

# Restructuring & Seven-Year Plan Report

## John de la Howe School

March 31, 2015

	Name	Date of Hire	Email
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Is the agency vested with revenue bonding authority? (re: Section 2-2-60(E))	No
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I have reviewed and approved the enclosed 2015 Restructuring and Seven-Year Plan Report, which are complete and accurate to the extent of my knowledge.

**Current Agency Director**

(Sign/Date):

(Type/Print Name):

Dr. Danny R. Webb, President

**If applicable, Board/Commission Chair**

(Sign/Date):

(Type/Print Name):

Barbara Devinney, Chair, Board of Trustees



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## I. Executive Summary

This report is submitted by the John de la Howe School (JDLHS) in response to new requirements under Section 1-30-10(G) of the South Carolina Government Code for state agencies to submit restructuring reports and a seven-year plan for increased cost savings and efficiencies to the Governor and General Assembly. This report is being submitted to the House Legislative Oversight Committee by its March 31, 2015, deadline.

While the agency does not have a seven-year plan, the Board of Trustees, agency staff and key stakeholders recently participated in an extensive planning process to develop a 45-page strategic plan and 45-page five-year school plan, using the format required by the Department of Education (SDE). The agency is preparing to submit its update of the strategic plan, required annually by SDE. On September 15, 2014, the agency submitted its 14-page Annual Accountability Report to the Executive Budget Office following the newly required format. The seven-year plan is a new requirement with which the agency is striving to comply.

**Historical Perspective.** Developed from the 1797 will of Dr. John de la Howe, JDLHS is the oldest residential child care facility in the state of South Carolina. Since its inception, the mission of JDLHS has changed as the organization has transformed from a long-term state orphanage into a state agency that embraces a commitment to prepare the at-risk children and youth it serves to be fully reintegrated into their homes and communities and to make positive contributions to their families, communities, and society as a whole.

The JDLHS enabling legislation of 1918 (Education Code Section 59-49-10) states that the agency must operate under a Board of Trustees. This act memorializes the 1797 will of Dr. John de la Howe in granting his plantation to the state for the care and schooling of needy children and for stimulating and improving the industrial life of the entire community. The language of the statute signifies that the will has been upheld by the South Carolina Supreme Court. The act further states that the resources of the property shall be used for the care of the children and the development of the school. The Board of Trustees has a stewardship responsibility to ensure that these fundamental provisions are honored and upheld.

Please refer to the “Historical Perspective” chart in the attached Excel document. As instructed, this focuses on changes implemented in the past ten years.

### **Purpose, Mission & Vision**

The purpose of the agency, as set forth in Education Code Section 59-49-100, is to “maintain and develop the school property [in McCormick County] in accordance with the purposes of the [1797] will of Dr. John De La Howe as interpreted by the Supreme Court of South Carolina”. . . and that the Board of Trustees of John De La Howe School shall instruct the Superintendent of the school to implement programs which shall meet the needs of children from all of South Carolina who for some urgent reason need to be separated from their home or community.

The mission of the agency is to *provide a safe haven for children to heal, grow and make lasting changes through counseling, education, and a culture of care and personal development.*

The vision of the agency is to be a state leader in delivering relevant and effective programs that advance behavioral healthcare, education and positive family relations for children and adolescents. JDLHS operates the only public school in South Carolina that accepts students who have been expelled from their home schools.

The John de la Howe School provides a range of services for at-risk children and youth ages 12-18 who are facing emotional, behavioral or academic challenges. Located in a rural farm setting, JDLHS is a Level II congregate care facility licensed by the SC Department of Social Services (DSS), DHEC and the State Fire Marshall. The agency provides counseling, residential care and schooling for at-risk children/adolescents when family relations, home school or local community are not able to meet their needs or when their behaviors affect the functioning of traditional support systems of home, school or community.

The average length of stay is 9 to 18 months, during which children and their families focus on new approaches to positive interaction, relationship building and attention to academic learning. Support is geared to returning youth to their home communities with improved social and decision-making skills, academic gains and career focus to avoid a life of dependency or incarceration.

As part of the agency's strategic planning process in fall 2014, the Board of Trustees reviewed and affirmed that the mission of the agency fills an important need in the continuum of care for at-risk youths in the state.

Please refer to the "Purpose, Mission" chart in the attached Excel document.

**Key Performance Measurement Results.** Please refer to the Key Deliverables chart in the attached Excel document.

1. As described elsewhere, the agency is under new leadership at both the staff and board level. Under President Danny Webb's leadership, new performance measures are being put into place.
  - The agency's facilities and residential care staffing levels receive and pass comprehensive annual reviews by DSS, DHEC and the State Fire Marshall to maintain licensure as a Level II facility for children with moderate emotional and behavioral challenges.
  - In 2013-14, the agency had 72 residential beds that met health and safety standards and licensing regulations. The agency is on track to have 88 licensed beds by the end of 2014-15, and the strategic plan proposes to increase the total number of licensed residential beds to 120 by July 2019, dependent on availability of funding.
  - A total of 113 children/adolescents were served in 2013-14.

- An Individual Plan of Care is developed with each child and her/his parents or guardian upon admission, and records of child and family progress are kept using the newly-implemented BestNotes data system.
- Parents and guardians of at-risk youth are engaged in counseling sessions, parenting training and support for transitioning their youth back to home and community.
- Staff leaders from three key youth service components – therapeutic, education, and residential care – are now meeting collaboratively to review youth and family progress in Individual Plans of Care and use the newly-implemented BestNotes software system as a tool for determining when the child is ready to return to family and home school.
- The Annual Accountability Report in its new format was completed in September 2014 and provides a new framework for monitoring agency progress in multiple dimensions and is reviewed on a regular basis by the agency head and executive team.
- The five-year District/Agency Strategic Plan and five-year School Plan completed this past year for the Department of Education also provide a framework for monitoring agency progress in multiple dimensions and are reviewed on a regular basis by the agency head and executive team.
- Education is provided for at-risk youth in grades 6-12 in alignment with SC standards and accreditation requirements.
- Schooling is provided onsite for grades 6-10 with some youth served in the Wilderness Program and some in the L.S. Brice School. Youth in grades 11-12 attend McCormick High School.
- The PowerSchool system is now being fully utilized, following the training of six additional staff, to record pupil attendance and grades, track student academic progress, and comply with other reporting requirements of the Department of Education.
- The agency maintains a list of maintenance tasks, assignments and priorities, and the Director of Finance and Business Operations tracks progress on an Excel spreadsheet to monitor progress.
- Food Services meets dietary and nutritional requirements for schools, in compliance with the National School Lunch Program and state and federal funding requirements. Purchasing requests for food and related supplies are monitored in relating to the census of youth to be served.
- Staff are fully compensated for the services provided.
- Employee benefits are administered in accordance with state and federal guidelines.

- All staff position descriptions are in the process of review to assure they are aligned to the agency's mission.
- Full implementation of the Employee Performance Management System (EPMS) is in process for planning with and evaluation of all employees.
- School Climate Surveys were initiated in fall 2014 to assess child and parent satisfaction with the school (educational component) environment.
- Parent Surveys were initiated in fall 2014 to assess parent satisfaction with overall services provided.
- Work Environment Surveys were initiated in fall 2014 to assess employee satisfaction with the work environment.

## II. Organizational Profile

1. **Main Deliverables.** Please refer to the “Key Deliverables” chart in the attached Excel document.
2. **Key Customers.** Please refer to the “Key Customers” chart in the attached Excel document. In addition, it is worth noting the 2013-14 characteristics of youth ages 12-18 served by the agency:
  - Many of the students served by John de la Howe School fit the academic description of “over-age and under-credited.”
  - At least 66% entered placement with one or more diagnoses from the Diagnostic and Statistical Manual of Mental Disorders, 5<sup>th</sup> Edition (DSM-5).
  - Approximately 55% of students in placement have documented trauma such as death of a family member or friend, family separation, and/or emotional, physical, and sexual abuse.
  - Approximately 65% are prescribed some form of psychotropic drug
  - Approximately 18% have known issues of physical or sexual abuse and/or neglect.
  - Approximately 7% have been expelled from their local school districts as a result of inappropriate behaviors in the school setting. Serving children with special needs such as these, JDLHS is the only school in the state that accepts students who have been expelled from their home schools.
  - While the agency has a statutorily mandated tuition requirement, at least 65% of families served are unable to pay more than the minimum rate on a sliding scale according to net income. For families living at or below the poverty line, even the minimum is a challenge.
  - Of the residential youth served, 69% were boys and 31% were girls.
  - Approximately 62% of students served at JDLHS are African-American – 68% boys and 32% girls. Studies indicate the black-white income gap is nearly 40%

greater today than it was in 1967 and that black students are three times as likely to be suspended or expelled from school, setting them up for educational failure.

3. **Key Customers.** Please refer to the “Key Stakeholders” chart in the attached Excel document.
4. **Other state agencies with biggest impact on agency’s mission success.** Please refer to the “Key Partner Agency” chart in the attached Excel document.
5. **Performance Improvement Systems.** Under new leadership in 2014, the agency has completed planning requirements for the five-year SDE district and school planning processes and the Annual Accountability Report process for the Executive Budget Office. The Board of Trustees routinely reviews comparative financial statements and other performance measures. Agency leadership staff routinely review performance measures, as discussed under item b below. In addition, the District/Agency Strategic Plan and 5-Year School Renewal Plans require stakeholder involvement in the annual review process.

Several databases and programs help to record and track various measures. (These are described under Section V.C. below.) The BestNotes system was initiated in summer 2013 to track youth and family progress in achieving goals set in each child’s therapeutic Individual Plan of Care. Under President Webb’s leadership, staff leaders from three key youth service components – therapeutic, education, and residential care – are now meeting collaboratively to review progress, record it in the BestNotes system, and use it as a tool for determining when the child is ready to return to family and home school.

6. **Organizational Chart.** Please refer to attached organization chart. The staffing organization is currently under review by the new agency administration. In viewing this chart, readers are reminded that JDLHS provides services on a 24/7 basis and complies with DSS-mandated staffing requirements for youth receiving residential care in a Level II facility.
7. **Agency Head Reporting.** The agency head reports to a Board of Trustees appointed by the Governor. Please refer to the “Overseeing Body-General” and “Overseeing Body-Individual Member” charts in the attached Excel document.
8. **Emerging Issues Impacting Agency in Next Five Years.** [Most of previous entries here moved to “Recommended Restructuring,” Item V. D. below.]

Questions on the independent status of this small agency have been periodically raised, and suggestions have been made to place the agency under DJJ or to consider other options. To date, no viable option for consolidation has been presented that protects the legal stewardship responsibility of the Board of Trustees to ensure the provisions of the enabling legislation and the will of Dr. John de la Howe are carried out.

Please refer to more extensive analysis of emerging issues under “Recommended Restructuring,” Item V. D. below. That section discusses new agency leadership, technical assistance in progress, and both external and internal considerations relating to potential restructuring.

### **III. Laws (Statutes, Regulations, Provisos)**

JDLHS is responsible for following numerous laws and regulations, particularly those of DSS, Education, and Health and Safety. Please refer to the Legal Standards chart in the attached Excel document.

### **IV. Reports and Reviews**

Please refer to the “Agency Reporting Requirements” chart in the attached Excel document. The attached Internal Audit chart is marked Not Applicable. JDLHS is a small agency and does not conduct internal audits. The agency is however, subject to audits by independent CPA firms contracted by the State of South Carolina to review agency accounts and accounting procedures. The most recent independent auditor’s review of agreed-upon procedures was conducted in 2014 for the fiscal year ended June 30, 2013.

The agency also provided a Response on Proviso 7.5 to the Governor and Legislature approved in the 2014-15 state budget. During 2014 and 2015 the agency has been providing quarterly progress reports to the Governor and Legislature.

### **V. Key Performance Measurement Processes**

In fall 2014, JDLHS conducted a three-month process to develop a strategic plan and five-year school plan responding to requirements of the Department of Education. During that same time, the agency submitted its Annual Accountability Report to the Executive Budget Office. These reports required agencies to respond to new complex formats and terminology. This restructuring report requires responses that include some similar information but in considerably different presentation, in multiple ways, and with very challenging cross-referencing among multiple documents that are difficult to manipulate and challenge even high-powered computers. As a small state agency, the information provided below is its best effort given the 28-day notice and limited staff available.

As discussed elsewhere, the agency has been without a Quality Assessment Manager for over five years and, per Proviso 7.4, does not have legislative authorization to fill any new positions not related to residential care for children. Filling this position would be crucial in support of performance measurement and improvement, as well as ensuring fidelity in program delivery.

Since most of the performance measures were developed as of September 2014, current measurements are not available. The agency readily provides current

information to inquiries from the legislative committees overseeing the agency's budget.

Because JDLHS is a very small agency, the following information requested in sub-items a through d of the instructions applies to each of the categories and subcategories below, unless otherwise specified.

- a. Comparison data is not available. JDLHS is a small hybrid agency tied by statute to a specific piece of real property in rural South Carolina. It is the only residential facility for at-risk children in the state that operates a diploma-track school on the premises for children in its care – making it unique in South Carolina. Further, it is the only public school in the state that enrolls students who have been expelled from their home districts.
  - The School for the Deaf and Blind in Spartanburg is the one exception, but it serves children with special physical conditions, including multiple disabilities.
  - The Wil Lou Gray School in West Columbia is not comparable because it youths ages 16-19 with a GED-track program that falls under “adult education.” In contrast, the requirements for diploma-track educational programs applying to JDLHS are decidedly more prescriptive and costly to operate.
  - JDLHS does not graduate students; rather, residential youth at JDLHS in 11-12<sup>th</sup> grades participate in classes and are graduated from McCormick High School.
  - While some congregate care is provided by nonprofit providers in the state, it is not known whether other states offer such services (public or private), other than for adjudicated juveniles requiring incarceration.
  - Private congregate care agencies operating in South Carolina, none of which offers an on-campus school, include the Southeastern Children's Home in Duncan, the Connie Maxwell Children's Home in Greenwood, and the Epworth Children's Home in Columbia.
  - The agency strives to keep abreast of best practices in children's congregate care and treatment, education and staff development. Memberships are maintained and staff and board members participate in trainings with the American Association of Children's Residential Centers, the Palmetto Association for Children and Families, and the South Carolina School Boards Association.

In fall 2013, the Inspector General conducted a review of the agency. The IG responded to the Board's January 9, 2014, response to his draft report with these comments:

*I can assure you the report will be clear that given your mission much closer to capacity, **your costs are in line with industry**. We have even more evidence and appreciation that **your school**, based on a couple of recent interviews, **is uniquely situated in the state for level II children inasmuch as other non-profit level II facilities who send their kids to public school “struggle”**. The most important distinction not well articulated by the IG was your service to direct placements—regular citizens with children having out of control behaviors and really have no other viable economic option.*

***JDLH should not have to continually explain its relatively high costs compared to the local middle school given your mission.***

- b. Senior leaders who review performance measures: New performance measures implemented since fall 2014 are reviewed at least quarterly by senior leaders and periodically by the Board of Trustees. Senior staff leaders who review performance measures are the agency head and Executive Council, comprised of the leaders of these functional areas:

President (agency head)	Educational Services
Student & Family Services	Business Operations
Behavioral Health Services	Human Resources
Admissions	Advancement & Development

These senior staff leaders are charged with reviewing at least monthly the progress towards performance in their specific areas.

- c. Trends the agency has seen and the method by which it analyzes trends in these results.

Using the new BestNotes system and other data gathering programs, the new agency leadership will be better able to monitor performance measures and trends on a regular basis as described elsewhere. Many of the performance measures are new, and capacity and service levels are heavily impacted by funding decisions of the Governor and General Assembly.

Trends are covered more fully under “Recommended Restructuring,” Item V. D. below.

- d. Control over results is heavily impacted by funding decisions of the Governor and General Assembly (as noted in the preceding item c.). Control is also impacted by placements from DSS and DJJ and from referrals from local school districts (which have a financial disincentive to make direct referrals). Licensed residential bed capacity and numbers of youth who can be served are highly dependent on funding appropriations.

Please refer to expanded discussion under “Recommended Restructuring,” Item V. D. below.

