services Communication Supplies		\$1,033 5,771	\$11,178
Communication Total	-	\$6,804	\$11,178
Other Profess Services	\$9,088		\$2,500
Community Total	\$9,088	-	\$2,500
Contractual Agmts W Govt/Nonprofit Entities			\$191,846
Contractual Services-Lump Sum	\$30,536		
Other Contract Services	10,450		174,353
Contract Total	\$40,986	-	\$366,199
Data Process Services-Other	\$500	\$4,968	\$37,653
Data Processing Total	\$500	\$4,968	\$37,653
Educational Supplies		\$11,516	
Education Total	-	\$11,516	-
Building Renovation	\$186,167	\$11,014	\$67,573
Engineering & Architectural	2,280		27,492
Non-Capitalizable Construction	1,025		10,620
General Repair	7,743		26,859
Building Materials	230,082	5,102	126,384
Maintenance Supplies Parts Paint	26,622		28,454
Highway Maintenance Supplies	2,400		
Agri-Marine-Frstry Supplies	3,829		
Facility Total	\$460,149	\$16,116	\$287,382
General Fund Transfer			\$200,000
General Fund Transfer Total	-	-	\$200,000
Hshld Lndry Grounds Maint & Sec Srvs	\$105,489	\$150	\$69,423
Hshld Lndry Grounds Maint & Jantl Supplies	25,238	4,267	29,690
Hshld Lndry Grd Maint Supp - Furnishings			6,201
Laundry/Grounds Total	\$130,727	\$4,417	\$105,314
Legal Settlements			\$16,500
Legal Total	-	-	\$16,500
Temporary Services			\$33,600
Medical Total	-	-	\$33,600
Other Supplies	\$728		
Other Supplies Total	\$728	-	-
Bonus Pay			\$6,000
Employee Recognition Awards		\$776	928
Social Security-St Emp			459
Personnel Total	-	\$776	\$7,387
Retirement-PORS Reg & Sap			\$11,654
PORS Total	-	-	\$11,654

Appendix E
Carry Forward Expenditure Group

DESCRIPTION*	FY 13-14	FY 14-15	FY 15-16
Printing			\$241
Promotional Supplies		\$9,841	1,499
Printing Total	-	\$9,841	\$1,740
Purchasing Card Expenditures	\$41,053	\$5,081	
Purchasing Card Total	\$41,053	\$5,081	-
Rent-Copying Equipment			\$7,860
Rent-Data Proc Equipment			108
Rent - Equipment Total	-	-	\$7,968
Munitions Targets Law Enf Supplies		\$4,547	\$19,351
Security Total	-	\$4,547	\$19,351
Office Supplies	\$9,637	\$11,975	\$6,881
Office Supplies - Minor Office Equipment	1,100	53,632	20,896
Copying Equipment Supplies			230
Photographic Audio-Visual Supplies		713	9,047
Data Process Supplies	5,170	7,837	76,331
Supplies Total	\$15,907	\$74,157	\$113,384
Educ & Trng-State		\$10,000	
Training Total	-	\$10,000	-
In State-Meals (Non-Reportable)		\$57	\$184
In State-Lodging		313	1,105
In State-Auto Mileage			1,128
In State-Misc Tr Exp		32	
In State-Registration Fees		9,250	6,021
Out State-Lodging	\$260		
Out State-Misc Tr Expense	24		
Travel Total	\$284	\$9,652	\$8,439
Motor Vehicle Supplies		\$2,368	\$578
Vehicle Total	-	\$2,368	\$578

Grand Total	\$792,028	\$160,242	\$1,249,544
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Figures are rounded.

*Expenditure account titles are shown as listed in SAP® with slight modification for clarity.

