GEORGIA

STATE BOARD OF PARDONS AND PAROLES

ANNUAL REPORT

FISCAL YEAR 1990

JULY 1, 1989 - JUNE 30, 1990

TO

THE GOVERNOR

THE LIEUTENANT GOVERNOR

THE GENERAL ASSEMBLY

THE ATTORNEY GENERAL

SUBMITTED BY

WAYNE SNOW, JR., CHAIRMAN

JAMES T. MORRIS, MEMBER

BETTYE O. HUTCHINGS, MEMBER

DAVID C. EVANS, MEMBER

TIMOTHY E. JONES, MEMBER

ANNUAL REPORT

Fiscal Year 1990

July 1, 1989 - June 30, 1990

The State Board of Pardons and Paroles by December 1990 saw that release efforts had helped reduce inmate overpopulation to an acceptable level. At the same time we were tightening our belt to do our part to relieve the state budget crisis.

Emergency Releases Help Bring Relief to Crowded County Jails

The backlog of sentenced state inmates packed in county jails exceeded 4,000 in March 1989 when an overcrowding-based federal suit was threatened. Then Gov. Joe Frank Harris asked for expedited paroles and fast-track prison construction. These remedies have succeeded.

By November 30, 1990, the jail backlog was down to 1,193, the lowest backlog in more than four years. Although potentially disastrous litigation was avoided, relief efforts should continue. The crisis is not over.

From April 1989 through November 1990, persons paroled under the Governor's Emergency Release Program totaled 8,243. In accordance with the Governor's request, all of these parolees were serving for non-violent offenses and had no significant prior record of violence.

We acknowledge that many persons given emergency release should have been confined longer. We look forward to the time when more sentencing alternatives are available and used and enough prison beds come on line so that emergency releases can sharply decline.

While the jail backlog went down, the prison population rose. From December 1, 1989, to December 1, 1990, inmates in state custody increased from 20,759 to 22,268. However, this increase has been accommodated by the growth of facilities of the Georgia Department of Corrections. There is a need for that growth to continue. (This is the fifth straight year that our Annual Report has called for prison system expansion.)

Spending Is Cut During Budget Crisis Despite Strained Resources

In August 1990 we responded positively to the Governor's request to reduce our budgeted expenditures in the amount of two million, fifteen thousand dollars. That was 5.37 percent of our fiscal year 1991 budget. We cut programs and froze vacant positions, including 25 parole officer positions and five positions in the central office.

December 1990 saw us looking for more cuts. This time word had come from the House Appropriations Committee that there was a possible need for an additional budget reduction of up to four percent.

We are glad to do what is necessary to help the state overcome the budget crisis even though agency resources are strained. A Georgia parole officer's average supervision caseload has gone up to 63, but some offices hard hit by frozen positions are experiencing caseloads as high as 90.

We have sent word to our offices throughout Georgia to hold down spending while preserving vital programs and protecting public safety.

Drug Counselors, Specialized Supervisors Attack Parolee Problems

Our parole system during the summer of 1990 began a new offensive against parolee drug and alcohol abuse by employing highly qualified specialists in parole offices statewide. We decided to hire a senior substance abuse counselor in each of the 41 parole districts, which supervise more than 20,000 parolees.

Working closely with the new counselors is a new kind of parole officer -- a specialized parole supervisor -- selected in May 1990 from among the state's most experienced and able officers. Originally, they numbered 20, but we hope to receive funds to double that. These new supervisors concentrate on frequent contacts with a caseload not exceeding 25 parolees.

Together the substance abuse counselors and specialized parole supervisors are intensifying our efforts to impact directly the parolees' problems such as drug addiction, mental health, or unemployment.

A parolee with a drug or alcohol problem, or history of such, may be directed by his parole officer or his specialized parole supervisor to have regular and frequent meetings with the in-office substance abuse counselor. The counselor has a variety of techniques to help the parolee become or stay sober. These include individual, group, and family counseling; referral to Alcoholics Anonymous or Narcotics Anonymous; and monitoring the taking of physician-prescribed Antabuse.

The counselor also has extensive knowledge of locally available assistance and directs parolees to move in and out of parole-office and community programs as needed.