## **A. Results of Agency’s Key Performance Measurements**

JDLHS strives to keep abreast of best practices in its treatment modalities for at-risk youth. Those currently in use include:

- “Think:Kids,” a cognitive-behavioral therapeutic intervention recommended for at-risk youth, initiated at JDLHS in June 2011 following consultation on campus with Dr. Stuart Ablon, Director of Think:Kids in the Department of Psychiatry at Massachusetts General Hospital.
- “MindSet,” a system of preventing and managing aggressive behavior to eliminate the need for physical restraint or seclusion and promote culture of prevention. Training is available through MindSet Consulting of Asheville, NC.
- Trauma-Informed Care promotes an environment intended to be supportive, comprehensively integrated, and empowering for trauma survivors. Materials and training are available from the National Center for Trauma-Informed Care, funded by the federal Center for Mental Health Services (CMHS) of the Substance Abuse and Mental Health Services Administration (SAMHSA).
- A modified Campbell Loughmiller approach, used in the Wilderness Program, features experiential learning, emotional growth, daily group goal setting and problem resolution in a wilderness setting. This approach is recognized by the National Association of Therapeutic Wilderness Camps (NATWC).

### **Mission Effectiveness**

1. Key performance measurements for mission effectiveness focus on improving personal development and academic achievement levels of at-risk youth.
  - Improving coping skills and demonstrating appropriate behaviors in various social circumstances are key aims for all youth served by JDLHS. Criteria for youth progress in meeting personal development and family-related goals are identified in the Individual Plan of Care that JDLHS establishes once a child arrives on campus. Progress is recorded in the relatively new BestNotes software system that enables staff to track and measure progress. This system will assist with generating aggregate data for future reports.
  - Academic measures affect individual students and the accreditation process. Student progress is recorded in the PowerSchool system.
    - The school’s 2014 report card reflects an absolute rating of school at-risk but a growth rating of excellent. The state school report card will no longer be used

for accountability. (The federal accountability is the ESEA report; however, JDLHS does not get an ESEA score because it does not graduate students or have a graduation rate. Youth in grades 11 and 12 at JDLHS attend McCormick High School and are graduated from there.)

- The percent of students passing the SC end of course (EOC) English I exam was 50% in 2013-14, increased from 48% the previous year. The plan aims for a 52% pass rate in 2014-15; however, test results will not be available until June 2015. The plan aims for 58% by July 2019. Please note that most youth at JDLHS are “over-age and under-credited” when they arrive.
- The SCDE school accreditation rating in 2013-14 was “Warned.” Under new leadership, corrective action has been taken, and the agency is on track for an “All Clear” rating in 2014-15.

### Mission Efficiency

2. Key performance measurements for mission efficiency focus on licensed residential capacity and optimal occupancy of residential youth consistent with DSS-mandated staffing ratios for supervision of youth. Actual bed capacity and mandated staffing ratio levels required for increased occupancy are dependent on legislative budget authorization.

- *Residential Capacity.* In 2013-14, the agency had 72 residential beds that met health and safety standards and licensing regulations. While the census fluctuates as youth enter and leave the program, the agency served a total of 113 individual residential youth during that year.
- *Optimal Occupancy.* In 2014-15, the agency is on track to have 88 licensed beds. The strategic plan proposes to increase the total number of licensed residential beds to 120 by July 2019. Occupancy is subject to funding for staffing.

<b>Residential Capacity and Optimal Residential Occupancy</b>						
	Actual		Projected			
	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Residential Capacity (Licensed beds plus mandated staffing ratios)	61	72	88	96	104	120
Average Annual Optimal Residential Occupancy	54	55	72	77	83	96

Chart V.A. 2.1-1

Because the agency has fixed operating costs regardless of the number of youth in residence, increasing the number of youth in residential care produces a lower cost-per-student analysis. In addition to funds needed to bring cottages up to licensing

standards, recurring funds are required to serve additional youth to meet the DSS-mandated staffing ratios for the supervision of youth with emotional and behavioral challenges.

Achieving optimal residential occupancy is dependent on legislative budget authorization for required staffing. The ratios of direct care and supervisory staff to Level II children have increased in recent years, with the current DSS-mandated staffing ratios as follows:

- 1:8 One Residential Counselor for every 8 students, 3 shifts per day
- 1:16 One Program Treatment Services Coordinator (PTSC), 1 shift per day

While not mandated by DSS, an additional Clinical Therapist is needed for each additional 20 youths, one shift per day.

In addition to residential youth served, during 2013-14, the agency served 23 alternative education day students from Abbeville District 60 and participated in agency education and therapeutic programs. Those enrollment numbers vary each year, but the memorandum of agreement with the Abbeville district allows for up to 30 day students each year.

Presented below is a chart shared with the House and Senate budget subcommittees in January and March 2015 provides a five-year history of numbers of licensed cottages and Wilderness camps licensed compared with the numbers that are “open,” meaning staffed and serving youth. With a total of 12 cottages, several have deferred maintenance needs and do not meet licensing requirements.

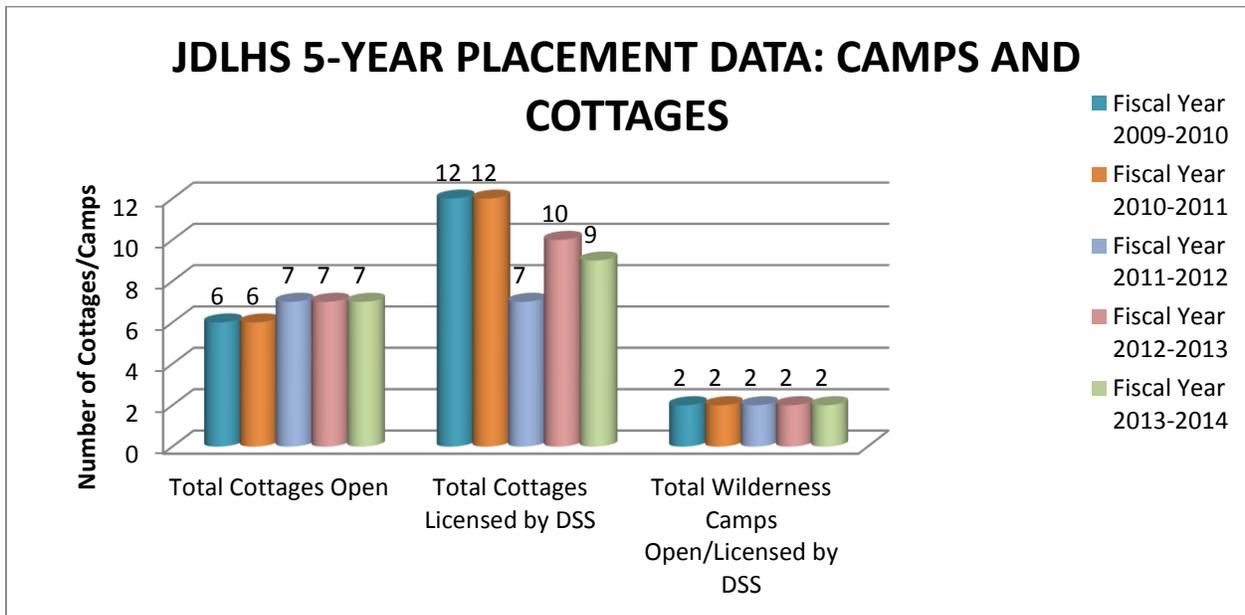


Chart V.A. 2.1-2

## Quality (Customer Satisfaction)

3. For the agency as a whole, two key performance measurements for quality relating to customer requirements and expectations include:

- Parent Surveys were initiated in fall 2014 to assess parent satisfaction with overall services provided.
- School Climate Surveys were initiated in fall 2014 to assess child and parent satisfaction with the school (educational component) environment.

Two sample charts selected from multiple survey questions on the parent satisfaction survey in the Wilderness Program are provided below:

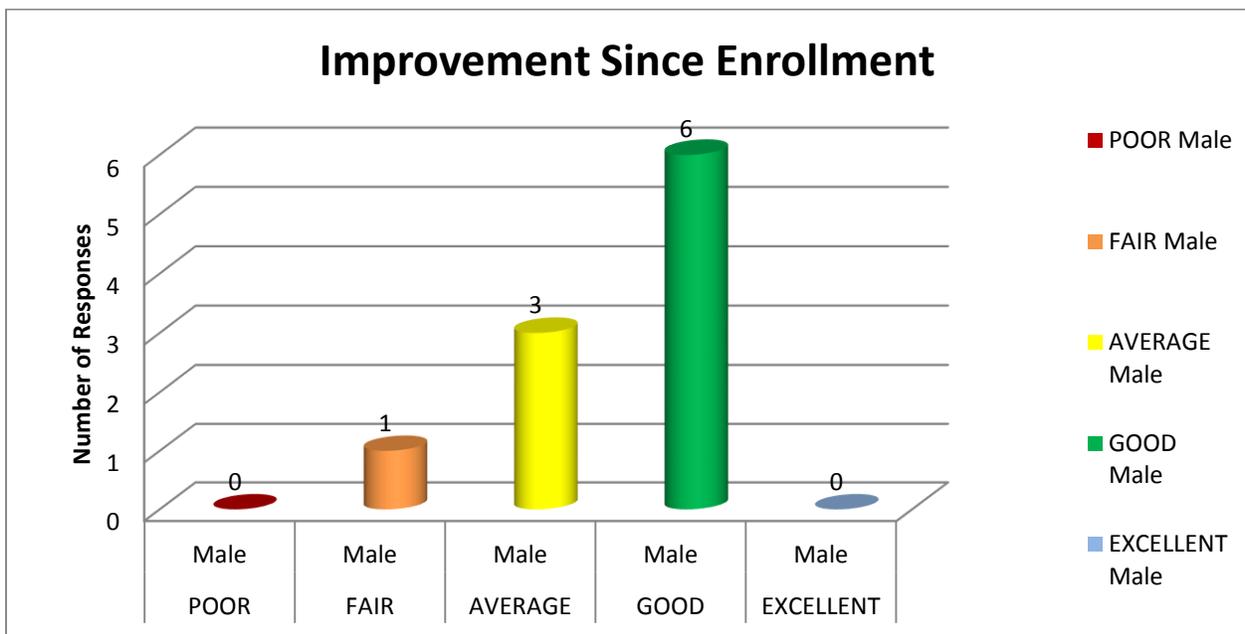


Chart V.A. 3.1-1

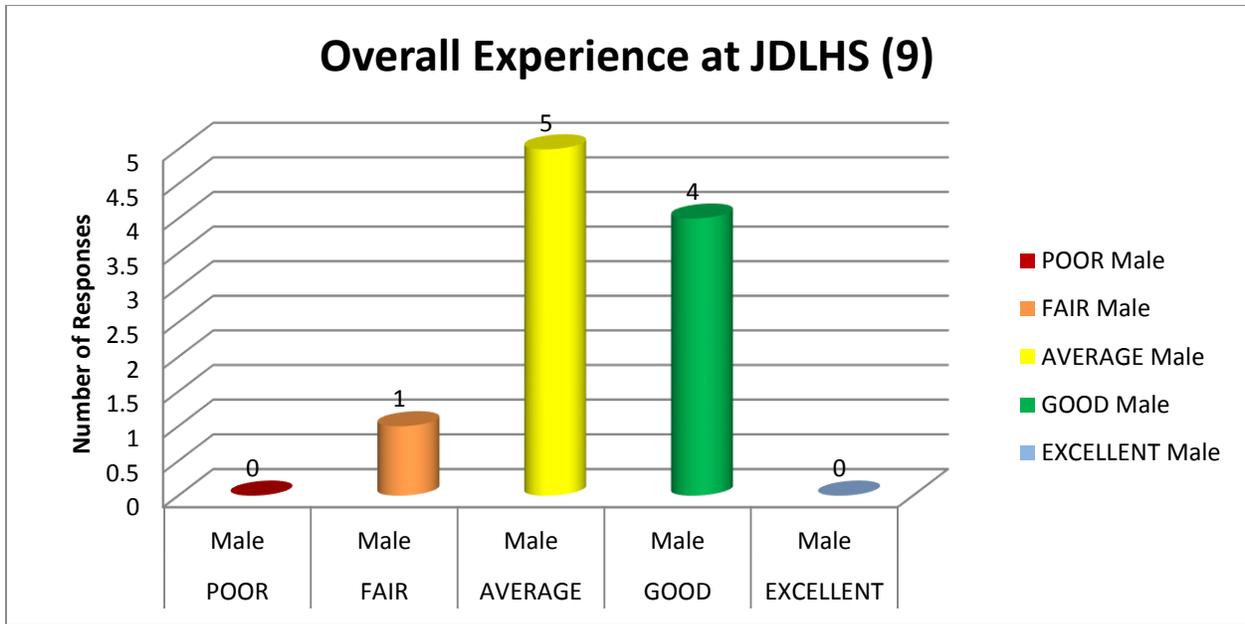


Chart V.A. 3.1-2

Performance measurements for quality relating to customer requirements and expectations for each of the agency’s programs listed in the attached Major Program Areas include:

Administration and Personal Service. This portion of the budget covers the agency head (President), the Director of Advancement and Development, the Human Resources Director and the HR Assistant.

- The agency head, President Danny Webb, provides ongoing leadership and management of all operations; facilitates the work of the Board of Trustees; provides liaison with the legislature, other state agencies, affiliated professional organizations and stakeholders; represents the agency in public forums and conducts student recruitment throughout the state. The president’s performance is evaluated annually in accord with requirements of the State Agency Head Salary Commission.
- Other positions funded through the Administration and Personal Service category are evaluated annually through the Employee Performance Management System (EPMS).

Education (accredited school providing middle through high school educational services to students in a residential treatment setting).

- School Climate Surveys were initiated in fall 2014 to assess child and parent satisfaction with the school (educational component) environment.

Children's Services (includes residential care, behavioral health, experiential learning and a Wilderness Camp).

- Parent Surveys were initiated in fall 2014 to assess parent satisfaction with overall services provided.

Support Services (includes physical plant maintenance, fleet management, food service and housekeeping).

- Work Environment Surveys were initiated in fall 2014 to assess satisfaction with work environment. (Discussed under Workforce Engagement below.)

Employee Benefits (ensuring that staff are fully compensated for services provided).

- Staff are fully compensated for the services provided.
- Employee benefits are administered in accordance with state and federal guidelines.

## **Workforce Engagement**

4. For the agency as a whole, performance measurements for workforce engagement, satisfaction, retention and development – under new agency leadership – the focus is on:
  - Reviewing position descriptions to assure they are aligned to the agency's mission.
  - Fully implementing the Employee Performance Management System (EPMS) planning and evaluation process with all employees.

For each program listed in the agency's Major Program Areas chart, the items include:

### Administration and Personal Service

- The agency head position experienced turnover in spring 2014. President Danny Webb became Interim President on February 21, 2014, and following a search process involving a number of stakeholder representatives, the Board of Trustees named him to the position of Director on June 26, 2014. The previous agency head served from June 2010 - February 11, 2014, and before that the agency head served from July 2005 - June 2010.

The planning document for evaluating the president was reviewed with the Board and provided to the Agency Head Salary Commission in September 2014.

- The Director of Advancement and Development joined the agency in June 2013. He is evaluated annually by the president using the EPMS process.

- The Administrative Assistant position had been filled by a long-time employee who re-retired in June 2014. Following Dr. Webb’s appointment as President, another long-time agency employee was promoted to the position. This position is evaluated annually by the president using the EPMS process.

#### Education, Children's Services and Support Services

- Work Environment Surveys were initiated in fall 2014 by President Danny Webb. A sample response was that 50% agreed and 15% strongly agreed that the work of JDLHS positively impacts people’s lives.

#### Employee Benefits (ensuring that staff are fully compensated for services provided)

- Staff are fully compensated for the services provided.
- Employee benefits are administered in accordance with state and federal guidelines.

### **Operational/Work System Performance**

5. For the agency as a whole, performance measurements for operational efficiency and work system performance include the following:
  - The agency’s facilities and staffing levels are reviewed annually by DSS, DHEC and the State Fire Marshall to meet licensing requirements as a Level II facility for children with moderate emotional and behavioral challenges. This is a comprehensive process that consumes considerable staff time and effort. The agency has successfully met licensing requirements on an annual basis.
  - In addition to monitoring residential occupancy in relation to licensed residential capacity, the agency records the number of at-risk youth in grades 6-12 receiving educational instruction in its various components. Schooling is provided onsite for grades 6-10 with some youth served in the Wilderness Program and some in the L.S. Brice School. Youth in grades 11-12 attend McCormick High School. Education is provided in alignment with SC standards and accreditation requirements, and enrollment is recorded in the PowerSchool data system required by the Department of Education.
  - Middle school student grades are recorded and high school student grades and credits earned and attempted are recorded in the PowerSchool data system. Since most youth at JDLHS are “over-age and under-credited” when they arrive, comparisons with other entities would be meaningless.
  - The agency involves parents and guardians of at-risk children and adolescents in counseling sessions and provides parenting training and support to transition youth back to home and community. Participation of parents is required in the child’s individual plan of care, and attendance is recorded.

