

STATE OF SOUTH CAROLINA  
ADMINISTRATIVE LAW COURT

Gary Woodside, #265980,

Appellant,

v.

South Carolina Department of Corrections,

Respondent.

Docket No. 23-ALJ-04-0602-AP  
Grievance No.: TYRCI 0402-23

ORDER  
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SC Court of Appeals

This matter is before the South Carolina Administrative Law Court (ALC or Court) pursuant to an appeal filed by Gary Woodside (Appellant), an inmate incarcerated with the South Carolina Department of Corrections (SCDC or Department). Appellant filed a Notice of Appeal with the Court on November 17, 2023. This matter was assigned to the undersigned on December 1, 2023. On June 13, 2023, Appellant filed a Step 1 Grievance asserting the Department was paying him less than the prevailing wage while working in the Prison Industry Enhancement Certification Program (PIECP) at Tyger River Correctional Institution as required under *Torrence v. South Carolina Department of Corrections*, 433 S.C. 633, 636, 861 S.E.2d 36, 38 (Ct. App. 2021), *reh'g denied* (Aug. 4, 2021), *cert. denied* (Aug. 3, 2022) and statutory law.<sup>1</sup> Specifically, Appellant requests to be paid the prevailing wage from the time he worked in PIECP from 2022 to present. Appellant's Step 1 Grievance was elevated to the Step 2 Grievance level. Appellant's grievance was subsequently denied on October 23, 2024 on the grounds that it was untimely pursuant to SCDC Policy ADM-15.13, Section 12.1.

**PROCEDURAL HISTORY**

Pursuant to Rule 59 of the South Carolina Administrative Law Court Rules, the Department is required to file the Record on Appeal within seventy (70) days of assignment, or February 9, 2024. In lieu of filing the Record, the Department filed a Motion for an Extension of Time on February 9, 2024. On February 15, 2024, the Court denied the Motion yet adjusted the scheduling

<sup>1</sup> "In 1995, our legislature enacted section 24-3-430 of the South Carolina Code (2007) to authorize the expansion of the Prison Industries program into the private sector. This expansion allowed qualified private entities to use inmate labor but required the wages for participating inmates to be no less than 'the prevailing wage for work of [a] similar nature in the private sector.' Act No. 7, 1995 S.C. Acts 78. Section 24-3-430 became effective on July 1, 1995. *Id.* at 102." *Gatewood v. S.C. Dep't of Corr.*, 416 S.C. 304, 309, 785 S.E.2d 600, 603 (Ct. App. 2016).

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order so the Record was due within forty-five (45) days of the Order, the Appellant's brief was due within thirty (30) days from the date the Record was filed, and the Department's brief was due within thirty (30) days from the date the Appellant's brief was filed. The Record was filed on April 1, 2024. Appellant filed his brief on April 29, 2024.

Currently, pending before the Court are three motions – (1) a Motion to Compel filed by Appellant on August 2, 2024, (2) a Motion to Stay filed by the Respondent on August 29, 2024, and (3) a Motion to Deny Respondent's Motion to Stay filed by the Appellant on September 9, 2024. Based on this dispositive Order, the pending Motions are rendered moot. *Byrd v. Irmo High Sch.*, 321 S.C. 426, 431, 468 S.E.2d 861, 864 (1996) (“Mootness has been defined as follows: ‘A case becomes moot when judgment, if rendered, will have no practical legal effect upon existing controversy. This is true when some event occurs making it impossible for [the] reviewing Court to grant effectual relief.’” (quoting *Mathis v. South Carolina State Highway Dep't*, 260 S.C. 344, 346, 195 S.E.2d 713, 715 (1973))).

#### **JURISDICTION**

The Court's jurisdiction to hear this matter is derived from the South Carolina Supreme Court's decision in *Al-Shabazz v. State*, 338 S.C. 354, 527 S.E.2d 742 (2000) and *Furtick v. South Carolina Department of Probation, Parole and Pardon Services*, 352 S.C. 594, 576 S.E.2d 146 (2003). Furthermore, in *Wicker v. South Carolina Department of Corrections*, the Supreme Court held this Court has jurisdiction to hear inmate wage claim grievances in the limited circumstance where the state has created a statutory right to that wage. 360 S.C. 421, 423–24, 602 S.E.2d 56, 57 (2004) (“We find that where, as here, the state has created a statutory right to the payment of a prevailing wage, it cannot thereafter deny that right without affording due process of law.”).

#### **DISCUSSION**

Appellant requests to be paid the prevailing wage for his work in the PIECP program from 2018 to present. The question before the Court is whether Appellant can claim reimbursement for any difference between what he was paid and the prevailing wage for the entire time he worked in the PIECP or whether some of his claim is barred under SCDC policies.