In some communities, treatment alternatives for the substance abuser don't exist, are unreachable due to cost, have long waiting periods before acceptance, or have guidelines which

make them inappropriate for parolees. In these often rural areas, having a counselor in the parole office is vital.

Drug testing of parolees is continuing to be conducted by parole officers under a federal grant program begun in 1989. A new test which gives results in three minutes was recently approved for use in all parole offices. The test detects use of cocaine, opiates, marijuana, barbiturates, and amphetamines.

Impact Statement Form and Fact Sheet Elicit Victims' Views

In May 1990 we gave Georgia prosecutors two new tools to help crime victims provide information and views to judges and parole officials. These are a simplified Victim Impact Statement questionnaire and a fact sheet which informs victims how they can make recommendations to us.

We sent all 45 district attorneys and 64 solicitors the new Impact Statement form which victims may use to report their injuries and losses to the courts and us. We rewrote this form in conversational language to make it easier to fill out, especially for persons with limited education.

Under a 1985 law we developed our first Victim Impact Statement form as an aid to judges in determining appropriate sentences, including any restitution order, and as an aid to us when considering parole. We wrote the new and simpler form with the suggestions of key victim-witness assistance program officials around Georgia.

A victim may obtain the new form from a prosecuting attorney and fill it out, citing any physical, psychological, or economic injury to the victim caused by the defendant. The victim should give the completed Statement to the prosecutor, who files it with the court and makes it available to the defendant for rebuttal.

If the defendant is sentenced to prison, the prosecutor makes the Statement available to us for review during parole consideration. Then if it is a crime against the person, such as rape or armed robbery, and if we are to consider parole before service of one-third of the sentence, we notify the victim and invite comments, and also notify the victim if parole is granted.

The other document we sent prosecuting attorneys is the fact sheet, "The Parole Board Welcomes Views and Information from Victims and Others." It explains step-by-step how persons can give their recommendations -- pro or con -- on an inmate to us.

Victims Now Being Notified of Proposed Parole Action

Under a 1990 law we are now notifying victims of crimes against the person if we even consider paroling the perpetrators before service of one-third of the sentences.

Act 1242, signed into law by the Governor April 10, extended to victims the same notification which had long been sent to sentencing judges and district attorneys. The bill passed after our Parole Board Chairman Wayne Snow, Jr., advised legislators that we had no objection.

To send this victim notice, we must have received a Victim Impact Statement about a crime against the person, such as rape or armed robbery, from the victim or a family member of the victim. The written notice advises the victim or family member that parole before one-third of the sentence will be considered and invites comment.

Under another law, since 1985 we have been sending notice of final parole decisions to victims of crimes against the person who submitted Victim Impact Statements.

Mission Statement Emphasizes Helping Parolees Succeed

A new Mission Statement pointing to a new direction for our Board was placed in the hands of all our 811 employees throughout Georgia in October 1990. It emphasizes salvaging parolees by attacking their problems with strengthened agency and community resources. It also presents our responsibilities and beliefs. The Statement begins this way:

OUR MISSION IS

* to protect the public by thoroughly investigating inmate cases and making careful, just, and equitable parole decisions;

* to use agency and community resources as a bridge to help parolees reach self-sufficiency and stable citizenship;

* to supervise parolees skillfully and return to prison those who show they will not be law-abiding.

A copy of the complete Mission Statement is available at any parole office.

One Death Sentence Upheld, Another Overturned

During fiscal year 1990 and the first quarter of FY 1991, only two death penalty cases were appealed to our Parole Board. One appeal was successful; the other was not.

In the case of Son H. Fleming, on July 12, 1989, we denied commutation.

In the case of William Neal Moore, on August 21, 1990, we commuted the sentence to life imprisonment. Moore's case was marked by the fact that he received his death sentence after entering a guilty plea.

Since 1973, when Georgia's current capital punishment law was enacted, our Board has commuted three death sentences and denied clemency in 17 cases. Under this law there have been 14 executions.

Atlanta and Savannah Parole Centers Close on AG's Advice

The Atlanta and Savannah Parole Centers, which had been housed in Salvation Army lodges since 1989, were closed by us in June 1990. The Office of the Attorney General recommended the closings because it said our contract with the Salvation Army violated Georgia's constitutional ban against state aid to any church or sectarian institution.

Parole officers arranged other housing for all parolee residents of the two centers. Officers staffing the centers were transferred to nearby parole offices.