- At the time of the child's admission, the agency develops an Individual Plan of Care for the child, involving the child and parents or guardians in the process. Records of child and family progress are kept using the BestNotes data system.

Performance measurements for each of the agency's programs listed in the attached Major Program Areas chart include:

#### Administration and Personal Service

- The new format for the Annual Accountability Report completed in September 2014 provides a new framework for monitoring agency progress in multiple dimensions. This document is required by the Executive Budget Office. It is one of the documents monitored on a regular basis by the agency head and executive team.
- Completion of the five-year District/Agency Strategic Plan and five-year School Plan this past year also provides a framework for monitoring agency progress in multiple dimensions. These templates are prescribed by the State Department of Education and are updated annually. These documents are also monitored on a regular basis by the agency head and executive team.

#### Education

- The agency's State Report Card Absolute Rating in 2014-2015 was "School at Risk." With a new agency head and principal in place, the agency's planned to improve this rating to "Below Average" in 2015-16; however, the school report card has been discontinued by the Department of Education. (Discussed previously.)
- New performance measures and reporting systems being initiated include increasing academic promotion for youth leaving the program.

Children's Services (includes residential care, behavioral health, experiential learning and a Wilderness Camp).

- New performance measures and reporting systems being initiated include increasing the percent of students improving on the Success Criterion used in the Individual Plan of Care.
- New performance measures and tracking systems being initiated include improving long-term behavioral outcomes for youth leaving the program, being tracked through the new BestNotes database program.

Support Services (includes physical plant maintenance, fleet management, food service and housekeeping.)

- The agency maintains a list of maintenance tasks, assignments and priorities, and the Director of Finance and Business Operations tracks progress on an Excel spreadsheet to monitor progress.
- Food Services meets dietary and nutritional requirements for schools, in compliance with the National School Lunch Program and state and federal funding requirements. Purchasing requests for food and related supplies are monitored in relating to the census of youth to be served.

Employee Benefits (ensuring that staff are fully compensated for services provided)

- Staff are fully compensated for the services provided.
- Employee benefits are administered in accordance with state and federal guidelines.

## **B. Most Critical Performance Measures**

The three most important agency responsibilities include:

1. Providing a safe and nurturing environment for children/adolescents with emotional and behavioral challenges.
2. Providing therapeutic services and guidance to children and adolescents with moderate emotional and behavioral challenges.
3. Providing accredited educational services to keep children on track and advance in academic achievement.

## **C. Databases and Document Management**

1. Databases and document management systems used in the major program areas include:

### Administration

- SCEIS (South Carolina Enterprise Information System) is used for accounting, purchasing and personnel (human resources), including processing of the Employee Performance Management System (EPMS).
- Training Manager 2014 Enterprise Edition by Kaizen Software Solutions, used for employee training and development.

- Microsoft Word, Excel and PowerPoint programs used for reports, correspondence, calculations, presentations and generating reports required by other agencies and the legislature.
- Information technology (IT) programs include:
  - Barracuda Virus Protection and Spamware
  - Barracuda Web Filter
  - Avast – desktop virus protection
  - Microsoft Exchange – e-mail service
  - Enterprise License for Windows and Microsoft Office 2013

Children's Services (includes residential care, behavioral health, experiential learning and a Wilderness Camp)

- BestNotes customer relation management (CRM) software, used to record youth and family progress in therapeutic goals and individual plans of care.

Education – L.S. Brice School, including Wilderness Program

- PowerSchool data system required by State Department of Education, used for recording student attendance, grades, transcripts, school discipline (for district as well as individual), master scheduling and Education Finance Act (EFA) coding. Also captures student demographics, gender, ethnicity, and medical and health information.
- PLATO (Programmed Logic for Automatic Teaching Operations), used for curriculum development and classroom teaching and learning. Also serves youth in grades 11 and 12 who have been expelled from their home schools and thus ineligible to attend McCormick High School.
- STAR (Standardized Testing and Reporting), used to measure student growth when entering and exiting.
- ACT WorkKeys database program, used in Learning Strategies classes to identify employment readiness. This program assesses students' foundational skills that are valued by employers and generates National Career Readiness Certificates that help them qualify for various positions in the workforce and for higher entry-level wages. The program allows students to link their skills and interests with skills needed in over 17,000 occupations. Being implemented for use with start of 2015-16 academic year.

## D. Recommended Restructuring

1. No. The agency is under new leadership and does not recommend restructuring at this time.

While the current Board of Trustees and administration of the JDLHS remain open to considering the potential for aligning more closely with another state agency (or agencies) to enhance the provision of services to at-risk children and families and to achieve efficiencies, ***no current option appears to address the legal stewardship responsibility of an independent Board of Trustees to ensure that the fundamental provisions of the agency's enabling legislation are honored and upheld.***

While the John de la Howe School does not recommend internal restructuring as of March 31, 2015, the agency is currently in the process of considering potential restructuring. This is occurring with new agency leadership developed in 2014 and working with technical assistance for SDE and the Budget & Control Board, an Inspector General's report, and ongoing legislative inquiry and dialogue. Because of this inquiry, the Board of Trustees is providing the following information to describe current factors and emerging issues affecting consideration of potential restructuring.

New Agency Leadership. The Board of Trustees has completely new membership since June 2013, when only two members were serving. Four of the eight current board members were appointed in spring 2014, and one in February 2015. The Governor appoints the trustees, and eight of the nine available positions are currently filled.

On June 26, 2014, Interim President Dr. Danny Webb was appointed to the position of Superintendent/Agency Head/President to serve as the chief executive officer. He served as the interim president from February 21 and previously served as the Director of Student and Family Services. He has been with the agency for over seven years.

To comply with recent Department of Education accreditation requirements that the agency have a certificated superintendent, Dr. James Franklin was hired the end of June 2014 on a part-time basis as Consulting Superintendent.

To comply with Proviso 7.5 of the 2014-2015 2015 state appropriations act, a chief operating officer was assigned to JDLHS for four months to provide technical assistance and prepare a report. That person's service was concluded at the end of September 2014. To date no copy of the report has been provided to the agency.

Inspector General Review and Agency Response. In fall 2013, State Inspector General Patrick Maley conducted a review of John de la Howe School, which resulted in a number of observations and recommendations issued in a report on January 24, 2014. Virtually all recommendations have been implemented. Relevant portions of the following documents are recited in this document:

- JDLHS Board of Trustees' January 9, 2014, five-page response to the IG's report.

- Agency's October 1, 2014, document, totaling 51-pages, submitted to the Governor and Legislature in response to questions raised in Proviso 7.5. This included responses to all items raised in the Inspector General's report; assesses the agency's current administrative practices relating to budgeting and finance, technology, real estate and facilities management; and addresses the costs of facilities management and technology management in comparison compared with securing a private company to provide the services.

Legislator Visits to JDLHS Campus. Three members of the Senate visited, met with students and toured the campus on October 24, 2014. They have offered favorable reports. The three legislators included Senator Shane Massey, who serves part of McCormick County; Senator Billy O'Dell, who chairs the General Committee and serves on Senate Finance; and Senator Wes Hayes, who chairs the Senate Finance Subcommittee on K-12 Education.

Scheduling of a visit by members of the House of Representatives has been in process since summer of 2014, and the agency is hopeful that will occur in the near future.

### **External Considerations**

Agency Enabling Legislation. The JDLHS enabling legislation of 1918 (Education Code Section 59-49-10) states that the agency must operate under a Board of Trustees. This act memorializes the 1797 will of Dr. John de la Howe in granting his plantation to the state for the care and schooling of needy children and for stimulating and improving the industrial life of the entire community. The language of the act signifies that the will has already been upheld by the South Carolina Supreme Court. The act further states that the resources of the property shall be used for the care of the children and the development of the school. The Board of Trustees has a legal stewardship responsibility to ensure that these fundamental provisions are honored and upheld.

2010 Legislative Restructuring Review. In November 3, 2010, former JDLHS President Thomas Mayer appeared before the State Agency Restructuring Committee, a joint committee of the General Assembly, to address questions of possible consolidation or realignment of the agency within the systems of care – with outcomes yielding no conclusion that such a consolidation or realignment would yield cost savings or improved quality of services for the state.

Current Agency Position on Restructuring. While the current Board of Trustees and administration of the JDLHS remain open to considering the potential for aligning more closely with another state agency (or agencies) to enhance the provision of services to at-risk children and families and to achieve efficiencies, *no current option appears to address the legal stewardship responsibility of an independent Board of Trustees to ensure that the fundamental provisions of the agency's enabling legislation are honored and upheld. Preservation of the real property in its rural upstate location for the purposes intended by the will of Dr. John de la Howe, which has been upheld by the SC Supreme Court, must be honored and recognized not only for its longstanding service to needy children but its important impact on the surrounding rural community – both economically and historically.*

Impact of Restructuring on Local Community. McCormick County is one of the poorest counties in the state, with precious little industry or commercial enterprise. The population of McCormick County is only 10,000 people, 49.7% of whom are African American. Given the school's founding 218 years ago, the town of McCormick has grown up around the John de la Howe School.

It has been one of the largest employers in the community; many alumni who resided there as orphans have chosen to live in McCormick and have ties throughout the community; many churches, service clubs and volunteers contribute time and money to support services to youth at the agency. In short, the agency is an integral part of the community. The McCormick County Council, the mayor, and the local legislative delegation acknowledge and support the agency in its present service to at-risk children and adolescents with moderate emotional and behavioral challenges.

Part of the cultural heritage and pride of JDLH to the local community is that the school is listed on the National Register of Historic Places (<http://www.delahowe.k12.sc.us/html/ourhistory.htm>). Dr. de la Howe's tomb is on the property along with a cemetery honoring others who've provided faithful service to the school over the years. The property is also the site of a treasured Old Growth Forest. It has long been recognized as an "old-growth stand of oak-pine forest protected against fire and timbering since 1797. It is one of the best remaining examples of this forest type in the Piedmont." It was added to the list of Registered National Natural Landmarks in 1976 (<http://www.nature.nps.gov/nnl/site.cfm?Site=JOHO-SC>).

Suggestions have been made in recent years to close the agency and/or turn the property over to the Department of Juvenile Justice. In addition, restricted budget appropriations have been hampered the agency's ability to repair residential cottages to restore capacity to serve additional children and reduce cost-per-student analysis. However, no representatives from the agency and no local elected officials report being consulted on "repurposing" the property. Instead, they have been placed in the position of having to react on short notice to attempts to change the long-standing nature of the property.

The nonprofit McCormick Children's Home, a 12-bed Level I facility located on the JDLHS campus and providing temporary shelter to children from throughout the state, would be adversely impacted by DJJ control. Eleven years ago, the Children's Home renovated a dilapidated building on the JDLHS campus using donated materials and volunteer labor. It provides rent of \$1 per year to JDLHS, which is all its budget can allow. Since its licensing regulations would not allow it to house Level I children at a DJJ-operated facility, the Children's Home would need to find an alternate site and build a new facility at a cost of over \$1 million, which it does not have.

McCormick County already has a maximum security prison. County officials and residents agree the county does not need another criminal justice facility. It needs greater diversity in its economic development efforts, and it does not want to lose the 218-year cultural heritage of the John de la Howe School.

Potential Placement of JDLHS within a Larger Agency. The functions of JDLHS intersect with several state agencies. However, if JDLHS were subsumed under a larger agency, its Board of Trustees, if any, would likely be reduced to advisory status only and its role in stewardship and protection of the real property in McCormick County for care and schooling of children in need would be lost. Additional reservations connected to each of the potential options are set forth below.

- Department of Social Services (DSS). This is a very large cabinet-level agency that has responsibility for care and protection of vulnerable children and adults. Historically, the department's Child Protective Services mission is most closely aligned with that of JDLHS. For many decades, JDLHS operated as an orphanage (a Level I facility), caring for children for five or ten years or more at a time. As such, it has long been the primary source of referrals of children and youth served in residence at JDLHS. DSS currently has responsibility for serving as the primary licensing entity for JDLHS as a Level II congregate care facility for children.

The Inspector General's January 2014 report on JDLHS suggested possible placement of the agency under DSS. The agency's response (previously submitted) is that:

The lack of referrals from DSS for the past three years is a direct result of that agency's Families First initiative, and the "Wildly Important Goals" emphasized by the previous director. Those goals and their consequences have been the subject of an extended inquiry over the past several months by the Senate DSS Oversight Subcommittee.

On July 14, 2014, the JDLHS Board Chair Barbara Devinney and President Danny Webb sent a letter to the DSS Oversight Subcommittee describing the severe decline in referrals to JDLHS since 2011 and urging that subcommittee to "promote full utilization of the John de la Howe School as a matter of public policy." The letter further stated that "the state should recognize that it has a long-standing investment in the facilities and resources of the John de la Howe campus, and that other state agencies and public school districts should be encouraged to fully utilize its resources for the public care and education of the state's children. Such an effort would minimize external recruiting costs, keep the facility at full capacity, and support a multi-agency collaborative approach to seeing John de la Howe succeed in its mission to serve children and families in need."

Ms. Susan Alford was recently confirmed by the Senate to assume the post of Director of Social Services. On February 9, 2015, JDLHS Board Chair Barbara Devinney forwarded the July 14, 2014, letter to Ms. Alford urging her to initiate a policy that encourages case workers and placement specialists to consider placing appropriate teens with John de la Howe. While most students currently go home during school breaks, staffing is available for 365-day-a-year care. Such a move would help to stabilize the residential census on a year-round basis. The letter also invited Ms. Alford to visit the campus and encouraged her to include the agency in periodic group meetings with other provider organizations and advocacy groups.

- Department of Mental Health (DMH). Because the focus of JDLHS is on serving children and adolescents with moderate emotional and behavioral challenges, a case could be made for placing the agency under DMH. The downside to this is the stigma perceived by children and their families of “being sent to a mental health facility.” The youth served by JDLHS have not succeeded well in their home schools. “Being sent to a school out in the country” does not carry such connotation. JDLHS continues to work closely with DMH staff in McCormick County.
- Department of Education (SDE). This is a very large department with a newly elected Superintendent of Education. JDLHS is receiving technical assistance from the department’s Office of Federal and State Accountability to make sure that its school components are satisfying the requirements for accreditation.

SDE representatives have reported on several occasions that the Department does not operate schools. JDLHS board chair and president have met with new Superintendent Molly Spearman in recent months, inviting her to visit the campus and beginning a dialogue on looking at ways to change statutes or approve waivers when some of the Education laws or regulations are deemed to have a disproportionate burden on JDLHS as a limited-enrollment state special school versus the more than 70 traditional local school districts.

**Conflicting Laws and Regulations.** As a state special school and state agency, JDLHS often encounters dual or conflicting sets of laws it must accommodate. Examples:

- JDLHS salary scales are set by the state and are typically quite uncompetitive with those of local school districts, creating challenges in recruiting excellent teachers. The state requires use of the Employment Performance Management System (EPMS) for evaluating all state employees, while SDE requires the use of the ADEPT performance system for all teachers and principals in the state.
- Section 59-25-410 et seq. of the Education Code prescribes the employment and dismissal of teachers. This applies to traditional local school districts which hire teachers on a contractual basis. In contrast, as a state agency, JDLHS employs teachers as salaried state employees subject to state rules. SDE-administered accreditation standards currently require the use of the ADEPT performance system for evaluating teachers and principals, resulting in a duplication of time and effort. Dismissal of state employees is handled in accordance with EPMS and other requirements of the state Human Resources Office. The JDLHS Board of Trustees does not become involved in holding appeals hearings in the case of dismissals as do local school districts.
- Department of Juvenile Justice (DJJ). In a March 13, 2014, statement, the JDLHS Board of Trustees opposed a proposal by Representative Kenny Bingham to place the agency for at least a year under DJJ. That statement read, in part:

It is rare that we have a student who has had charges with the juvenile justice system, and when we do we have ascertained that John de la Howe is the best placement option for

that particular youth given the totality of the circumstances. To place John de la Howe under the Department of Juvenile Justice would send the wrong message to children and families served by the agency.