Sources: SCEIS/SAP® and LAC

Carry Forward Cost Center Group

COST CENTER NAME*	FY 13-14	FY 14-15	FY 15-16
Admin Management	-	-	\$200,053
Business Services	-	\$300	-
Information Tech	-	-	74,526
Fiscal Affairs	\$1,100	(1,100)	-
Medicaid Admin	-	2,150	-
Physical Plant	535,504	5,080	507,576
Staff Dev & Training	-	10,000	-
Comm Serv Mngmt	-	2,180	150,000
Low Country Region	-	17,685	-
Pee Dee Reg HQ	-	1,293	-
Midlands Reg HQ	-	4,024	-
Upstate Region	-	1,384	-
Interstate Compact	-	831	-
Community Justice	-	10,261	-
Director's Office	-	-	75,846
Inspector General	-	13,247	33,594
Legal Office	-	-	16,500
Planning & Programs	-	2,174	2,000
N120 Treatment & Int	284	5,461	-
Social Work	-	9,972	-
Administration Total	\$536,888	\$84,942	\$1,060,095
Comm Alternatives	\$92,607	-	-
Alternative Placement Total	\$92,607	-	-
Dietary	-	-	-
Grounds/Facility	\$113,662	\$1,480	-
Com. Connect. Center	-	-	-
BRRC	31	3,255	\$127,488
Health Services	-	5,771	-
BRRC Total	\$113,693	\$10,506	\$127,488
Berkeley County	-	\$1,433	-
Dorchester County	-	1,067	-
Florence County	-	10,092	-
Bamberg County	-	2,051	-
Orangeburg County	-	2,180	-
Richland County	-	2,150	-
Anderson County	-	309	-
Newberry County	-	1,252	-
Spartanburg County	-	306	-
York County	-	835	-
County Offices Total	-	\$21,675	-
Detention Center	\$48,840	\$7,120	-
Detention Center Total	\$48,840	\$7,120	-
Education Mngmt	-	\$23,861	-
Education Total	-	\$23,861	-

Appendix F
Carry Forward Cost Center Group

COST CENTER NAME*	FY 13-14	FY 14-15	FY 15-16
Coastal Evaluation C	-	\$12,138	-
Midlands Evaluation	-	-	\$3,850.00
Evaluation Centers Total	-	\$12,138	\$3,850.00
Parole Management	-	-	\$58,111
S.C. Board of Juvenile Parole Total	-	-	\$58,111

GRAND TOTAL	\$792,028	\$160,242	\$1,249,544
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Figures are rounded.

*Cost center titles as listed in SAP® with slight modification for clarity.

Sources: SCEIS/SAP® and LAC

Agency Comments

Appendix G
Agency Comments



January 25, 2017

Mr. K. Earle Powell
Director, Legislative Audit Council
1331 Elmwood Avenue, Suite 315
Columbia, South Carolina 29201
AND VIA EMAIL – mlindsay@lac.sc.gov

Dear Mr. Powell:

Since beginning my service as Director of the Department of Juvenile Justice (DJJ or the Department) in January 2015, I have worked with my team to implement a number of strategic initiatives to enhance services provided by our agency in furtherance of our dual mission of rehabilitation and public safety. Our agency has made great strides over the last two years to reinvest in Community Services and restructure and improve Rehabilitative Services and the DJJ School District.

Thank you for the opportunity to respond to the final report prepared by your staff entitled *A Limited Review of the S.C. Department of Juvenile Justice*. While I appreciated that the Legislative Audit Council (LAC) solicited feedback from DJJ in December 2016 “in order to correct errors or misinterpretations in the report before it becomes final,” I was disappointed to see that a number of the errors/misinterpretations brought to the LAC’s attention by DJJ are not reflected in the final report. This letter serves as DJJ’s response to this final report and supplements the previous comments submitted to LAC in December 2016. This response addresses items contained in LAC’s Summary of the final report as well as other items of concern to DJJ.

Security and Safety

DJJ disagrees with the LAC’s conclusion that “the agency may not be adequately prepared to respond to major disturbances” in our secure facilities. First, it should be noted that DJJ has not experienced a major disturbance at the Broad River Road Campus (BRRC) since the February 2016 incident. DJJ believes that this is due, in large part, to the extensive number of enhanced safety and security measures the agency has put into place at BRRC over the last year. These measures include, but are not limited to, those contained in the Department’s March 2016 Improvement Plan – implementation of a more robust and responsive Juvenile Progressive Discipline and phase/level system, creation of enhanced secure housing options for aggressive youth, certification of DJJ’s Class-1 Law Enforcement Officers in the use of OC Spray, improvements to the physical security and infrastructure at BRRC (including the installation of

break-resistant glass, additional interior fencing, tamper-resistant plumbing and electrical fixtures, razor-wire in dorm courtyards, and hardware protection in control rooms), enhanced recruitment of JCOs resulting in security vacancies at BRRC being reduced significantly, enhanced JCO compensation and correctional staff training, hiring of a Police Chief and Gang Intervention Specialist, implementation of security uniforms to distinguish supervisory from non-supervisory staff, enhanced contraband search procedures and strategies, increased youth access to treatment personnel, enhanced collaboration with child-serving agencies to address the needs of seriously mentally ill youth, and implementation of Aggression Replacement Training for youth.