We believe this is a very important area that needs further development. Transitional centers offer an excellent alternative to conventional revocation of parole violators. They also offer a way to parole many prisoners who do not meet the criteria for parole from prison straight to the street.

Computer Network Links All Parole Offices in Georgia

Computerizing all parole offices in Georgia was accomplished a month ahead of schedule on June 15, 1990. Today there are a total of 76 such offices equipped with computers and laser printers.

Field personnel are using the equipment to expedite deadline reports, to prepare production figures formerly calculated manually, and to check status of cases. For example, they are now entering and accessing caseload transfers and supervision level changes in addition to parolee initial contact information.

The computers are linked to a mainframe data base in Atlanta. This provides access to the Offender Tracking Information System (OTIS), which maintains a vast repository of information shared by parole and corrections personnel.

Early in 1991, completely up-to-date computer information on the status and history of each parolee's payment of his parole supervision fee will become available statewide.

Soon parole officers will have direct access to the Georgia Bureau of Investigation's Georgia Crime Information Center (GCIC) records. This will let them quickly obtain arrest and conviction information on inmates they are investigating and parolees they are supervising.

Computerized tracking of investigation assignments given parole officers will help keep their reports on time, and this system is scheduled to start in the spring of 1991.

Our central office is testing computer programs to automatically print parole certificates, parole officer notebook face sheets containing vital parolee information, and notices required to be sent to court and law enforcement officials.

By the end of 1990 all our field offices had secretaries trained in word processing. They have found it to be so helpful in their work that their response has been, "Give us more computers and more training."

Basic and In-Service Training Continues at Vigorous Pace

To get all new parole officers prepared to investigate more inmate cases and supervise many more parolees, during 1990 the six-week basic training course had to be taught five times. This is a rigorous course taught at the Georgia Public Safety Training Center at Forsyth and covers vital skills and knowledge required of line officers.

Our employees undergo in-service training. Parole officers are certified peace officers and by law must receive 20 hours of training yearly. We did better than that during 1990 by providing 24 hours of training to the following:

* Thirteen classes of parole officers on the subjects of Offender Tracking Information System (OTIS), criminal history record information, counseling skills, drug awareness, revocation process, physical fitness evaluations, and firearms training and requalification.

* Two classes of hearing examiners and field operations officers on the subjects of conducting preliminary revocation hearings, criminal history record information, Offender Tracking Information System, drug awareness, stress management, physical fitness evaluations, and firearms training and requalification.

* Thirteen classes of secretaries and parole investigators on the subjects of basic computer skills and the WordPerfect wordprocessing program.

* One class of specialized parole supervisors on subjects pertaining to this new position.

Even more training, 35 hours worth, was given to four classes of managers on the subjects of Offender Tracking Information System, criminal history record information, performance planning and appraisal, grievance handling, employment interview process, physical fitness evaluations, and firearms training and requalification.

Sixteen hours of extra training were given to Parole Center officers on the subject of personal safety.

Not overlooked were our course instructors, who include experienced area supervisors, deputy and assistant directors, and district chiefs from all parts of the state. They received 32 hours of training on advanced instructor topics. The number of instructors has now risen to 42.

Supervision Fee Payments in 1990 Top One Million Dollars

The year ending October 31, 1990, was the first year the collection of parole supervision fees exceeded one million dollars. This was not surprising in a year in which the number of parolees under supervision in Georgia increased 30 percent.

A 1984 law let our Board set a standard parole condition requiring supervision fee payment from every Georgia parolee physically able to work or financially able to pay. The purpose is to make parolees pay part of the state's cost of supervising them. Parolees send $10 money orders or certified checks each month to our central office, and money collected is deposited in full in the state treasury.

The collection record for each year, ending October 31, is as follows:

1985 - $276,412.30
1986 - 602,968.81
1987 - 674,305.82
1988 - 740,083.83
1989 - 850,751.02
1990 - 1,066,539.66

TOTAL $4,211,061.44

David C. Evans and Timothy E. Jones Become Board Members

David C. Evans, former commissioner of the Georgia Department of Corrections, and Timothy E. Jones, former director of the our Field Operations Division, became Parole Board members January 1, 1990.