Under the current school district referral structure, there is a financial disincentive for other districts to send their students in need to John de la Howe. This means that most parents choose John de la Howe on their own. . . Families would be extremely reluctant to have their children under supervision of the Department of Juvenile Justice and the stigma associated with that environment.

State juvenile justice agencies form a strong national network and are linked more closely in terms of subject matter with the adult criminal justice system (both nationally and within the state) than with child care or public education systems. Another major reason for not placing JDLHS under DJJ is the very different culture and mindset of a juvenile justice agency. Hiring decisions would be directed or heavily influenced by that criminal justice culture, and promotions of traditional DJJ staff to roles within JDLHS would be contraindicated for the type of youth served. JDLHS serves youth with emotional challenges, many of whom have suffered trauma, or receive medication for conditions such as ADHD.

JDLHS uses therapeutic approaches that meet the child where he is emotionally, acknowledging his personal history and engaging him a problem-solving approach to handling behaviors and emotions. The terminology of a criminal justice agency is vastly different from that used in an educational and therapeutic setting – and that language speaks volumes.

Employees trained in a criminal justice environment have an authoritarian approach to dealing with their charges, and they expect rapid compliance. JDLHS' experience in hiring individuals from criminal justice or military backgrounds has proved to be counterproductive in service to children and families and unsatisfying for those employees, who have trouble adapting to therapeutic approaches.

Ms. Sylvia Murray was confirmed as the new Director of Juvenile Justice on March 5, 2015. Since the retirement of Director Margaret Barber in December 2014, JDLHS has engaged in fruitful dialogue with DJJ representatives who have begun referring more youth as a prevention alternative. JDLHS staff has been meeting with representatives from the Tri-County DJJ office in Saluda, Director Murray has expressed an interest in visiting the campus, and a representative has been attending JDLHS stakeholders' meetings.

Because staffing is available at JDLHS for 365-day-a-year care, as with DSS referrals, appropriate youth referrals from DJJ could help to stabilize the residential census on a year-round basis. Youth falling within the status offender category are particularly appropriate for placement with JDLHS.

The JDLHS Alumni Association is opposed to DJJ control of the property. It hosts fundraising activities to benefit the children and holds its biennial reunions on the campus, which it would not be able to do under DJJ control.

Recent Legislative Proposals and Potential Options for Alignment. In addition to the four agencies listed above, a new department created by the General Assembly in 2015 and recent legislative proposals creating new agencies present options for discussion:

- Department of Administration (DOA), which becomes effective in 2015.
- Department of Children's Services, proposed in 2014 as H.4409 by Rep. Jenny Horne.
- Department of Behavioral and Public Health, proposed March 11, 2015, as S.550 by Sen. Harvey Peeler. This bill would include the Department of Mental Health and eliminate the Department of Health and Environmental Control (DHEC), which currently participates in the DSS licensing approval of JDLHS facilities.

The one advantage to having JDLHS fall under one of these agencies is that the burden of reporting on documents such as this and the Annual Accountability Report might well be reduced to two or three entries, as has been the experience of the Continuum of Care within the Office of Executive Policies and Programs within the Governor's Office.

The JDLHS Board of Trustees encourages cross-governmental support and a cooperative and collaborative spirit across agencies in offering guidance, assistance, and support for the agency's mission in serving some of the state's most vulnerable children and youth.

Considerations of Privatizing or Contracting Primary Services. Over the past several years, it has become apparent to agency leadership – both staff and board – that some elected officials are pursuing an agenda intended to either:

1. Close the agency – and possibly transfer students to private options or the state-funded Wil Lou Gray School in West Columbia, which isn't appropriate for the age level, therapeutic needs or type of educational service provided (diploma-track vs. GED).
2. Privatize the agency. At least one entity has been suggested.
3. Place it under another state agency with the intention of contracting services to a private entity.

Efforts to privatize a long-standing public school is no small matter for consideration. If serious, such efforts should begin with a dialogue with the agency and Board of Trustees and should be considered in open forums and duly noticed in accord with the Freedom of Information Act.

These efforts ignore the will of Dr. John de la Howe and clearly advance the personal and political aims of certain individuals, demonstrate favoritism to other entities (some of which have financially supported their campaigns for office in multiple ways) and/or may result in personal financial gain.

Tactics used to further those aims include efforts to discredit the agency through negative publicity, whisper campaigns among elected officials using selective, unbalanced information about the agency, developing relationships with certain staff members (before or after hire) to collect negative information (and using that information as leverage for other purposes, including appointments to the Board), sending individuals and organizations to campus to assess the potential for operating it, and suggesting the agency develop an immediate sole-source contract with a private company to make a good impression on the legislature.

Such tactics fail to meet the standards of conduct expected of elected officials and fail to inspire confidence among the general public. These tactics clearly interfere with the ability of the agency to conduct the business it is required to do and adversely impact enrollment through negative publicity. These efforts – coupled with proviso restrictions on hiring, lack of funding support to address deferred maintenance, and additional reporting requirements – support a self-fulfilling prophecy (of a few) that the agency should be operated by others.

While many legislators have been apprised of these tactics, drawing further attention to them would further jeopardize the agency's ability to gain the annual funding it needs to operate and maintain services and to increase its capacity as planned.

None of these efforts has involved representatives of the local community nor considered the impact on McCormick County if any of these aims were to be achieved. As previously noted, McCormick County, the McCormick Children's Home, and county residents are opposed to closing the property or having it run by DJJ. Having it operated by a private entity would have several adverse economic impacts: loss of employment to numerous individuals currently hired from the local community; loss of employment opportunities for local residents as private entities – obviously from outside the community – bring in their own employees from other areas; loss of state employment, which offers benefits and affirmative action policies not typically used by private entities; loss of cultural and historical roots to JDLHS; loss of broad community support and involvement in JDLHS; and the continuing threat of closure or converting the property to DJJ uses in the future.

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1. Close the agency – and possibly transfer students to private options or the state-funded Wil Lou Gray School in West Columbia, which isn't appropriate for the age level, therapeutic needs or type of educational service provided (diploma-track vs. GED).
2. Privatize the agency. At least one entity has been suggested – using state funds for a religious approach.
3. Place it under another state agency with the intention of contracting services to a private entity. At least one entity has been suggested – and that entity currently

provides contract services for DJJ. This may explain recent interest by DJJ in placing more youth with the agency.

Efforts to privatize a long-standing public school is no small matter for consideration. If serious, such efforts should begin with a dialogue with the agency and Board of Trustees and should be considered in open forums and duly noticed in accord with the Freedom of Information Act.

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Inspector General Confidence in the Agency. The Inspector General offered many positive statements about the agency in his report issued January 24, 2014:

*... JDLH seems to be exactly where it should be within the continuum of services to children: private placement of students with moderate behavior problems who have or are near being failed or expelled from middle, high, or alternative schools. . . Its on-campus school, unique in South Carolina, distinguishes JDLH to serve at risk youth with typical behavior problems in the residential setting. . .”*

*... [T]he SIG’s file reviews fully support these children are in distress needing help.*

*The SIG is confident JDLH has the potential for a bright future.*

*Personal observation during SIG field work revealed a passionate staff dedicated to helping children.*

*JDLH deploys a multi-dimensional approach to improve at-risk youth behaviors.*

*JDLH establishes an individual development plan with each student upon arrival.*

*JDLH [uses a] robust whole family approach.*

*There is no doubt JDLH leadership is committed to help at-risk students every day.*

Deferred Maintenance Needs. Regardless of what entity has ultimate authority over the agency, health and safety issues relating to crumbling infrastructure will need to be addressed and will involve costs. While the facilities do not need to be state-of-the-art in this rural setting, they do need to meet basic modern standards of acceptability. Budget limitations have severely impacted the ability to address deferred maintenance issues. Buildings currently affected most include the roof and plumbing of the school cafeteria, the roof of the administration building, and four residential cottages. The swimming pool has not been operable for over three years.

Reporting to Legislative Committees. Until a few years ago, JDLHS reported to a House Ways and Means and Senate Finance Subcommittees on Health and Human Services. This was within keeping of JDLHS’ longstanding service as a group care facility for children. Approximately three years ago, the agency was assigned to the House Subcommittee on Public Education and Special Schools and the Senate Subcommittee on K-12 Education.

Impact of “School District” Designation. While the agency does have “School” in its name, the John de la Howe School has historically and primarily been regarded as a residential child care agency that is unique because it has a school on the campus. Reportedly, a few years ago, a bill was passed to allow the state special schools to be eligible for certain federal funds, which required defining them as “districts.” That seems to have led to a determination by SDE that many of the Education codes and regulations applying to traditional school districts should also apply to state special schools/“districts.” Efforts to determine the authority for such interpretation have not been fruitful as to specifics. It does not make sense that every Education code or regulation would apply to JDLHS, and yet identifying which do or do not is a daunting

task, given the limited agency staff and the lack of legal counsel on staff. The cost to engage outside counsel would be clearly prohibitive.

Recommendations for Changes to Laws. Pending further discussion with new Superintendent of Education Molly Spearman, initial recommendations include changing several laws that adversely impact the cost effectiveness and efficiency of JDLHS:

- Section 59-13-20 of the Education Code, requiring that every school “district” have a superintendent with a superintendent’s certificate. Note that this section falls under Chapter 13 relating to “County Superintendents of Education.” JDLHS is a state special school and not a “county” school district. (Discussed elsewhere in this document.) Because of the small enrollment of the one-school JDLHS “district” in relation to the large enrollments of multiple schools in traditional districts, neither the budget nor agency head salary authorization of JDLHS is able to offer a salary for a certificated superintendent at anywhere near a competitive level.

The salary range for the JDLHS agency head/superintendent is established by the State Agency Head Salary Commission and is currently set at \$79,070. In comparison, the interim superintendent of the Abbeville School District earned \$120,000 and the new superintendent of the McCormick School District earns \$140,000. Further, the skill sets needed for the JDLHS agency head are considerably different from those in the traditional educational setting, particularly in terms of governmental relations and funding, regulatory compliance, and operation of a working farm on 1,200 acres.

Having an experienced part-time consulting superintendent with certificate has been helpful this past year in providing guidance to the agency’s first-year principal, such services are costly to continue. In the event the agency hires a new first-year principal in the future, it could consider engaging a part-time superintendent or securing some other mentoring relationship. Current SDE regulations regarding the Principal Induction Program (R.43-167) already require first-year principals to develop a mentoring relationship with an experienced principal.

- Proviso 1.8 of the 2014-15 Appropriations Act (and previous years) requiring school districts who transfer students to other districts to compensate the receiving district. It reads, in part:

This also applies to John de la Howe School who also has the authority to seek reimbursement in any situation that the school district has participation in the placement of the student. John de la Howe School shall be reimbursed the local district's local support per weighted pupil above the statewide average base student cost multiplied by the appropriate pupil weighting as set forth in Section 59-20-40 of the Education Finance Act. Participation will be evidenced by a written agreement from the IEP team or 504 team, written referral, or the school district initiating the placement process.

This requirement creates a disincentive for local school districts to refer at-risk students to JDLHS who would benefit from the services provided. Instead, districts merely recommend to parents that they seek other educational options for their children. This recommendation

may come before or after expelling the students. Parents are typically given a list of potential options, and the parents are left – during a time of family crisis – to explore which options might be most suitable for their child. Since JDLHS provides all school districts with information about its services, it would be more efficient for all if school districts could facilitate the transfer and placement of students directly without having to weigh the financial disincentive to do so.

- Education Finance Act (EFA) and SC Pupil Accounting System. Local school districts receive EFA funding based on the 135-day Average Daily Membership of the previous year and the first 45-day ADM of the new school year. JDLHS faces a low enrollment problem at the beginning of each year because school districts tend to hold on to all their enrollments long enough to meet the 45-day attendance period to maximize EFA revenues. This approach fails to put the needs of students with emotional and behavioral challenges ahead of local district budgetary concerns. It also subjects JDLHS to legislative criticism for not having higher enrollments at the beginning of the school year.
- Provisos for Cross-Governmental Support. Consideration should also be given to including provisos for DSS and DJJ to collaborate closely with JDLHS to promote full utilization of the John de la Howe School by making appropriate referrals of at-risk youth for residential care. Placements by these agencies do not carry a fiscal burden, as they have (reportedly) historically expected that JDLHS' budget would provide residential care on a space-available basis. JDLHS has staffing 365 days a year, and it could be used more efficiently by including among its care youth placed by DSS and DJJ who are not subject to local school district calendars and financial concerns regarding transfers. This would address the “rolling enrollment” problem and the interests of the legislature in seeing the agency brought to full capacity.
- Defined Minimum Education Program for JDLHS. Consideration should also be given to developing and authorizing with SDE an updated “Defined Minimum Education Program” for JDLHS which acknowledges that it is a state special school and not a local district, acknowledges that its small enrollment and its service to children and adolescents with special emotional, behavioral and academic needs. Such a measure would eliminate some unduly burdensome requirements and help to clarify which Education laws and regulations may apply to JDLHS. The last such program was dated 1983 and was apparently shelved by the previous superintendent of education during a change in accreditation process.

### **Internal Considerations**

Because JDLHS is not a cabinet-level agency, rules requiring legislative authorization of adding or deleting divisions does not appear to apply. However, several factors are discussed below.

- President Danny Webb was appointed to his position on June 26, 2014, and is in the process of considering staffing utilization and efficiency in consultation with his Executive Council. Recommendations will be considered by the Board of Trustees once sufficient information has been developed.

- Given the considerable reporting requirements placed the agency, JDLHS is in serious need of filling a long-vacant Executive Assistant I position. As one of the smallest state agencies, JDLHS was hit hard by the Great Recession and the major budget cuts that had to be implemented in 2009-2011. One of the positions lost in that reduction in force was a similar position with a working title of Quality Assurance Manager. Since that time, no one has been available with the skill sets and dedicated time to bring data together from throughout the agency and respond to all the detailed reports required.

Duties of an Executive Assistant I would be to facilitate strategic planning, analyze documents and data, prepare written reports and communications, conduct research, assist in articulating agency policy and positions, monitor trends, laws and regulations that impact the agency, formulate recommendations and action plans, and serve as liaison to the Board of Trustees to ensure effective communications and on-going support. Proficiency in Microsoft Word, Excel and PowerPoint is essential to comply with reporting requirements of various state agencies and the legislature.

The agency has been unable to fill such a position because for several years it has been subject to Proviso 7.4, which restricts hiring new positions for anything other than residential care staff needed in relation to an increase residential youth census.

Cost Effectiveness, High Cost and Underutilization. The biggest concern raised in the Inspector General's report of January 2014 was the apparent high cost per student and underutilization of facilities – and that this concern dated back to the 2003 MAP Report (the Governor's Commission on Management, Accountability and Performance). In response to Proviso 7.5 of the 2014-15 Appropriations Act, the agency provided to the Governor and Legislature on October 1, 2014, the following analysis of cost effectiveness in relation to facility capacity and utilization:

Cost per student is a function of residential occupancy. As the Inspector General noted, the agency and its facilities have relatively high fixed costs, and it is only by maximizing occupancy that the cost-per-student-per-day analysis can be reduced.

JDLH is a Level II facility serving children and adolescents with moderate emotional and behavioral needs. Approximately 85% of the 84-member staff is focused on direct care for youth, educational programs and facilities maintenance. The Inspector General has noted that the agency operates with an “administrative footprint that is slim for all the duties required.”

The capacity for residential occupancy is dependent on two key factors:

1. Adequate facilities and beds that meet the licensing standards of the state Department of Social Services (DSS) for a Level II facility. Budgetary restrictions have limited the agency's ability to address deferred maintenance needs on several residential cottages in the past several years. At the same time, DSS changed its standards to require additional square footage around each child's bed, which reduces the number of children that can be housed in each cottage.

2. Adequate staffing that meets the licensing standards of DSS for a Level II facility. In recent years, DSS has added the requirement that night staff be awake, which has added to staffing requirements. The ratios of direct care and supervisory staff to Level II children have increased in recent years, with the current DSS-mandated staffing ratios as follows:

1:8      One Residential Counselor for every 8 students, 3 shifts per day  
1:16     One Program Treatment Services Coordinator (PTSC), 1 shift per day

While not mandated by DSS, an additional Clinical Therapist is needed for each additional 20 youths, one shift per day.