As part of this Improvement Plan, DJJ also initiated a Special Response Team (SRT), also known as a rapid response team, to respond to major disturbances within BRRC. DJJ's SRT is led by the BRRC Facility Administrator, who is a twenty year veteran of the SC Department of Corrections and led and trained the SCDC Special Response Team. The implementation of an internal SRT at BRRC significantly contributes to the Department's ability to respond to a major disturbance, should one occur. It is noted that 48.9% of staff surveyed in October 2016 felt safer as a result of the creation of the DJJ Special Response Team.

DJJ also believes that LAC's conclusion that "many employees do not feel that recent changes have markedly increased the safety or security" at BRRC is in direct opposition to survey results reviewed by the LAC that show that the majority of DJJ employees surveyed feel safe at work and feel that their safety at BRRC has increased over the last six months. For example, the survey conducted by the LAC shows that 75.4% of DJJ employees surveyed feel safe at work. Similarly, DJJ's survey of employees conducted in September 2016, which was specific to the impact of implementation of the safety and security improvements at BRRC mentioned above, shows that 56.2% of employees felt much safer or somewhat safer at BRRC compared with how they felt six months prior. And Performance-based Standards (PbS) survey results from April 2016 and October 2016 tell the same story of an increased feeling of safety by staff. The PbS survey, given to staff every six months, asks if they have feared for their safety within the last six months at the facility. In October 2016, 38.06% of staff at BRRC reported fearing for their safety within the last six months as compared to 78.91% of staff reporting such in April 2016. While DJJ will continue to institute measures aimed at decreasing staff's fear for safety, the significance of improvements in this area to date (particularly when such took place over a relatively short period of time) cannot be ignored.

Training and Certification

DJJ disagrees with the LAC's conclusion that juvenile correctional officers are not properly trained. There is no evidence presented in the report to indicate that DJJ's current training curriculum would not be approved by SCCJA or that the implied deficiencies ("defensive countermeasures, pressure point control, or spontaneous knife defense") are part of a national best-practice curriculum for juvenile secure commitment facilities (as these tactics are part of SCCJA's curriculum for adult county detention facilities). The content of DJJ's Rehabilitative Services Basic Training Curriculum is similar to the content of other juvenile training facilities, which DJJ submits is a more appropriate comparison than the training provided by SCCJA to staff of adult local/county detention facilities.

It is noted that DJJ initiated discussions with SCCJA regarding training for juvenile correctional officers, and SCCJA agreed with DJJ's training plan, which was to update and revise the entirety of its Rehabilitative Services Basic Training program. SCCJA required DJJ to complete several steps prior to submitting training curriculum to the Academy for approval, which included DJJ training instructors becoming academy certified in Basic Detention and Basic Instructor Development (BID). In the months since DJJ's training staff completed these courses at the Academy, they have updated/enhanced 25 of the 30 training components/segments (totaling 111 training hours) that make up the agency's Rehabilitative Services Basic Training program and submitted these materials to the "Review and Approval" process within the agency, in preparation for academy submission. Although almost 85% of the Basic Training courses/training segments have been updated by DJJ training staff, the Department did not submit individual training segments to SCCJA as they were completed because the intention was to submit all of the segments to the academy as one comprehensive package for approval of its entire Basic Training Course, the submission method preferred by SCCJA.

Regarding training of officers at DJJ's Juvenile Detention Center (JDC), all supervisory level security staff at JDC have successfully completed the 3-week Basic Detention training through SCCJA. DJJ continues to work with SCCJA each month to send front-line JDC staff to this training based on availability of spaces in the classes at SCCJA while also ensuring that adequate security coverage is provided at the juvenile detention facility.

Police Department

The LAC appears to have misunderstood the function and duties of the DJJ Police Department, despite being provided with such information. DJJ's police officers are Class-1 law enforcement officers (trained and certified by SCCJA) who perform all DJJ secure transports for juveniles across the state, respond to disturbances to assist in the management of aggressive/assaultive juveniles (to include the use of OC spray when all other less-intrusive measures have been exhausted), and perform security checks for the DJJ campuses in Columbia. Their role in responding to an incident is not to affect arrest, but rather to capture the event on an incident report and submit it for review and investigation, as appropriate. Incidents which rise to the level of criminal activity are investigated by DJJ's Investigators, who then make arrests.