Gov. Joe Frank Harris appointed them after Mobley Howell retired with three years left on his term at the same time Michael H. Wing's term expired. Mr. Evans was appointed to complete Mr. Howell's term, and Mr. Jones replaced Mr. Wing and received a full seven-year term.

Mr. Evans, when appointed to our Board, was the longest-serving corrections commissioner in the nation, having led his agency through an era of crisis, expansion, and innovation. He began his government service in 1965 with the Georgia State Budget Bureau and later directed the Correction Department's Personnel Division before being appointed commissioner in 1976.

Mr. Jones rose steadily in the ranks after becoming a parole officer in 1974. He advanced to assistant chief of the Atlanta Parole Office, then to hearing examiner in the central office, guidelines director, assistant field operations director, and in November 1988 to director of the Field Operations Division. He played a major role in developing and launching Parole Decision Guidelines, which weigh crime severity and parole success likelihood to produce more consistent and soundly based decisions.

Mobley Howell retired from our Board January 1, 1990, having been a member since November 14, 1977. He was chairman for three years.

Michael H. Wing completed his seven-year term on December 31, 1989. He had risen through the ranks after starting as an entry-level parole officer in 1970. He served one year as chairman.

Chairmanship Bestowed on Wayne Snow, Jr., Again

Chosen by our vote, Wayne Snow, Jr., on July 1, 1990, began serving his sixth year as Parole Board chairman. Mr. Snow has been a member since 1983 and has been elected chairman annually since 1985.

Respectfully submitted,

Wayne Snow, Jr., Chairman

James T. Morris, Member

Bettye O. Hutchings, Member

David C. Evans, Member

Timothy E. Jones, Member

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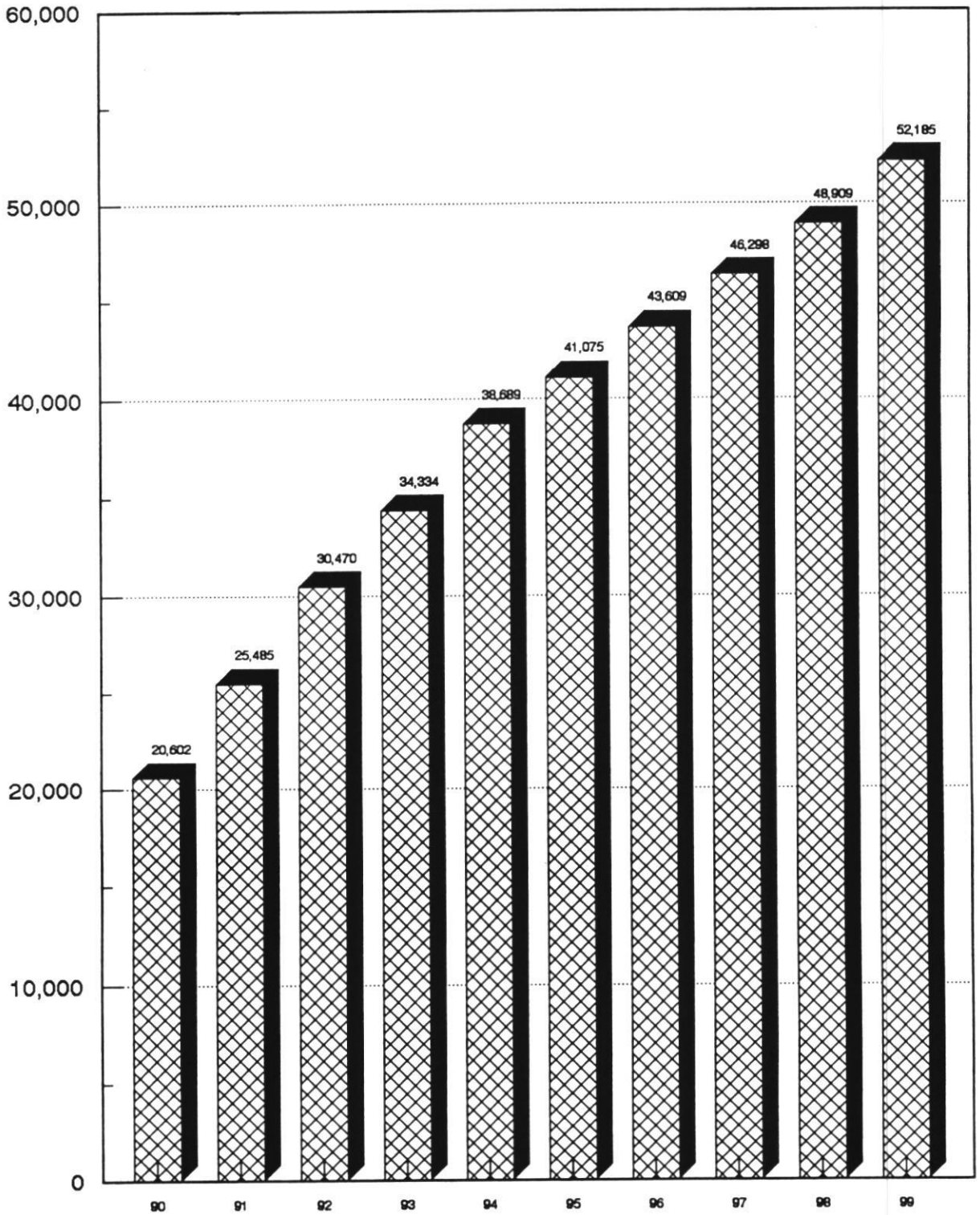
GEORGIA STATE BOARD OF PARDONS AND PAROLES