DSS-mandated staffing ratios mean that the agency cannot add just one or two more children at a time without incurring considerable costs that directly impact the cost per student per day. As a result, the agency constantly monitors the availability of licensed beds, available staffing and related costs, and the numbers of children awaiting admission.

Staffing and Staffing Ratios. JDLH is a Level II facility serving children and adolescents with moderate emotional and behavioral needs. Approximately 85% of the 84-member staff is focused on direct care for youth, educational programs and facilities maintenance. The Inspector General has noted that the agency operates with an “*administrative footprint that is slim for all the duties required.*”

Utilization Impact on Cost per Student. The Inspector General’s report pointed to a direct correlation between maximizing residential occupancy and cost per student. Improving current facilities to meet DSS physical licensing standards to open more beds and increasing staffing authorizations to meet DSS-staffing ratios in supervising additional youths will close the gap between fixed costs and optimal occupancy.

The Inspector General’s report noted that “an additional \$1,049,000 would allow for the enrollment of an additional 62 students to bring the school to capacity, lower the cost per student per day, and bring costs in line with industry.”

Following receipt of the Board’s January 9 response to his draft report, the Inspector General provided this information in an email on January 10: “We have even more evidence and appreciation that your school, based on a couple of recent interviews, is uniquely situated in the state for level II children inasmuch as other non-profit level II facilities who send their kids to public school ‘struggle.’” He further stated, “*JDLH should not have to continually explain its relatively high costs compared to the local middle school given your mission.*”

Optimal Occupancy. Given the number of licensed beds scheduled to be available by December 2014 and the authorized budget to meet the staffing ratios required to serve residential students, the optimal occupancy for FY 2014-15 is an annual average of 72. This allows up to an 80% occupancy rate, which is typical across South Carolina for children’s congregate care facilities, according to the Palmetto Association of Children and Families. As physical improvements are made and deferred maintenance for cottages can be addressed, the agency intends to increase occupancy to the fullest extent feasible commensurate with funding for required staffing ratios,

which in turn will result in a lower cost per student per day. The agency strategic planning documents set goals for reaching optimal occupancy as follows:

<b>Residential Capacity and Optimal Residential Occupancy</b>						
	Actual		Projected			
	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Residential Capacity (Licensed beds plus mandated staffing ratios)	61	72	88	96	104	120
Average Annual Optimal Residential Occupancy	54	55	72	77	83	96

Chart V.D. 1.1-1

These projections are dependent, of course, on adequate funding to meet repair needs and mandated staffing ratios. The agency is prepared to move forward with all due haste to accommodate as many children as possible in the shortest time possible.

Rolling School Enrollment and Effect on Occupancy. Unlike traditional schools that start the new school year with full or near full enrollment, and unlike other congregate care facilities serving younger children at risk who may need placement year round, JDLHS serves adolescents who are not performing or fitting in well in traditional schools. As a result, JDLH school enrollment numbers for both residential and day students are relatively small at the beginning of each regular school term in August in relation to the numbers at the end of the school year in May. If the agency were starting each school year at full occupancy, there would be no room to accept youths experiencing difficulties in their home schools throughout the year – and parents would have few options available for help with their child.

Child Protection vs. “Heads and Beds” (Costs). The agency has been told by some officials its primary focus should be on “heads and beds.” The care and protection of the state’s most vulnerable children is a values question, and costs are only one factor in the analysis.

From the Inspector General’s review of a number of student files, his report noted:

*[W]ithout question, these students had substantial behavior issues. The students, as well as their families, were in high levels of distress and despair. These students seemingly were on the edge of a downward life trajectory without help and intervention.*

In a subsequent interview, he expressed concern about youths leaving the program prematurely due to family financial hardship. He encouraged waiving tuition requirements for those families to allow youths to stay longer so that changes in their behavior can be reinforced over a longer period of time.

While many students are very bright, it has been the experience of agency staff in reviewing the histories of adolescents seeking admission that many have been having problems at home and school since kindergarten. Adolescents with emotional and behavioral challenges are at risk for lifelong damage on a number of dimensions: socially, psychologically, academically, spiritually, and economically. Families often feel overwhelmed in trying to cope with these youths, and

with impoverished circumstances or more than one child in the home the family dynamics can be damaging to everyone within the family. JDLH provides a therapeutic intervention for both children and families, a safe haven for youths to heal, and new hope for brighter futures and self-sufficiency throughout adulthood.

Because JDLH serves a special population, its school costs are higher in order to provide smaller class sizes, more intensive personal attention to promote student success, and enrichment opportunities to engage challenged learners in positive learning experiences.

The agency has been continuing to address the issue of costs and the matter of repairing the cottages as quickly as possible in order to reach maximum optimal capacity. This has been in the forefront of deliberations and concerns for a number of years. Legislative authorizations and state procurement delays have taken much more time than anticipated. Governor Haley's observation on the procurement process at a Budget and Control Board meeting is echoed by JDLH: "If it takes one and a half to two and a half years, construction costs have gone up. The procurement process is so rigid and *so slow*."

The state of South Carolina has a statutory obligation to provide free public education to its children.

Unlike private congregate care providers, JDLH costs include providing public education, and those costs continue to increase as educational requirements increase. As noted elsewhere, the rates paid by DSS and DJJ to nongovernmental congregate care providers do not cover the costs incurred to provide all the mandated services. JDLH should not be put in the position of having to justify its costs in relation to nonprofit organizations operating in that type of environment.

Analysis of Administrative Costs. In response to Proviso 7.5 of the 2014-15 Appropriations Act, the agency provided to the Governor and Legislature on October 1, 2014, the following analysis on the agency's current administrative practices and cost comparisons on the following items:

Cost Comparisons and Other Decision Factors. Cost, efficiency, accessibility, responsiveness, reliability, confidentiality, safety and security are ALL factors to be considered. The most compelling factor for the John de la Howe School is to keep the children it serves safe, secure and healthy, as mandated by law and DSS licensing requirements. Criminal background checks and tests for tuberculosis are required of all employees who work on campus. Such protections could not be assured if the use of outside contractors were to be expanded. Few skilled technicians are available in the McCormick area, and the rural campus location makes accessibility to qualified skilled technicians difficult, costly and often untimely.

Interviews were conducted with five program managers in the surrounding area for their experiences with outsourcing in the areas of technology and facilities management. Summary responses are indicated below, and more detailed interview notes are available upon request.

The agency also works under strict mandates for client confidentiality. Using outside contractors to provide information technology services would provide opportunities to access student records, health, records, personnel records and financial records. Management would not have the technical skills to know when a breach had been made. The Board approved implementing statewide data security policies in January 2014, as required by the state.

Technology Management. The proviso requested that the costs of technology management be compared with securing a private company to provide the services.

In December 2013 four representatives of the Division of State Information Technology (DSIT) visited the JDLH campus to complete an assessment of agency needs. In February 2014, DSIT staff communicated findings and indicated DSIT would be able to provide some IT services at a cost of \$78,944 the first year but that JDLH would need to bear the cost of installing a separate network connection to DSIT plus engage a desktop support person because of the distance involved. Additionally, DSIT was not able to provide a contract for PC hardware or software quotes, and backups and disaster recovery could not be provided because of the distance. (Additional details of this assessment are provided in the appendix under Interviews on Outsourcing Opportunities.)

Having a reliable, in-house staff member who can be trusted with confidential information is deemed essential for the smooth and expeditious operation of John de la Howe. A part-time IT technician was not adequate or timely in meeting the agency's constant technology needs, and priorities for his time were to his primary employer. Staff members in the agency's L.S. Brice School were hampered in entering required data in the Department of Education's PowerSchool system because an IT person was not available. In August the agency hired a full-time IT technician with experience working for another state agency handling confidential health information. The \$45,000 salary for this position is a demonstrable cost savings over the DSIT analysis. This individual has discovered many computers with seriously outdated software and a number of computers with viruses that have plagued the agency's network with frequent shutdowns, blocking vital communications.

In a conversation in March with the superintendent of the School for the Deaf and the Blind, it was confirmed that consideration had been given to sharing IT resources with JDLH and the Wil Lou Gray School. Because of the daily needs for IT support and the time and distance between each agency, it was not deemed feasible to pursue that further.

Facilities Management. In comparing the costs of facilities management with securing a private company to provide the services, it is the agency's considered opinion that most facilities management services are best performed by state employees who have undergone a thorough background screening and understand the mission of the agency and the special kinds of children and youth it serves. While supervised, youths are not confined, and maintenance workers are likely to encounter students throughout the day as they go about their tasks. The property covers 1,200 acres, and knowledge of the property is essential in addressing service needs.

In addition to landscape maintenance, staff maintenance workers are currently qualified to handle minor plumbing, electrical, painting, and some air conditioning needs. Contracting companies with skilled workers are typically not available in McCormick, and the closest such services are located in Greenwood or Augusta, which involves a 45-50 minute drive. These distances add to costs and contribute to delays in responding to needs. One area where other local organizations found it feasible to hire local outside workers was for seasonal landscape maintenance during the summer months. While this can be explored, the primary concern about safety for students on campus should take precedence over cost.

Technical Assistance. In March 2014 the agency reached out to Brenda Hart, Deputy Director of the Budget Division of the Budget and Control Board, for guidance on the accountability report process and a review of administrative practices. Since July 2014, Ms. Hart has been serving as the interim director of the Executive Budget Office. She has consulted with the agency head and board chair on several occasions, and she and Mr. Chris Wells of her office participated in the July 15, 2014, meeting of the Board of Trustees. Ms. Hart, Mr. Wells and Ms. Allyn Powell subsequently visited the campus and continue to be available to the agency's Director of Finance and Business Operations.

## **VI. Seven-Year Plan**

### **A. General**

**No.** The agency does not have a seven-year plan; however, the agency has a five-year plan. Under new leadership, the agency is in the process of working with the Department of Education, Executive Budget Office, Budget & Control Board, and legislative oversight committees and others to consider ways to implement cost savings and increased efficiencies.

In terms of developing a seven-year plan, the JDLHS Board of Trustees acknowledges that having a seven-year plan is a new requirement. Representatives of the agency will continue to communicate with staff of the House Legislative Oversight Committee to ascertain its evolving requirements and expectations with respect to reporting. As noted above, JDLHS is a small, noncabinet-level agency with limited staff to prepare such extensive reports. Similar planning and reporting required by the Department of Education and the Executive Budget Office take considerable time to prepare and use similar but varying measures and terminology. The agency strives to comply with all requirements.

**B. Current/Recommended Actions** – Please skip to next section, per instructions.

### C. Additional Questions / Information

1. The top three strategic objectives of the agency that have the biggest impact on the agency's effectiveness in accomplishing its mission are to:
  1. Provide a safe and nurturing environment for children/adolescents with emotional and behavioral challenges.
  2. Provide therapeutic services and guidance to children/adolescents with emotional and behavioral challenges and involve parents or guardians in their child's individual plan of care.
  3. Provide educational services to keep children on track and advance in academic achievement.
  
2. The fundamentals required to accomplish the top three strategic objectives include:
  - Adequate funding for facilities to meet licensing standards to serve the maximum feasible number of youth.
  - Adequate funding for staffing to meet DSS-mandated supervision levels for children/adolescents with moderate emotional and behavioral challenges.
  - Adequate and timely funding to hire and train additional required staffing to accommodate the proposed increase in youth in residential care as repairs to cottages needing repair are completed and licensed.
  - Adequate staffing to provide a safe, secure and attractive environment for children, parents, staff and visitors.
  - Food, nutrition and nursing care for youth served.
  - Qualified staff who are trained in behavioral and therapeutic approaches to serve at-risk youth and their families.
  - Qualified teachers with appropriate certifications to meet accreditation requirements in all the subjects required.
  - Staff training to assure compliance with constantly evolving requirements.
  
3. The website for John de la Howe School is at <http://delahowe.k12.sc.us/>. Information is provided about programs and admissions procedures.
  
4. Additional information the agency would like to provide the Committee or public:

The complexity of the restructuring report instructions and forms and the level of detail required, including cross-referencing to five different matrices, within the 28-day timeframe to respond have a disparate impact on a small agency with very limited staff.

5. Considering the process taken to review the agency’s divisions, programs and personnel to obtain the information required and to prepare the Word and Excel report documents, the total amount of time involved is estimated as follows:

Complete the Process and Report: 242 hours

This calculation includes the time and effort of board members, who receive no compensation, to review the instructions and working drafts. Because of the time constraints placed on preparing the report and the agency’s staffing limitations, some board members contributed substantially to the drafting of the documents.

6. Please refer to the attached “Personnel Involved” chart in the Excel document attached.

## Conclusion

The John de la Howe School is a hybrid entity – a congregate care center with a school providing an array of services for children and adolescents with emotional, behavioral and academic challenges. The agency responds to many external requirements, but it has always been about serving children who find themselves in special circumstances needing care, protection and attention.

The Inspector General has noted that the agency operates with an “administrative footprint that is slim for all the duties required” and that it “should not have to continually explain its relatively high costs compared to the local middle school given [its] mission.”

The Board and staff wish to *partner* with the resources of South Carolina state government to honor the cultural heritage of the John de la Howe School, acknowledge the economic and social importance of this agency to the surrounding community, to support the children and families with some of the greatest needs in the state, and help make this agency achieve the bright future suggested in the Inspector General’s report.

Elected officials and interested individuals are encouraged to visit. Contact information is as follows:

Dr. Danny R. Webb, President  
John de la Howe School  
192 Gettys Road  
McCormick, SC 29835  
864-391-0414  
[danny.webb@delahowe.k12.sc.us](mailto:danny.webb@delahowe.k12.sc.us)

## VII. Charts Appendix

Excel Spreadsheet with 14 Tabs:

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Agency Name: John de la Howe School  
 Agency Code: L120  
 Agency Section:

## Similar Information Requested Chart

**INSTRUCTIONS:** Please provide details about other reports which investigate the information requested in the Restructuring Report. This information is sought in an effort to avoid duplication in the future. In the columns below, please list the question number in this report, name of the other report in which the same or similar information is requested, section of the other report in which the information is requested, name of the entity that requests the other report and frequency the other report is required. **NOTE:** Responses are not limited to the number of rows below that have borders around them, please list all that are applicable.

Agency Submitting Report	Restructuring Report Question #	Name of Other Report	Section of Other Report	Entity Requesting Report	Freq. Other Report is Required
John de la Howe School	I.B and I.C	Annual Accountability Report (14 pages)	Most if not all sections	Executive Budget Office	Annually
John de la Howe School	I.B, I.C; II. 3, 6 and 7; and V.	5-Year District/Agency Strategic Plan (45 pages)		Dept. of Education	Annually with annual updates required.
John de la Howe School	I.B, I.C; II. 3, 6 and 7; and V.	5-Year School Renewal Plan (45 pages)		Dept. of Education	Every 5 years. Requires annual review to prepare 5-Year District/Agency Strategic Plan required annually.
John de la Howe School	II. 8	Annual Agency Budget Request	Major Program Area Purpose	Executive Budget Office	Annually
John de la Howe School	V. A and V. B	Agency Head Measurement Objectives		Agency Head Salary Commission	Annually
John de la Howe School	V. A and V. B	Agency Head Evaluation		Agency Head Salary Commission	Annually

Agency Name: John de la Howe School  
 Agency Code: L120  
 Agency Section:

## Historical Perspective Chart

**INSTRUCTIONS:** Please provide information about any restructuring or major changes in the agency's purpose or mission **during the last ten years**. NOTE: Responses are not limited to the number of rows below that have borders around them, please list all that are applicable.

Agency Submitting Report	Year	Description of Restructuring that Occurred	Description of Major Change in Agency's Purpose or Mission
John de la Howe School	2010	Agreed to provide alternative school services for Abbeville District 60 under memorandum of agreement.	Furtheres the mission by serving day students with emotional and behavioral challenges, generating revenue to support costs of staffing for academic and therapeutic programs required for residential youth.
John de la Howe School	2011	Initiated Think:Kids cognitive-behavioral therapeutic intervention.	Furtheres the mission by improving therapeutic intervention and support for at-risk youth.
John de la Howe School	2013	Initiated BestNotes customer relationship management (CRM) database to document students' behavioral health.	Furtheres the mission and reporting capabilities by documenting students' behavioral health and progress with individual plan of care.
John de la Howe School	2013	Added Lead Clinical Therapist position.	Furtheres the mission by providing counseling to youth and leadership to therapists and staff to address the behavioral health needs of youth with emotional and behavioral challenges.
John de la Howe School	2014	Added online educational curriculum via Plato courseware.	Furtheres the mission by providing self-paced classroom instruction to aid youth who are often "over-age and under-credited" to recover needed credits and move toward grade-level ability.
John de la Howe School	2014	Introduced marketable skills program in education offerings.	Furtheres the mission by helping to prepare at-risk youth for jobs so they can be self-supporting as adults. Marketable skills add to the states' workforce development needs.
John de la Howe School	2015	Increased agricultural program via introduction of animal husbandry program.	Furtheres the mission by improving the educational and therapeutic benefits for at-risk youth living in a working farm environment while enhancing cost effectiveness of farm operations. Helps to develop marketable skills in at-risk youth.