Prison Rape Elimination Act (PREA) Compliance

While the State of South Carolina, to include SCDJJ, is not currently in compliance with all of the PREA standards that were released in 2012, Governor Haley provided an assurance to the Department of Justice in October 2016 that SC was working towards compliance.¹ In reference to the dollars and additional JCOs required to meet the PREA mandated staff-to-juvenile ratios scheduled to take effect in October 2017, DJJ submits that the figures submitted were accurate at the time this information was presented to the General Assembly. However, since this information was calculated by individuals who no longer work for the agency, we do not have access to the methodology they used to arrive at those numbers. DJJ intends to revisit this matter

¹ According to the latest information available on the Department of Justice's website, "[i]n FY2015, 10 states certified [to DOJ] that they are in full compliance with the PREA standards. These states are Iowa, Maine, Mississippi, Missouri, New Hampshire, New Jersey, North Dakota, Oregon, Tennessee and Washington." An additional "40 jurisdictions [including South Carolina] submitted an assurance" that they were working towards compliance and "six jurisdictions [were] unwilling to commit department grant funds to implement the national PREA standards."

in the coming months as one of the initial duties of the newly hired PREA Coordinator will be to develop an updated PREA plan. If this analysis results in the need for additional staff and related funding, DJJ will update the General Assembly accordingly, to include an explanation of the methodology used. Additionally, DJJ would point out when we provided an estimate of the potential loss of federal grant funding should South Carolina chose to not participate in PREA, the Department clearly stated that this number was an approximation.

Implementation of Security Audit

The independent security audit that DJJ commissioned resulted in a final report that set forth 111 recommendations. DJJ disagrees with the LAC's suggestion that DJJ has not addressed these findings in a timely manner. By the time DJJ received the final audit report in July 2016, nine (9) of the items were already completed. After three months, 32.32% of the recommendations were completed. By November 2016, the Agency had implemented 69.7% of the audit's recommendations, and as of January 2017, 74% of the recommendations have been completed or finalized. The items remaining to be completed are long-term projects that require research and potential procurement costs. DJJ would also note that of the 111 recommendations, DJJ decided not to implement only 12 due to the recommended practices already being in place or being cost prohibitive. Accordingly, the LAC's recommendation No. 15 that DJJ implement all of the CCS recommendations by June 30, 2017, is impractical and impossible.

Security Policies

DJJ's security policies are reviewed at a minimum of every two years and updated accordingly. DJJ disagrees with the LAC's conclusion that its security policies and procedures are, "outdated and need to be revised to conform to current practices and reflect the current environment and populations of the agency's facilities." The Department is committed to maintaining a safe environment and will make changes to policies as needed.

Recruitment and Turnover Among Correctional Officers

DJJ conducts targeted recruiting for correctional officers and, as a result, the number of vacancies for correctional officers at BRRC decreased from 62 vacancies in December 2015 to 12 vacancies in December 2016 at a point in time. This significant decrease clearly indicates that targeted recruitment efforts had a direct impact on filling agency vacancies. While increased starting pay also played a significant role in hiring employees, these individuals would not have necessarily know about the job opportunities without concerted recruiting efforts. Thus, DJJ's recruiting efforts are effective.

DJJ also notes the LAC's statement that DJJ did not have accurate employee information is misleading. DJJ acknowledges that there was some inaccurate information; however, the auditor was made aware that DJJ's data was not the issue. Rather, one of the South Carolina Enterprise Information System (SCEIS) reports had technical issues that had to be resolved with assistance from SCEIS, and DJJ had no control over what SCEIS described as a system problem. Once the SCEIS system issue was resolved, DJJ was able to provide more accurate information to the LAC auditor.

Correctional Officer Salaries

Although DJJ and the LAC used slightly different methods for comparing salaries for entry level correctional officer positions, we agree with the LAC's conclusion that DJJ's salaries for entry level positions are competitive with the SC Department of Corrections but lower than those of officers at Lexington County Detention Center and Alvin S. Glenn Center.