STATISTICAL SUMMARY

Activity for Fiscal Year Ending June 30, 1990

Parole		12,338
Conditional Transfer to Detainer		475
Commutation to Time Served		9
Supervised Reprieve		3,836
Total Release Action		16,658
Total Revocations of Release		4,047
Board Decision under Guidelines		7,613
Decision to Deny Parole	579	
Decision to Grant Tentative Parole Month	7,034	
Board Decision on Life-Sentence Inmate		586
Decision to Deny Parole	416	
Decision to Grant Parole	170	
Decision to Grant at 1st Consideration	42	
Discharge from Parole		4,704
Restoration of Civil and Political Rights		1,431
Upon Discharge from Parole	686	
Upon Application	745	
Pardon		165
Medical, Maternity, or Compassionate Reprieve		297
Commutation Reducing Sentence Without Release		6
Commutation to Discharge Parolee		705
Death Sentence Commutation Granted		0
Death Sentence Commutation Denied		1
Visitor Interview in Central Office		2,870
Inmate Interview at Institution		279
Preliminary Revocation Hearing		585
Final Revocation Hearing		436
Other Board Action (Cancellation of Reprieve)		2
Total Other Action		19,680
TOTAL BOARD ACTIVITY		40,385
Total Inmates on 6-30-90		21,584
Releases under Supervision in Georgia on 6-30-90		20,602
Parolees	19,926	
Other States' Parolees	676	
Board Releasees under Supervision in Other States		1,650