Agency Name: John de la Howe School

Agency Code: L120

Agency Section:

## Purpose/Mission/Vision Chart

INSTRUCTIONS: Provide information about the date the agency, in its current form, was initially created and the present purpose, mission and vision of the agency, with the date each were established in parenthesis. The Legal Standards Cross Reference column should link the purpose, mission and vision to the statutes, regulations and provisos listed in the Legal Standards Chart, which they satisfy.

Agency Submitting Report	Date Agency created	Purpose	Mission	Vision	Legal Standards Cross References
John de la Howe School	1918 via statute; 1797 via the will of Dr. John de la Howe	To "maintain and develop the school property [in McCormick County] in accordance with the purposes of the [1797] will of Dr. John De La Howe as interpreted by the Supreme Court of South Carolina". . .and to "meet the needs of children from all of South Carolina who for some urgent reason need to be separated from their home or	To provide a safe haven for children to heal, grow and make lasting changes through counseling, education and a culture of care and personal development.	To be a state leader in delivering relevant and effective programs that advance behavioral healthcare, education and positive family relations for children and adolescents.	Purpose: 59-49-100 Mission: Board approved Vision: Board approved

## Key Partner Agencies Chart

**INSTRUCTIONS:** List the names of the other state agencies which have the biggest impact on the agency's mission success (list a minimum of three); partnership arrangements established and performance measures routinely reviewed with the other entity. The Major Program Areas Cross References Column should link the Partner Agency to the major program area, in the Major Program Areas Chart, on which it has the biggest impact. NOTE: Responses are not limited to the number of rows below that have borders around them, please list all that are applicable and a minimum of three.

Agency Submitting Report	Agency w/ Impact on Mission Success	Partnership Arrangement Established	Performance Measures Routinely Reviewed Together	Major Program Areas Cross Reference
John de la Howe School	Dept. of Social Services	Licenses JDLHS residential facilities for care of youth; mandates staffing levels for 24/7 supervision of children/adolescents with moderate emotional and behavioral challenges; refers youth to JDLHS for residential care and participates in development of their individual plan of care. (Very few referrals in past 3 years. Outreach with new DSS director and senate oversight committee to increase DSS placements.) Responsible for investigating reports of child abuse or neglect; participates in JDLHS stakeholder meetings; and collaborates in planning and care for at-risk	Annual licensing of JDLHS facilities and periodic planned or surprise inspections of programs serving youth; case management review of youth placed by DSS with JDLHS.	III. Children's Services; IV. Support Services; II. Education
John de la Howe School	SC Dept. of Education	Ensures proper educational instruction is provided at JDLHS in accordance with state education laws and regulations; conducts accreditation reviews; provides technical assistance.	Annual School Report Card; periodic accreditation reviews; student progress posted to PowerSchool data system; compliance with relevant state and federal education laws, standards and curricula.	II. Education
John de la Howe School	Dept. of Mental Health	Refers children with emotional and behavioral needs who would benefit from JDLHS services; consults on needs of youth for counseling or other intervention and provides referrals; participates in JDLHS stakeholder meetings; and collaborates in planning and care for at-risk youth.	Case management notes on youth referred to or from JDLHS, as appropriate to individual youth or family.	III. Children's Services
John de la Howe School	Dept. of Health & Environmental Control (DHEC)	Contributes to the DSS licensing process for JDLHS residential facilities and ensures safe campus for students, staff, and visitors.	Routine inspection reports.	III Children's Services; IV Support Services

Agency Name: John de la Howe School  
 Agency Code: L120

## Key Partner Agencies Chart

John de la Howe School	State Fire Marshall	Ensures campus meets fire regulations and participates in DSS licensing process.	Annual fire safety review; periodic inspections.	III. Children's Services; IV. Support Services
John de la Howe School	State Procurement	Ensures cost-effective purchasing of goods and services.		I. Administration; IV Support Services
John de la Howe School	SC Executive Budget Office	Oversees cost-effective operation; prescribes format for submitting annual budget request; provides technical assistance.	Annual budget requests	I. Administration; IV Support Services
John de la Howe School	SC Human Resources & Development (HRD) and its Office of Human Resources (OHR)	Provides guidance on workforce hiring and oversight, salaries, annual EPMS employee reviews, equal employment opportunity (EOE) laws, and diversity training, and provides other assistance as requested.	Annual EOE review, periodic consults with OHR/HRD	I. Administration
John de la Howe School	Agency Head Salary Commission	Authorizes salary and prescribes process for annual review of agency head. Periodically engages consultants to review compensation for state agency heads.	Annual review of agency head; approval of salary requests.	I. Administration
John de la Howe School	SC Engineering Office	Reviews major construction and building projects.	Review of proposed projects as needed.	IV. Support Services; Capital Project
John de la Howe School	Dept. of Juvenile Justice (DJJ)	Refers youth to JDLHS for residential care and participates in development of their individual plan of care. (Very few referrals in past 3 years; starting to increase now.) Participates in JDLHS stakeholder meetings.	Case management review of youth placed by DJJ with JDLHS.	III. Children's Services; IV. Support Services; II. Education
John de la Howe School	OSHA	Ensures campus meets safety standards.	Inspects as needed.	III. Children's Services; IV. Support Services

INSTRUCTIONS: Provide information about the agency's key deliverables (i.e. products or services); primary methods by which these are delivered; and, as applicable, actions that may reduce the general public and/or other agencies initial or repetitive need for the deliverable. List each deliverable on a separate line. If there are multiple ways in which the deliverable is provided, list the deliverable multiple times with each delivery method on a separate line. In the "Three Greatest" column, indicate and rank the three most significant deliverables the agency brings to the people of South Carolina with #1 being the most significant. For the deliverables which are not one of three most significant, do not put anything in this column. The Major Program Areas Cross References Column should link the deliverable to the major program area, in the Major Program Areas Chart, within which that product or service is provided. NOTE: Responses are not limited to the number of rows below that have borders around them, please list all that are applicable.

Agency Submitting Report	Item #	Deliverable (i.e. product or service)	Three Most Significant (#1, #2, #3)	Primary Method of Delivery	What can be done to reduce the general public and/or other agencies initial need for this deliverable? (i.e. preventive measures before the citizen or agency needs to come to the agency)	What can be done to reduce the general public and/or other agencies need to return for this deliverable? (i.e. preventive measures to ensure they do not need to come back to the agency for this service or product after already receiving it once)	If deliverable is identified as one of the three most significant, what would allow the agency to focus on it more?	Major Program Areas Cross Reference
John de la Howe School	1	Therapeutic counseling for at-risk children/adolescents ages 12-18 focused on improving social skills, positive family interaction and tolerance for educational requirements.	1	Develop and follow individualized plan of care for at-risk children/adolescents and their families.	Positive family functioning is challenged by conditions of poverty, work demands on parents' time, grandparents (often older single women) serving as primary caregivers, poor health of caregivers, and lack of parenting training. Children needing additional help with social skills, academic expectations or medical conditions place additional stresses on families, challenging their abilities to cope with the stress. These factors can result in abuse or neglect of the child and inappropriate and dysfunctional communications. Early identification of children in distress and interventions at the local level through mental health counseling, parenting training and other support services would help.	Early departure from the therapeutic residential services provided at John de la Howe does not solve the child's or family's problem. While difficult to enforce, having an agreement with parents when their child enters that program that a minimum amount of time in the program is required to bring about sustainable changes in functioning would help. Parents often see progress in their child's behavior and withdraw him/her before completing the individual plan of care. Once home, the child's behavior may deteriorate and the parent will request readmission. When parents seek early discharge of their child because of financial hardship, consideration could be given to waiving the required tuition.	Having funds to provide additional therapeutic staff and to allow them to make home visits to assess the child's living situation would assist in understanding the child and family dynamics and in the child's transition back to home community.	III. Children's Services, B. Behavioral Health
John de la Howe School	2	Residential care for at-risk children/adolescents ages 12-18.	2	Provide structured 24/7 residential care and supervision in a Level II facility for children/adolescents ages 12-18 (males and females) with moderate emotional and behavioral challenges. Agency is located on a working farm environment in rural McCormick County. A Wilderness Program is a component serving boys in grades 6-8.	The response above applies to this deliverable as well.	The response above applies to this deliverable as well.	Having funds to make needed repairs to cottages and funds for additional residential care staff would allow the agency to serve more children/adolescents. This would have the added benefit of lowering the cost-per-student analysis.	III. Children's Services, A. Residential Services
John de la Howe School	3	Educational services for at-risk residential students.	3	Provide instruction for at-risk students in grades 6-12 in alignment with SC standards. Schooling is provided onsite for grades 6-10. Youth in grades 11-12 attend McCormick High School. (If expelled from home schools in grades 11 or 12, then are served on campus through the Plato System.)	Early identification and support at local schools for children who are struggling to succeed in traditional classroom settings, coupled with support for family involvement and mental health care as indicated. Early childhood identification and support at community level for children who demonstrate emotional problems or behavioral challenges at home, school or in the community. JDLHS often sees 6th graders and higher referred with histories showing classroom challenges since kindergarten.	The response above applies to this deliverable as well.	Reducing the frequency and number of changes to curricula, student testing, and evaluation programs for teachers and principal. Eliminating the requirement for a dual evaluation process for teachers, one required by the Dept. of Education accreditation process and one required by the state EPMS.	II. Education
John de la Howe School	4	Support and parenting training for families of at-risk children/adolescents.		Involve parents and guardians of at-risk children/adolescents in counseling, parenting training and plans for child to transition back to home and	The response above applies to this deliverable as well.	The response above applies to this deliverable as well.		III. Children's Services, B. Behavioral Health
John de la Howe School	5	Educational services for Abbeville alternative education day students.		Provide instruction for students in grades 6-12 in alignment with SC standards for Abbeville County alternative students through a memorandum of agreement.	Abbeville District 60 could provide its own alternative education program; however, the current agreement is mutually beneficial and cost-effective.	Adequate supports in Abbeville District 60 and at home for youth transitioning back to their local schools to be successful in those environments.		II. Education; III. Children's Services, B. Behavioral Health

**INSTRUCTIONS:** Provide information about the key customer segments identified by the agency and each segment's key requirements/expectations. A customer is defined as an actual or potential user of the agency's deliverables. Please be as specific as possible in describing the separate customer segments (i.e. do not simply put "public.") The Deliverables Cross References column should link customer groups to the deliverable listed in the Key Deliverables Chart, which they utilize. **NOTE:** Responses are not limited to the number of rows below that have borders around them, please list all that are applicable.

Agency Submitting Report	Item #	Customer Segments	Requirements/Expectations	Deliverables Cross References
John de la Howe School	1	Residential Youth: Children/adolescents ages 12-18 in the state of SC with moderate emotional and behavioral challenges who are experiencing trauma, abuse, neglect, failure or truancy at school or other situation needing temporary separation from their home, school or community environment. Most youth served are academically "over age and under-credited."	At time of application, age 12-17, an SC resident for at least one year, and one year in an SC school district. Males and females accepted. Referred by parents/guardians, school districts, DMH, DSS, DJJ, or courts. Children in residential care require an array of support services, including supervision at DSS-mandated staffing ratios, shelter, food and nutrition, medical attention, medication supervision, diploma-track education services, sports and recreational activities, and opportunities to develop to their full potential. JDLHS offers the only public school in SC that accepts students expelled from other districts.	Items 1, 2, 3
John de la Howe School	2	Parents of at-risk youth enrolled at JDLHS	Required to participate in counseling, parenting training and meetings to promote their child's individual plan of care. Retain responsibility for clothing and medical care of child and assist with transportation to and from campus.	Items 1, 4
John de la Howe School	3	Day Students: Children/adolescents ages 12-18 assigned by the Abbeville District 60 to attend classes as day students at JDLHS for alternative education.	Per MOA, at-risk youth assigned by Abbeville Dist. 60 require diploma-track alternative education classes 5 days per week, meals (breakfast and lunch), therapeutic counseling including parents/guardians, and access to medical attention, medication supervision, diploma-track education services, sports and recreational activities, and opportunities to develop to their full potential.	Items 1, 5
John de la Howe School	4	School Districts throughout South Carolina	Provide student records to JDLHS. School districts expect returning students to have improved behavior and to perform grade-level work to the extent possible. While the most likely referral source, traditional school districts rarely transfer students to JDLHS because of the requirement to compensate the receiving school district. Parents, therefore, become the primary referral source of youth to JDLHS.	Items 1, 2, 3, 4, 5

Agency Name: John de la Howe School  
Agency Code: L120

## Key Customers Chart

John de la Howe School	5	Dept. of Social Services (DSS)	Licenses JDLHS residential facilities for care of youth; mandates staffing levels for 24/7 supervision of children/adolescents with moderate emotional and behavioral challenges; refers youth to JDLHS for residential care and participates in development of their individual plan of care; responsible for investigating reports of child abuse or neglect; participates in JDLHS stakeholder meetings; and collaborates in planning and care for at-risk youth.	Items 1, 2, 3, 4
John de la Howe School	6	Dept. of Mental Health (DMH)	Refers children with emotional and behavioral needs who would benefit from JDLHS services; consults on needs of youth for counseling or other intervention and provides referrals; participates in JDLHS stakeholder meetings; and collaborates in planning and care for at-risk	Items 1, 2, 3, 4
	7	Dept. of Juvenile Justice (DJJ)	JDLHS welcomes appropriate referrals of children with emotional and behavioral needs who would benefit from JDLHS services and not disrupt services to other youth. Referrals in recent years have been sparse but are beginning to increase. DJJ consults on needs of youth placed by DJJ for counseling or other intervention and provides referrals for other services; participates in JDLHS stakeholder meetings; and collaborates in planning and care for at-risk youth.	Items 1, 2, 3, 4

**INSTRUCTIONS:** Provide information about the agency's key stakeholder groups and their key requirements and expectations. A stakeholder is defined as a person, group or organization that has interest or concern in an agency. Stakeholders can affect or be affected by the agency's actions, objectives and policies. Please be as specific as possible in describing the separate stakeholder groups (i.e. please do not simply put "the public.") The Deliverables Cross References column should link stakeholder groups to the deliverable, listed in the Key Deliverables Chart, for which they group has the most interest or concern. **NOTE:** Responses are not limited to the number of rows below that have borders around them, please list all that are applicable.