Financial Activity

DJJ agrees that turnover in the finance department likely contributed to some expenditures being recorded across differing accounts over a period of time. Recently, DJJ expanded the Budget Department within Fiscal Affairs, and three Budget Analysts will be assigned to specific divisions and assist with expenditure cost assignment which should aid in the reduction of the type of inconsistency noted here.

Capital Assets

The five vehicles referenced as being "found" by the LAC actually were located and added to Capital Assets by DJJ's internal processes prior to the LAC audit, demonstrating that internal control processes work as designed. Also, DJJ staff met with a member of the SCEIS team in November 2016 to discuss a resolution for the issue of construction-process assets. The issue dates back to the agency's conversion to SCEIS in 2009, and based on the discussion with the SCEIS team, they will be responsible for creating a solution to resolve this issue.

Retirement Incentive and Voluntary Separation Programs

I have no plans to implement an employee separation program(s), involving correctional officers or otherwise, during my administration.

Retirement System Eligibility

DJJ would note that the decisions regarding which positions/employees in the agency would be eligible for participation in PORS was not made by DJJ alone, as implied by the LAC. DJJ provided LAC with documentation showing that these decisions were made in consultation with, and with the approval of, a number of state entities and officials, to include the South Carolina Retirement Systems, Comptroller General, and Governor's Office. Additionally, DJJ pointed out to the LAC that that these decisions also were made with consideration being given to creating consistency with the status of similar employees at comparable agencies, including SCDC, DPPPS, DPS, and SLED. Unfortunately, it does not appear that this documentation was considered by the LAC as it finalized its report. Also, DJJ asked that LAC remove language regarding turnover related to PORS as it is speculative and not based on a review of data, meaning that LAC cites no evidence/documentation to support this hypothesis.

Case Management

To ensure that DJJ is meeting its goal of providing every youth served with the highest quality case management services, DJJ's Quality Assurance Team created an auditing tool to review staff supervision files. The audit consisted of a very small sampling (7%) of all case files from 46 Counties for the year 2015. The audit of entries in the electronic database system reflected that staff not only met the standards set by DJJ, but far exceeded the standards based upon the totality of the files audited and the results of those file reviews. Out of a minimum of 2,904 indicators being audited, there were 25 indicators needing improvement and 13 indicators which were

deficient. DJJ provided this data to the LAC and, therefore, contends the LAC's conclusion that "DJJ county office staff are not meeting the standards set by policy in supervising juveniles for whom they are responsible," is overreaching.

DJJ's audit revealed that the number of contacts entered into the DJJ electronic data system were not at the level required by DJJ in all cases. DJJ acknowledges that contacts with youth and their families are of the highest priority for case management, and the results of this audit were shared with regional and county-level management for appropriate handling with impacted staff. In addition, DJJ is intensifying monitoring of electronic database entries and also enhancing training on the need for electronic documentation by case managers as well as the actual activity of the case managers. Further, DJJ is evaluating its policies, processes and procedures to ensure that all standards are met and that the youth served by DJJ are served with utmost of care.

Video Conference

While DJJ cannot speak for the Board of Juvenile Parole, the Department does manage the Release Authority which has not expended any substantial costs associated with transporting juveniles for its hearings. Records indicate that for the calendar year 2016, the Release Authority held 54 panel hearings, meaning hearings where the youth under consideration for potential release had appearance rights. Of these 54 hearings, only four (4) resulted in youth being transported from a county detention center to BRRC (2 from Richland County and 2 from Charleston County). The Department has suggested to these county jail facilities that the youth be transported to the local DJJ office to video conference with the Release Authority, but the county jails were unwilling to do so, resulting in the youth being transported to Columbia.

Performance-based Standards

DJJ is baffled as to how the LAC, "found no evidence that DJJ has conducted any analysis that would make the data [Performance-based Standards (PbS)] a more valuable asset to DJJ." While there may be opportunities for DJJ to better analyze and apply PbS data as a management tool, DJJ provided the LAC with evidence that PbS data is regularly shared with leadership, who in turn use it to make security and safety improvement decisions in DJJ's facilities and operations. The PbS state coordinator also meets individually with senior facility staff to review data and associated patterns or trends to systematically make improvements where needed. Additionally, PbS data is reviewed and discussed during quarterly facility standards workgroup meetings, which is attended by over 30 senior level staff to include the facility directors, division deputies and the agency's Director to discuss trends related to safety and security.