#### **Failure to Exhaust Administrative Remedies**

SCDC Policy ADM-15.13, Section 12.1, sets forth the Department's general policies governing inmate disputes with pay. The current version of this policy, which has been in effect since June 2014, provides the following:

## 12. PROBLEMS WITH PAY:

12.1 Inmates must report any problems in their pay to their institution's inmate pay designee utilizing the Automated Request to Staff Member (ARTSM) within 15 days of the payroll date error. The inmate should maintain a record of the ARTSM reference number. The inmate pay designee will review the case and determine whether any additional pay is owed. Payroll corrections will be limited to the following:

- If the inmate fails to notify the Agency in writing and within 15 days, no back pay will be given.
- The pay rate will be adjusted to the proper rate amount for future payrolls in accordance with these procedures.
- The inmate may receive additional pay owed for the previous two (2) pay periods only.

SCDC Policy ADM-15.13, Section 12.1 (June 3, 2014). This policy has been in place at the Department since January 20, 1998. Appellant began participating in the program in 2018. Therefore, the policy in effect regarding inmate pay only includes the current version of SCDC Policy ADM-15.13. *See* SCDC Policy ADM-15.13.<sup>2</sup> Under this policy, the first step an inmate "must" take to correct an issue with their pay is to report the problem "to their institution's inmate pay designee utilizing the Automated Request to Staff Member (ARTSM) within 15 days of the payroll date error." *Id.*

In this case, the Department denied Appellant's Step 2 Grievance on the ground that Appellant's claim for back pay is foreclosed because Appellant failed to notify the Department of any problems with his prison industries pay within fifteen days.<sup>3</sup> The Step 1 Grievance, included in the Record, contains no information about how, with whom, and when attempts were made to resolve the problem informally. The Record does not indicate that an ARTSM was filed by Appellant. Instead of presenting evidence to establish his adherence to SCDC Policy ADM-15.13, Appellant maintains that SCDC Policy ADM-15.13 should not bar his grievance because the policy is unpromulgated. SCDC Policy ADM-15.13 is however not a regulation nor is it in direct

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<sup>2</sup>This policy has applied to all forms of inmate pay, including wages earned through PIECP, and has been in place since January 20, 1998. *See* SCDC Policy ADM-15.13 Policy Statement. Although this policy has been amended multiple times, the pertinent language in the fifteen-day provision has remained the same. *See* SCDC Policy ADM-15.13, Section 12.1 (2014).

<sup>3</sup>Although the Department argues that the fifteen-day period runs from the date *Torrence* was decided, and, thus, Appellant's claims are completely foreclosed, the policy specifically states it runs from the date of the payroll error. *See* SCDC Policy ADM 15.13, Section 12.1 (providing that "Inmates must report any problems in their pay to their institution's inmate pay designee utilizing the Automated Request to Staff Member (ARTSM) within 15 days of the payroll date error.") (emphasis added).

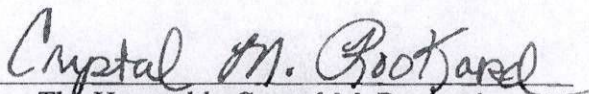
violation with section 24-3-430(D), as suggested by Appellant. Section 24-1-130 of the South Carolina Code (2007) invests the Department director with the responsibility of management of the affairs of the prison system. In furtherance of its statutory responsibility, the Department has developed policies to ensure consistent and uniform management and operation of the Department. See SCDC GA-01.01. Here, Appellant he did not follow the proper procedure as required by SCDC Policy ADM-15.13, Section 12.1 for reporting his payroll issue.

Based upon Appellant's failure to follow the proper procedure for submitting a wage claim under SCDC Policy ADM-15.13, Section 12.1, the Court finds Appellant has failed to exhaust his administrative remedies, and this matter is not ripe for this Court's review. See S.C. Code Ann. § 1-23-380 (Supp. 2023) ("A party who has exhausted all administrative remedies available within the agency and who is aggrieved by a final decision in a contested case is entitled to judicial review pursuant to this article and Article 1."); *Brown v. James*, 389 S.C. 41, 48, 697 S.E.2d 604, 608 (Ct. App. 2010) ("The doctrine of exhaustion of administrative remedies requires that where a remedy before an administrative agency is provided, relief must be sought by exhausting this remedy before the courts will act." (quoting 2 Am. Jur. 2d *Administrative Law* § 595 (1962))).

**ORDER**

**IT IS THEREFORE ORDERED** that the Appellant's appeal is **DISMISSED WITH PREJUDICE**.

**AND IT IS SO ORDERED.**

  
The Honorable Crystal M. Rookard  
South Carolina Administrative Law Judge

October <sup>3</sup>, 2024  
Columbia, South Carolina

**CERTIFICATE OF SERVICE**

I, Elizabeth Brown, hereby certify that I have this date served this Order upon all parties to this cause by depositing a copy hereof in the United States mail, postage paid, or by electronic mail, to the address provided by the party(ies) and/or their attorney(s).

*Elizabeth Brown*

Elizabeth Brown

Judicial Law Clerk to the Honorable Crystal M. Rookard

October 3, 2024  
Columbia, South Carolina