Agency Submitting Report	Item #	Stakeholder Group	Requirements/Expectations	Deliverables Cross References
John de la Howe School	1	Parents	Vested in improved family functioning and child's success in school and social life.	Item 4
John de la Howe School	2	McCormick County	JDLHS is major contributor to county's economic base. Agency predated development of McCormick and is part of the fabric and cultural heritage of the community.	Item 2
John de la Howe School	3	McCormick County Children's Home	Nonprofit agency leasing building they rehabbed on JDLHS campus 11 years ago to provide Level I congregate care to children from throughout the state needing temporary care and placed by DSS. Vested interest in having JDLHS not be under DJJ control as it would affect their licensing and require them to acquire new property, for which they have no funds.	Item 2
John de la Howe School	4	All SC School Districts	Valued as the only public school in the state that accepts expelled students. Exchange student records and assist with student transition to and from JDLHS.	
John de la Howe School	5	JDLHS Alumni	The Alumni Association sponsors fundraising activities to benefit the agency and provides enrichment activities for youth in care. Representatives serve on the JDLHS Foundation Board and participated in the agency head selection process in 2014. The Association is largely comprised of individuals who lived at JDLH for 5-10 years, fondly recall its days as an orphanage, and consider their classmates as family. They understand laws have changed to support family and kinship care in local communities but often express a desire for a return to yesterday. They oppose efforts to convert the property to a DJJ facility, and they are strong advocates for adequate funding to repair crumbling facilities.	Item 2
John de la Howe School	6	JDLHS Foundation	The nonprofit JDLHS Foundation makes outreach presentations, sponsors fundraising events, secures grants and donates funds to promote the welfare of the children in care.	Item 2
John de la Howe School	7	Dept. of Social Services (DSS)	Licenses JDLHS facilities; occasionally places youth for residential care and coordinates family reunification with child and court. Participates in stakeholder planning meetings and participated in selection process for new agency head in 2014.	Item 1, 2, 3, 4
John de la Howe School	8	Dept. of Mental Health (DMH)	Refers children with emotional and behavioral needs who would benefit from JDLHS services; consults on needs of youth for counseling or other intervention and provides referrals; participates in JDLHS stakeholder meetings; and collaborates in planning and care for at-risk youth.	Item 1, 2, 3, 4
John de la Howe School	9	Dept. of Education (SDE)	In addition to key partner agency roles, has vested interest in success of JDLHS as a resource for SC students who are expelled from local schools and who need support with emotional and behavioral challenges.	Item 1, 2, 3, 4
John de la Howe School	10	Dept. of Juvenile Justice (DJJ)	In addition to key partner agency roles, has expressed recent renewed interest in placing appropriate youth with JDLHS to prevent delinquent behaviors or as a diversion from detention in a juvenile facility. Regional representative participates in stakeholder planning meetings.	Item 1, 2, 3, 4
John de la Howe School	11	McCormick County Schools	Provides instruction for JDLHS youth in grades 11-12 and issues diplomas for graduating 12th graders; collaborates in planning and service coordination.	Item 3
John de la Howe School	12	Abbeville District 60 Alternative Education	Per MOA, JDLHS serves as alternative education program for at-risk youth from Abbeville Dist. 60. Representatives participate in planning and coordination of services.	Item 1, 3, 4, 5
John de la Howe School	13	Self Family Foundation, Greenwood	Provides periodic grant support for student enrichment activities. Representative participates in stakeholder planning meetings.	Item 1, 2, 3, 4
John de la Howe School	14	Clemson University Extension Services	Provides support services for agricultural and farming activities, including youth interaction.	Item 2, 3

## Key Stakeholder Chart

John de la Howe School	14	Dept. of Health & Environmental Control (DHEC)	Participates with DSS in licensing of facilities. Local representative participates in stakeholder planning meetings.	Item 2
John de la Howe School	15	Cornerstone	Provides alcohol and drug intervention services and referrals. Local representative participates in stakeholder planning meetings.	Item 1
John de la Howe School	16	Rep. Anne Parks	Along with other local delegation members (Sens. Nicholson and Massey), understands the economic importance of JDLHS to McCormick County and supports maintaining it as provided in the enabling legislation and will of Dr. John de la Howe. Participates in stakeholder planning meetings and helps with campus cleanup and beautification.	Item 1, 2, 3, 4, 5
John de la Howe School	17	McCormick Co. Sheriff's Dept.	Facilitates hiring and resources for school resource officer (pending); coordinates county security; offers guidance and safety education to students. A deputy resides on campus to provide a law enforcement presence.	Item 2, 3
John de la Howe School	18	Town of McCormick	Under leadership of the Mayor and Chief of Police, provide a welcoming environment for youth served by JDLHS. Representatives participate in stakeholder planning meetings.	Item 2
John de la Howe School	19	McCormick Arts Council (MACK)	With grant funding, provides art enrichment programs and conducts social etiquette classes for students.	Item 1, 2, 3
John de la Howe School	20	Habitat for Humanity/Savannah Lakes Village, McCormick	A team of volunteers provides weekly construction assistance in Wilderness Program, mentoring youth and donating substantial time and materials. Transitioning from Habitat for Humanity to dedicated group of volunteers from Savannah Lakes Village.	Item 1, 2, 3
John de la Howe School	21	McCormick Co. Chamber of Commerce	Provides information to businesses, residents and visitors about JDLHS and promotes awareness of needs of JDLHS.	Item 1, 2, 3
John de la Howe School	22+	McCormick area churches, service clubs and volunteers	Raise funds throughout the year to benefit JDLHS youth programs. Participate in enrichment activities for youth and host activities honoring students and supporting family and community engagement.	Item 1, 2, 3

INSTRUCTIONS: Provide information about the body that oversees the agency and to whom the agency head reports including what the overseeing body is (i.e. board, commission, etc.); total number of individuals on the body; whether the individuals are elected or appointed; who elects or appoints the individuals; the length of term for each individual; whether there are any limitations on the total number of terms an individual can serve; whether there are any limitations on the number of consecutive terms an individual can serve; and any other requirements or nuances about the body which the agency believes is relevant to understanding how the agency performs and its results.

Agency Submitting Report	Type of Body (i.e. Board, Commission, etc.)	# of Times per Year Body Meets	Total # of Individuals on the Body	Are Individuals Elected or Appointed?	Who Elects or Appoints?	Length of Term	Limitations on Total Number of Terms	Limitations on Consecutive Number of Terms	Challenges imposed or that Agency staff and the Body have faced based on the structure of the overseeing body	Other Pertinent Information
John de la Howe School	Board of Trustees	4 required; additional meetings called as needed. Board met 14 times during 2014.	9 board positions per statute; 8 currently filled.	Appointed	Governor	5 years, but trustees filling vacant positions may be assigned shorter terms to adhere to rotation. (Process handled by Gov.'s Office.)	None specified	None specified	Questions on the independent status of this small agency have been periodically raised, and suggestions have been made to place the agency under DJJ or to consider other options.	The 1918 enabling legislation (59-49-10 thru 130) memorializes the 1797 will of Dr. John de la Howe granting his property to provide care and schooling for needy children and that the resources of the property shall be used for the care of the children and the development of the school. This statute also memorializes that the will has been upheld by the SC Supreme Court. To date, no viable option for consolidation has been presented that protects the legal stewardship responsibility of the Board of Trustees to ensure the provisions of the will are carried out.

## Overseeing Body - Individual Members Chart

**INSTRUCTIONS:** Provide information about the individual members on the body that oversees the agency including their name, contact information, length of time on the body, profession and whether they are a Senator or House Member. The Major Program Areas Cross References Column should link the individual to the major program area, in the Major Program Areas Chart, in which the individual has a particular influence, if any, by way of serving on a subcommittee within the body, task force, etc. NOTE: Responses are not limited to the number of rows below that have borders around them, please list all that are applicable.

Agency Submitting Report	Name of Individual on Body	Contact Information	Profession	Date First Started Serving on the Body	Last Date Served on the Body	Length of Time on the Body (in years)	Senator or House Member? (put Senate or House)	Major Program Areas Cross Reference
John de la Howe School	Barbara Devinney, J.D. Board Chair	170 Tara Drive McCormick, SC 29835	Retired social services manager	6/27/2013	current	1.75 yrs.		All
John de la Howe School	Donna Moore Wesby Board Vice Chair	112 Indian Creek Trail Aiken, SC 29803	TV & radio host of Education Matters	6/27/2013	current	1.75 yrs.		All
John de la Howe School	Felicia S. Preston. Esq. Board Secretary	Parker Poe Law Office 1201 Main St., #1450 Columbia, SC 29201	Business attorney	6/27/2013	current	1.75 yrs.		All
John de la Howe School	Steven E. Lize, Ph.D.	15 Tindal Ridge Point Irmo, SC 29063	Research Professor of Social Work	6/14/2014	current	1.75 yrs		All
John de la Howe School	Thomas R. Love	233 Moss Ave McCormick, SC 29835	Vounteer fire chief; former JDLH employee	4/16/2014	current	1 yr.		All
John de la Howe School	Patricia Silva	1726 Carolina Dr. SW Aiken, SC 29801	Director of Special Education	2/19/2014	current	1 yr.		All
John de la Howe School	Daniel B. Shonka	121 Springdale Court Central, SC 29630	Retired teacher and coach	4/16/2014	current	1 yr.		All
John de la Howe School	Melissa A. Tilden	114 Sherwood Drive Laurens, SC 29360	Teacher's aide; substitute French teacher	2/4/2015	current	0 - new		All

**INSTRUCTIONS:** Provide information about the agency's Major Program Areas as those are defined in the Appropriations Act. When completing columns B - K, the agency can copy and paste the information the agency submitted in the Program Template of the FY 2013-14 Accountability Report, just make sure of the following:

a) List only the programs that comprise at least 80% of the total budget and include the % of total budget. The remainder of the programs should be "listed ONLY" in the box labeled "Remainder of Programs", with those program expenditures detailed in the box labeled "Remainder of Expenditures." If the agency has trouble understanding what is requested, refer to the 2012-13 Accountability Report, Section II, number 11.

b) The "Associated Objective(s)" column in the Program Template of the FY 2-13-14 Accountability report has been changed to "Key Performance Measures Cross References." The Key Performance Measures Cross References column should link major programs to charts/graphs in the Key Performance Measurement Processes Section (ex. Chart 5.2-1 or Graph 5.2-2). If the agency has trouble understanding what is requested, refer to the 2012-13 Accountability Report, Section II, number 11; and

c) An additional column, titled "Legal Standards Cross References," has been added at the end. The Legal Standards Cross Reference column should link major programs to the statutes, regulations and provisos listed in the Laws Section of this report, which they satisfy.

Included below is an example, with a partial list of past Major Program Areas from the Department of Transportation. The example does not include information in the columns under expenditures, key performance measures cross reference,

**Note:**  
 -Key Performance Measures Cross References Column links major programs to the charts/graphs in the Key Performance Measurement Processes Section of the Restructuring Report.  
 -Legal Standards Cross References Column links major programs to the statutes, regulations and provisos they satisfy which are listed in the Laws Section of the Restructuring Report.

Agency Submitting Report	Program/Title	Purpose	FY 2012-13 Expenditures				FY 2013-14 Expenditures				Key Performance Measures Cross Reference	Legal Standards Cross References
			General	Other	Federal	TOTAL	General	Other	Federal	TOTAL		
John de la Howe School	I. Administration and Personal Service Superintendent	Provides executive leadership and policy governance for the agency, fiscal, human resource, advancement and development and procurement services as well as overall strategic direction.	5.67%	0.59%	0.00%	5.22%	4.84%	3.06%		4.49%	Item 1, 2, 3, 4, 5	Item 1, 11, 12
John de la Howe School	II. Education	Accredited school providing middle through high school educational services to students in a residential treatment setting.	15.68%	60.72%	-0.06%	18.94%	7.92%	32.26%		12.68%	Item 1, 2, 3, 4, 5	Item 1, 2, 3, 7, 8
John de la Howe School	III. Children's Services / Student & Family Services	Provides for the overall student safety and security, therapeutic counseling for students and families and mental and general healthcare.									Item 1, 2, 3, 4, 5	Item 1, 2, 6, 10
	III.A. Residential Services		24.98%	5.70%	13.51%	23.38%	16.84%	13.39%		16.17%		
	III.B. Behavioral Health		5.73%	6.92%		5.76%	5.25%	4.04%		5.01%		
	III.C. Experimental Learning		2.13%	1.77%		2.08%	3.04%	3.12%		3.05%		
	III. D. Wilderness Camp		5.39%	2.57%		5.11%	33.61%	25.81%		32.09%		
John de la Howe School	IV. Support Services / Business Operations	Maintenance of physical plant including facilities and grounds to established standards/code. Fleet management, Food Service operations, and Housekeeping.	13.84%	2.02%	86.56%	13.77%	9.02%	14.39%		10.07%	Item 1, 2, 3, 4	Item 1, 2
John de la Howe School	V. Employee Benefits	Ensures that staff are fully compensated for services provided.	17.20%	19.71%	-0.01%	17.19%	19.48%	3.93%		16.44%	Item 4	Item 8, 9
John de la Howe School	Capital project	Repair to Cafeteria Roof and Plumbing	9.38%	0.00%		8.55%	0.00%	0.00%		0.00%	Item 1, 2, 3, 4, 5	Item 1
			100.00%	#	100.00%	100.00%	#	100.00%	0.00%	100.00%		

**INSTRUCTIONS:** List all state and federal statutes, regulations and provisos that apply to the agency (“Laws”) and a summary of the statutory requirement and/or authority granted in the particular Law listed. Included below is an example, with a partial list of Laws which apply to the Department of Juvenile Justice and Department of Transportation. The agency will see that a statute should be listed again on a separate line for each year there was an amendment to it. Please delete the example information before submitting this chart in final form. **NOTE:** Responses are not limited to the number of rows below that have borders around them, please list all that are applicable.

Agency Submitting Report	Item #	Statute/Regulation /Provisos	State or Federal	Summary of Statutory Requirement and/or Authority Granted
John de la Howe School	1	59-49-10 thru 130	State	Establishes the John de la Howe School to provide care and schooling for needy children and states the business, property, and affairs of the school must be under the control of board of trustees. This 1918 enabling legislation memorializes the 1797 will of Dr. John de la Howe granting his property for said use and that the resources of the property shall be used for the care of the children and the development of the school; that memorializes that the will has been upheld by the SC Supreme Court; and that authorizes the board of trustees to hire a superintendent to implement programs to meet the needs of children from all of South Carolina who for some urgent reason need to be separated from their home or community. (The property was originally in Abbeville County but is now in McCormick County due to boundary changes.)
John de la Howe School	2	R.114-590	State	DSS licensing regulations of residential group care organizations for children, carried out by Dept. of Social Services (DSS) to license JDLHS facilities.
John de la Howe School	3	59-1-10 et seq.	State	SC School Code focusing on requirements for traditional county school districts, some of whose provisions apply to JDLHS and some of which do not. Section 59-1-30 calls for liberal construction of sections so that general purpose of entire code may be advanced.
John de la Howe School	4	R.45-50 et seq.	State	SC education regulations focusing on requirements for traditional county school districts, some of whose provisions apply to JDLHS and some of which do not. See attached Monitoring Instruments identifying some regulations included in SDE accreditation review of JDLHS,
John de la Howe School	5	R.114-590 (C)(2)(h)(ii)	State	DSS licensing regulation that mandates staff-to-child ratio for facilities providing therapeutic services, requiring 1 staff for every 8 children during the day and a 1-to-10 ratio at night.
John de la Howe School	6	63-19-360(5)	State	[Applies to certain youth placed at JDLHS by DJJ.] DJJ statute requiring that staff on duty must be sufficient to provide for a juvenile-staff ratio adequate for custody, control, and supervision. Requires a minimum of two juvenile custodial officers on duty each shift, fully dressed, awake, and alert.
John de la Howe School	7	Proviso 7.21 (2014-2015)	State	Authorizes carryforward of unexpended Status Offender funds from Dept. of Education.
John de la Howe School	8	Proviso 7.2 (2014-2015 & previous)	State	Authorizes leasing of residences on campus to employees.
John de la Howe School	9	Proviso 7.3 (2014-2015)	State	Authorizes carryforward into current fiscal year the amount of deferred salaries and employer contributions earned in prior fiscal year for non-twelve month employees.
John de la Howe School	10	Proviso 7.4 (2014-2015 & previous)	State	Requires funds to be used to complete deferred maintenance on the residential cottages and to bring the school up to full capacity, to the extent possible.

Agency Name: John de la Howe School  
Agency Code: L120

## Legal Standards Chart

John de la Howe School	11	Proviso 7.5 (2014-2015 & previous)	State	Authorizes Supt. of Education to appoint a COO for a 4-month period to provide technical assistance; requires Board to submit plan by 10/1/14, to include response to Inspector General review, and to submit quarterly progress reports. Governor's 2015-16 Budget indicates items completed.
John de la Howe School	12	Proviso 1.8 (2014-15 & previous)	State	Requires local school districts that transfer students to JDLHS to compensate the agency. This creates a disincentive for local school districts to refer at-risk students to JDLHS who would benefit from the services provided. In practice, local districts seldom use transfer process and instead offer parents a list of potential options.
John de la Howe School	13	Proviso 117.15 (2014-2015 & previous)	State	Provides allowance for residences and compensation restrictions that apply to staff agency head of JDLHS.