Once the key indicators for necessary improvements are identified by the PbS system at the end of each data collection, the PbS site coordinators (located at BRRC, the three evaluation centers, and Juvenile Detention Center) along with the team members meet to analyze the data, discuss any incidents and brainstorm new and inventive ways to deter negative behavior and make improvements. Facility-specific Improvement Plans are developed at least twice a year, with updates and enhancements made as needed. Going forward, DJJ's new Total Quality Management (TQM) initiative will be actively working to identify ways to more effectively analyze and apply the PbS data real-time to enhance our operations and ensure the best possible outcomes for the youth we serve.

Oversight of Community Residence Programs

DJJ's current contracts with the wilderness camps have been in place for an extensive period of time and are governed by the State of South Carolina Materials Management Office. Contrary to the LAC's finding that the contracts "do not include outcome measures or penalties..." these contracts do provide that the contractors will participate in annual audits and include penalty provisions for noncompliance issues. In addition, DJJ is in the process of evaluating the contracts of all private providers of community residence programs for staff credentials, teacher certifications, outcome measures, services, service delivery, and monitoring tools to ensure adherence to the contracts, including but not limited to all provisions afforded to the Department by the State for financial responsibilities within the contracts. DJJ is committed to the youth placed in residential custody and care receiving highly effective services, clinical treatment and education all while protecting the public throughout the youth's behavioral modification progress. That is why DJJ informed the LAC that it was planning to evaluate its contracts, and we appreciate the LAC adopting DJJ's plan as a recommendation.

In addition, the LAC recommends that DJJ provide additional oversight to ensure teachers are qualified at the wilderness camps. Certified teacher recruitment and retention at the wilderness camps has been a historic concern both by previous as well as current administrations, not one identified or discovered by the LAC. The DJJ administration has identified two primary causes for the shortage: (1) according to the Learning Policy Institute, national and particularly southern trends show a teacher shortage and a decline in those pursuing teaching careers; and (2) the locale of most camps is rural and, therefore, limits teacher applicants, recruitment, and retention. DJJ's current superintendent and administration are well aware of the certified teacher shortage in the camps. For just over two years, the administration has aggressively pursued to address and resolve this issue by piloting multiple virtual education options which would not require on-site certified teachers: (1) attempting to build our own virtual option, (2) investigating partnering with both SCDE Virtual Schools and SC Charter Virtual Schools, and finally (3) contracting with the private vendor EdOptions, which is scheduled to be on line by July, 2017 and will resolve the inadequacies of certified teachers and provide a viable option for ensuring quality instruction.

DJJ disagrees with the finding that it could not provide the number of escapes from camps. Data collected by the camps is maintained by DJJ's Community Division and Inspector General, and this information was provided to the LAC staff. DJJ is uncertain why this information was not reviewed and not accurately reported by the LAC.

Other Areas

Background/ *Alexander S. v. Boyd* Lawsuit – There is no indication in the final Chinn report of 2009 that any recommendations were not implemented. In fact, this report says "[r]eports completed in 2005 and 2007 by Chinn Planning, Inc. concluded the progress made by SCDJJ in reforming and enhancing services for juvenile offenders in South Carolina was remarkable." Also, the 2009 report says that despite a 17% budget cut to DJJ during the economic downturn of 2008-09, "[t]he benefits of all of the planned improvements at the BRRC have actually been realized. . . ."

Handling of Major Disturbances at DJJ Facilities – DJJ entered into a Memorandum of Understanding (MOU) with SLED in June 2016 that specified occurrences when SLED would be contacted for assistance and/or lead an investigation. DJJ policy also provides that DJJ management can contact SLED to assist in the event of a major disturbance, as needed. As referenced in the LAC report, SCDC recognizes that their agency has “distinct differences in authorization for use of force between [it’s] adult population and the juvenile offenders housed within [DJJ].” Therefore, DJJ management re-established an internal Special Response Team (as described above) rather than seeking assistance from SCDC in this regard. DJJ would also note that our agency agrees with SCDC’s assessment that use of force is applied differently in adult vs juvenile correctional settings and does not consider this response from SCDC to have been uncooperative or inappropriate.

Investigation of a Juvenile’s Death at a Wilderness Camp – DJJ pointed out to LAC that they misread and/or misapplied the requirements of SC Code § 24-9-35 as this statute does not require DJJ to notify SCDC of the death of a child on probation who is placed in a community residential placement. DJJ noted to LAC that the child was not “incarcerated” and was not housed in a “state correctional facility.”² DJJ also pointed out that the person required under the statute to make notification is the “facility manager” which, in the case of a wilderness camp, would not be a DJJ employee. DJJ also suggested to LAC that the proper way to address particular procedures applying to community residential placements would be through contractual documents with those entities rather than through internal DJJ policy and provided LAC with documentation showing that the State Standards for Residential Services, which is incorporated into and made a part of the governing contract with DJJ’s community residence providers, outlines the protocols and procedures applicable to all group care providers for reporting critical incidents, including the death of a child/youth in their care. DJJ also pointed out to LAC that since this death was determined by the local Coroner to be due to natural causes (asthma), the Coroner would be responsible to notify SLED’s Department of Child Fatalities under state law. LAC appeared to not consider any of this information in finalizing the report.

Security Policies at BRRC/Front Gate Operations — In the discussion about perceived issues with Front Gate Operations at BRRC, the LAC inaccurately states that officers must rely on memory to determine who is not permitted access through the gate. In fact, the officers have a notebook at the front gate to reference which maintains the photos from the alert board and, therefore, do not rely on memory. In addition, the Agency is converting all employee identification cards to those that must be scanned at the gate prior to entry. The gate control officer will scan the ID card, and the light indicator will flash green (approved) or red (not approved) for BRRC campus access. When fully implemented, the new system/process will be more efficient and staff will not rely on the notebook. Testing of the identification cards and indicators has been conducted and employee ID replacements have begun.

² SC Code § 63-19-330(A) requires the DJJ Director to have “separate divisions, the community-based services and institutional services of the department.” And SC Code § 63-19-350(13) defines one of the “community services” that the Department is required to provide to be “a variety of community-based programs to serve as alternatives to institutions including, but not limited to . . . wilderness camps . . . and other residential and nonresidential programs.”

Issues for Further Study/Trust Accounts – DJJ provided information to LAC that DJJ attempted to move this functionality to SCEIS, and personnel at the SCEIS project deemed such to be cost-prohibitive for the state of South Carolina. The agency’s use of QuickBooks is in line with how other agencies have managed accounts and/or data of this nature.

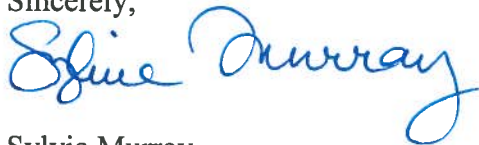
Issues for Further Study/Billing – DJJ pointed out to LAC that it is incorrect to say that DJJ has not requested the Department of Education’s assistance with withholding funds from school districts for outstanding DJJ invoices. Several years ago, DJJ enacted a process through DOE to have funds withheld from school districts with delinquent accounts. Various delinquent districts across the state contacted their legislative representatives and complained about the process of funds being withheld and the subsequent fiscal impact, which resulted in the collection process being halted.

Oversight of Juvenile Services/Education – The LAC’s conclusion that DJJ has unreliable data on its education staff is incorrect. The LAC was informed that accurate information is maintained by the Department, and DJJ provided the LAC with applicable teacher certification verification reports that are maintained in the District Office. Further, DJJ disagrees with the LAC’s statement referencing “fear and low morale among teachers” and that teachers are “ill-equipped to work in a correctional environment and deal with the type of students they are hired to teach.” DJJ teachers are trained to work in a correctional setting, have a professional development plan, and receive security training as part of new employee orientation. While the LAC reports that some employees may not be satisfied, DJJ’s surveys of employees reflect that the majority are satisfied.

Oversight of Juvenile Services/Oversight of Student Instruction – DJJ disagrees with the LAC’s conclusion that its education division does not monitor juvenile progress in alternative placements. DJJ provided student progress data to the LAC, but this information was not accurately reported.

Despite the challenges of the past year, DJJ staff has continued to work diligently each day to ensure that the best possible outcomes are achieved when youth are committed to DJJ facilities and/or supervision. I appreciate the role that the LAC plays in reviewing agencies and helping to identify areas for improvement. I look forward to working with the leadership of South Carolina and our partners across the state as we continue to improve conditions of confinement and enhance services being provided to delinquent youth in South Carolina.

Sincerely,



Sylvia Murray
Director

This report was published for a total cost of \$185; 55 bound copies were printed at a cost of \$3.36 per unit.