INSTRUCTIONS: List all reports, if any, the agency is required to submit to a legislative entity. Beside each include the following under the appropriate column: a) Name of the report; b) Legislative entity that requires the report; c) Law(s) that require the agency to provide the report; d) Stated legislative intent (from legislative entity, statute, regulation or other source) in providing the report; e) Frequency with which the report is required (i.e. annually, monthly, etc.); f) Approximate year the agency first started providing the report; g) Approximate cost to complete the report and any positive results from completing and submitting the report; and h) Method by which the agency receives, completes and submits the report (i.e. receive via emailed word document; log into or open program, enter data and click submit; etc.). Included below are examples of reports the agency may have to submit. The example does not include information in the columns under # of staff needed to complete the report; approx. total amount of time to complete the report and approx. total cost to complete the report, however the agency must complete these columns when submitting this chart in final form. Please delete the example figures before submitting this chart in final form, unless it applies to the agency, in which case ensure the information about those reports is complete. NOTE: Responses are not limited to the number of rows below that have borders around them, please list all that are applicable.

Agency Submitting Report	Item #	Report Name	Legislative Entity Requesting Report	Law Requiring Report	Stated Intent of Report	Year First Required to Complete Report	Reporting Freq.	# of Days in which to Complete Report	Month Report Template is Received by Agency	Month Agency is Required to Submit the Report	Cost to Complete Report			Positive Results of Reporting	Method in which Report Template is Sent to Agency (i.e. via email; receive notice that it is available online; etc.)	Format in which Report Template is Sent to Agency	Method in which Agency Submits Completed Report (i.e. email; mail; click submit on web based form; etc.)	Format in which Agency Submits Completed Report (word, excel; web based form; etc.)
											# of Staff Members Needed to Complete Report	Approx. Total Amount of time to Complete Report	Approx. total Cost to Agency to Complete (considering staff time, etc.)					
John de la Howe School	1	Restructuring Report	House Legislative Oversight Committee	1-30-10(G)(1)	Increased Efficiency	2015	Annually	28	February	March	18 (10 staff + 8 volunteer Board Members)	241 hours, including 152 volunteer board hours for input, drafting and review	\$9,228, including board volunteer time valued at \$6,232	TBD	Email and Hardcopy	Word and Excel	Email and Hardcopy	Word and Excel
John de la Howe School	2	Progress Reports	General Assembly final authorized budget	Proviso 7.5 of 2014-15 session	Progress in addressing enrollment and accreditation under new agency leadership.	2014	Quarterly	90	N/A	N/A	6 (5 staff + volunteer Board Chair)	140 hours per year (35 hours per report)	\$5,316, including board volunteer time valued at \$902	TBD	N/A	No template.	Email and Hardcopy	Word
John de la Howe School	3	Response on Proviso 7.5	General Assembly final authorized budget	Proviso 7.5 of 2014-15 session	Response to Inspector General's review; assessment of administrative practices; comparison of costs for private company to provide technology and facilities management.	2014	Once - Oct. 2014	90	N/A	N/A	6 (5 staff + volunteer Board Chair)	72 hours	\$2,802, including board volunteer time valued at \$2,050	TBD	N/A	No template.	Email and Hardcopy	Word



INSTRUCTIONS: List the name of all personnel at the agency who were consulted or performed work to obtain the information utilized when answering the questions in these reports, their title and their specific role in answering the question (i.e. searched the agency documents, asked for information because they are in charge of the department, etc.) Please delete the example information and instructions row before submitting this chart in final form. NOTE: Responses are not limited to the number of rows below that have borders around them, please list all that are applicable.

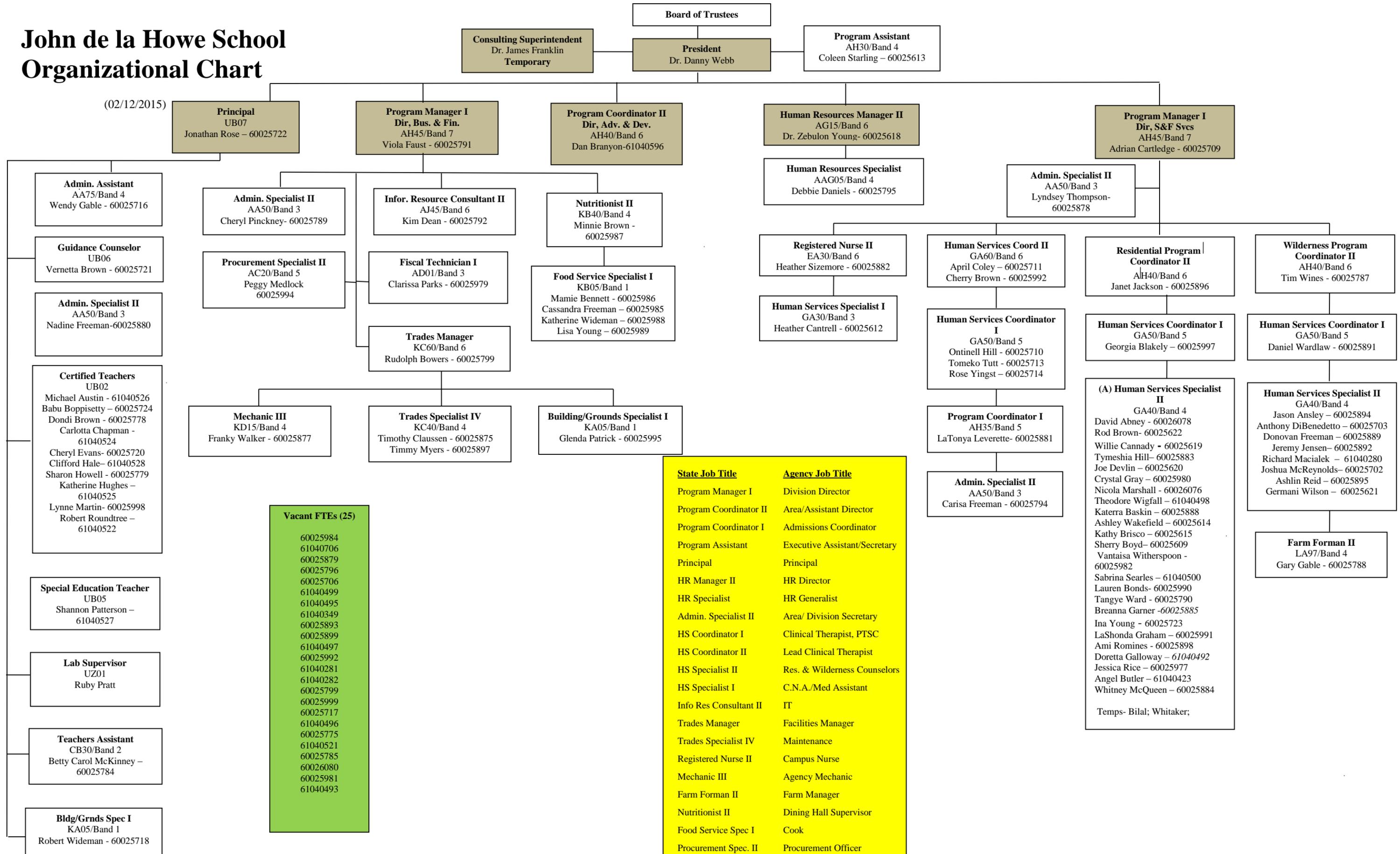
Agency Submitting Report	Name	Phone	Email	Department/Division	Title	Question	Role in Answering Question
John de la Howe School	Dr. Danny Webb	864-391-0414	<a href="mailto:danny.webb@delahowe.k12.sc.us">danny.webb@delahowe.k12.sc.us</a>	Administration	President	All	Reviewed all report guidelines, held meetings with executive team and board chair in planning and reviewing report; consulted with LOC staff; researched laws, met with attorney; contributed to drafting report; reviewed drafts with Board of Trustees.
John de la Howe School	Barbara Devinney, JD	864-391-2744	<a href="mailto:bdevinney@wctel.net">bdevinney@wctel.net</a>	Board of Trustees	Board Chair	All	Reviewed all report guidelines, met with agency head and executive team in planning report; consulted with LOC staff; researched laws, met with attorney; contributed to drafting report; reviewed drafts with Board of Trustees.
John de la Howe School	Steve Lize, Ph.D.	803-777-0939	<a href="mailto:steve.lize@sc.edu">steve.lize@sc.edu</a>	Board of Trustees	Board Member	All	Reviewed all report guidelines, conferred with agency head and board chair; contributed to drafting and reviewing documents; reviewed drafts with Board of Trustees.
John de la Howe School	Viola R. Faust	864-391-0418	<a href="mailto:viola.faust@delahowe.k12.sc.us">viola.faust@delahowe.k12.sc.us</a>	Business Operations	Director	All	Reviewed all report guidelines, participated in meetings with executive team, provided Major Program Areas chart data; contributed to drafting and reviewing report; assisted with printing documents for board and key staff review.
John de la Howe School	Jonathan Rose	864-391-0426	<a href="mailto:jonathan.rose@delahowe.k12.sc.us">jonathan.rose@delahowe.k12.sc.us</a>	Educational Services	Principal	All	Reviewed all report guidelines, participated in meetings with executive team, provided school data, contributed to drafting and reviewing report.
John de la Howe School	Dan Branyon	864-391-0424	<a href="mailto:branyon.dan@delahowe.k12.sc.us">branyon.dan@delahowe.k12.sc.us</a>	Advancement and Development	Director	All	Reviewed all report guidelines, participated in meetings with executive team, contributed to drafting and reviewing report.
John de la Howe School	James Franklin	864-391-0452	<a href="mailto:james.franklin@delahowe.k12.sc.us">james.franklin@delahowe.k12.sc.us</a>	Educational Services	Consulting Superintendent	All	Reviewed all report guidelines, participated in meetings with executive team, contributed to drafting and reviewing report.
John de la Howe School	April Coley	864-391-0512	<a href="mailto:april.coley@delahowe.k12.sc.us">april.coley@delahowe.k12.sc.us</a>	Behavioral Health Services	Lead Clinical Therapist	All	Reviewed report guidelines, participated in meetings with executive team, contributed to drafting and reviewing report.

Agency Name: John de la Howe School  
 Agency Code: L120

## Personnel Involved Chart

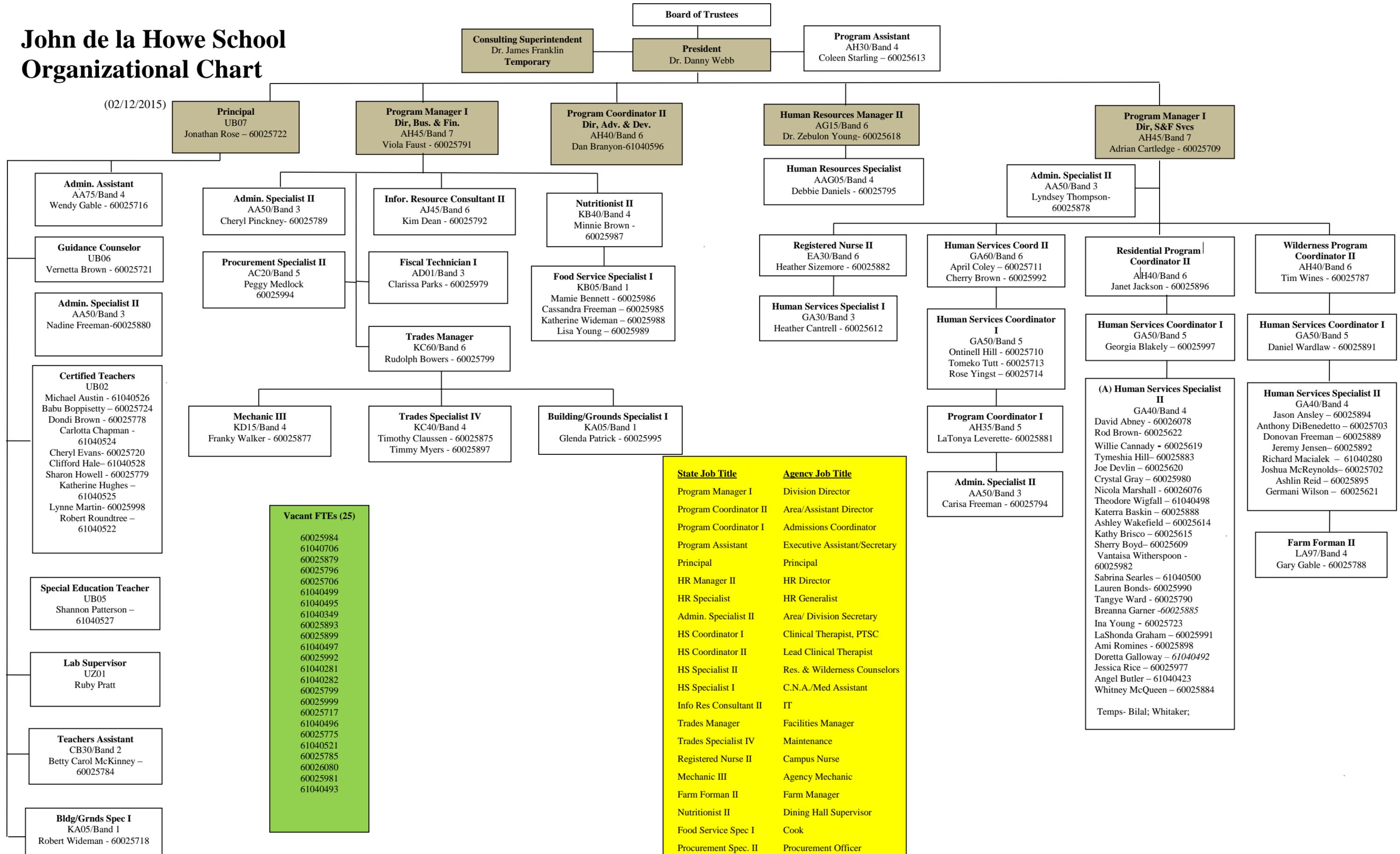
John de la Howe School	LaTonya Leverette	864-391-0417	<a href="mailto:latonya.leverette@delahowe.k12.sc.us">latonya.leverette@delahowe.k12.sc.us</a>	Admissions	Admissions Coordinator	All	Reviewed report guidelines, participated in meetings with executive team, contributed to drafting and reviewing report.
John de la Howe School	Janet Jackson	864-391-0501	<a href="mailto:janet.jackson@delahowe.k12.sc.us">janet.jackson@delahowe.k12.sc.us</a>	Student & Family Services	Interim Director	All	Reviewed report guidelines, participated in meetings with executive team, contributed to drafting and reviewing report.
John de la Howe School	Zebulon Young	864-391-0430	<a href="mailto:zebulon.young@delahowe.k12.sc.us">zebulon.young@delahowe.k12.sc.us</a>	Human Resources	Director	All	Reviewed all report guidelines, participated in meetings with executive team, contributed to drafting and reviewing report.
John de la Howe School	Coleen Starling	864-391-0414	<a href="mailto:coleen.starling@delahowe.k12.sc.us">coleen.starling@delahowe.k12.sc.us</a>	Administration	Executive Administrative Assistant	All	Researched files and typed charts: Overseeing Body; Key Stakeholders; Personnel Involved.
John de la Howe School	Members of Board of Trustees			Board of Trustees		All	Reviewed and discussed draft report documents.

# John de la Howe School Organizational Chart



State Job Title	Agency Job Title
Program Manager I	Division Director
Program Coordinator II	Area/Assistant Director
Program Coordinator I	Admissions Coordinator
Program Assistant	Executive Assistant/Secretary
Principal	Principal
HR Manager II	HR Director
HR Specialist	HR Generalist
Admin. Specialist II	Area/ Division Secretary
HS Coordinator I	Clinical Therapist, PTSC
HS Coordinator II	Lead Clinical Therapist
HS Specialist II	Res. & Wilderness Counselors
HS Specialist I	C.N.A./Med Assistant
Info Res Consultant II	IT
Trades Manager	Facilities Manager
Trades Specialist IV	Maintenance
Registered Nurse II	Campus Nurse
Mechanic III	Agency Mechanic
Farm Forman II	Farm Manager
Nutritionist II	Dining Hall Supervisor
Food Service Spec I	Cook
Procurement Spec. II	Procurement Officer
Fiscal Technician I	Financial Bookkeeper
Bldg/Grounds Spec I	Custodial/ Laundry

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Trades Manager	Facilities Manager
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Registered Nurse II	Campus Nurse
Mechanic III	Agency Mechanic
Farm Forman II	Farm Manager
Nutritionist II	Dining Hall Supervisor
Food Service Spec I	Cook
Procurement Spec. II	Procurement Officer
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