STATE BOARD OF PARDONS AND PAROLES
PAROLEE POPULATION PROJECTION

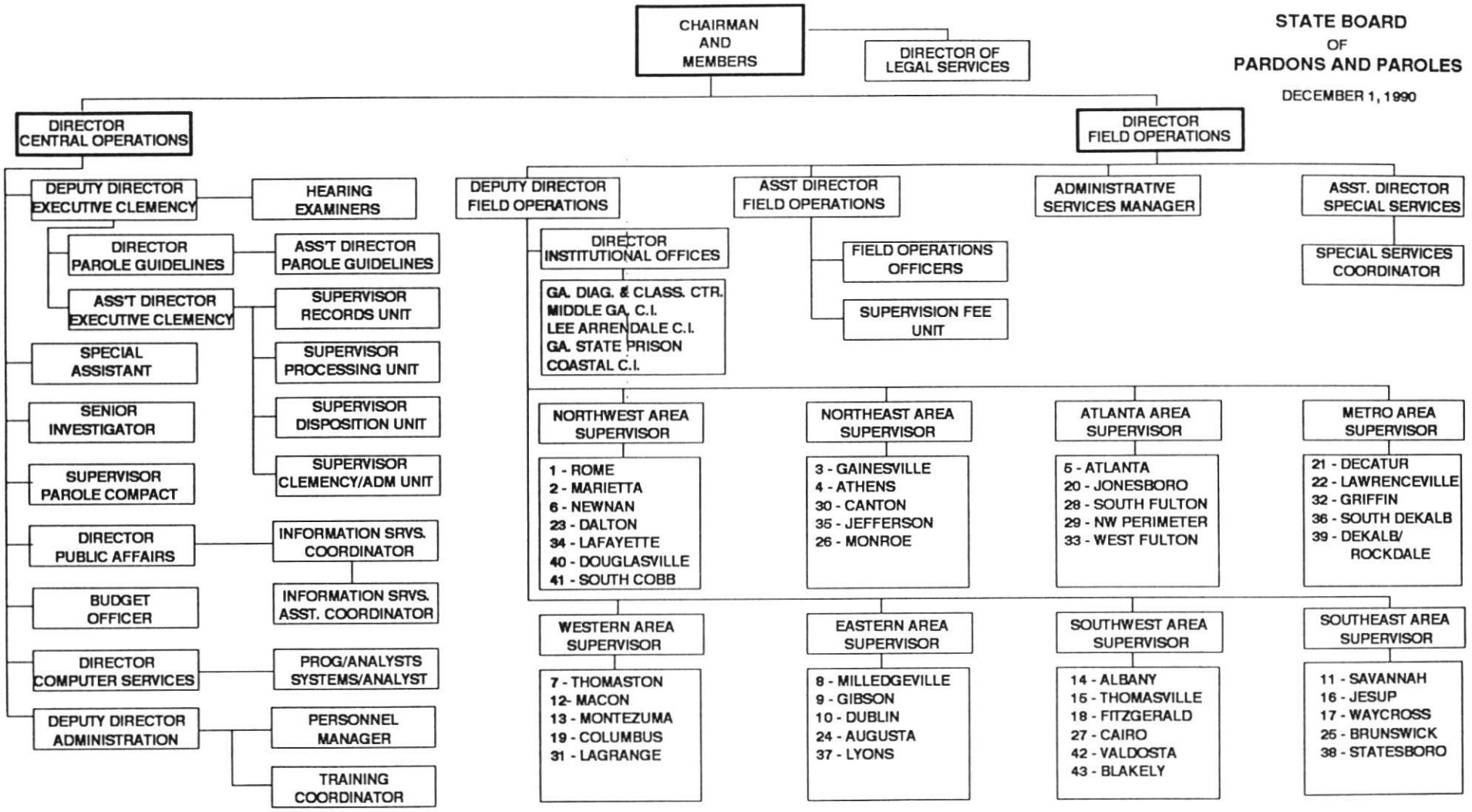


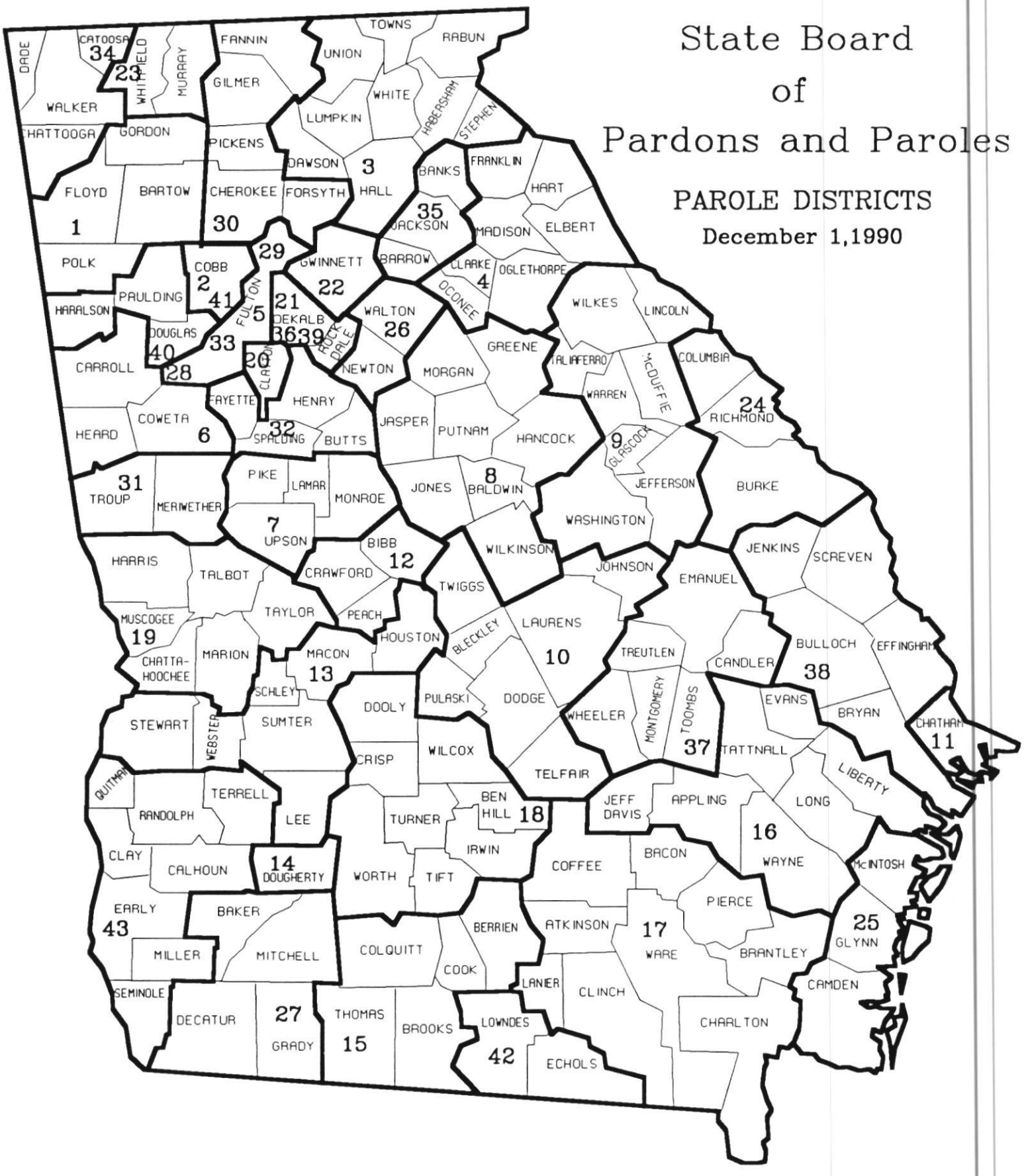
PROJECTIONS ASSUME THE CONTINUED EMERGENCY RELEASE OF INMATES.
NUMBERS ARE FOR THE END OF THE FISCAL YEAR.

SOURCE: STATE BOARD OF PARDONS AND PAROLES, OCT 1990

STATE BOARD OF PARDONS AND PAROLES

DECEMBER 1, 1990




State Board
of
Pardons and Paroles
PAROLE DISTRICTS
December 1,1990
DADE
CATOOSA
34
23
WHITFIELD
MURRAY
FANNIN
TOWNS
UNION
RABUN
GILMER
WALKER
WHITE
HABERSHAM
STEPHEN
LUMPKIN
CHATTOOGA
GORDON
PICKENS
DAWSON
3
BANKS
FRANKLIN
HART
FLOYD
1
BARTOW
CHEROKEE
FORSYTH
HALL
35
JACKSON
MADISON
ELBERT
30
POLK
COBB
2
29
GWINNETT
22
BARROW
CLARKE
4
OGLETHORPE
PAULDING
41
FULTON
5
21
DEKALB
3639
ROCKDALE
WALTON
26
OCONEE
WILKES
LINCOLN
HARALSON
DOUGLAS
40
33
20
CLAYTON
NEWTON
MORGAN
GREENE
TALIAFERRO
McDUFFIE
COLUMBIA
CARROLL
28
FAYETTE
HENRY
WARREN
24
RICHMOND
COWETA
6
HEARD
SPALDING
32
BUTTS
JASPER
PUTNAM
HANCOCK
9
GLASCOCK
JEFFERSON
BURKE
31
TROUP
PIKE
LAMAR
MONROE
JONES
8
BALDWIN
WASHINGTON
MERIWETHER
7
UPSON
BIBB
12
WILKINSON
JOHNSON
JENKINS
SCREVEN
HARRIS
TALBOT
CRAWFORD
TWIGGS
EMANUEL
MUSCOGEE
19
TAYLOR
PEACH
HOUSTON
BLECKLEY
LAURENS
10
TREUTLEN
CANDLER
BULLOCH
38
EFFINGHAM
CHATTA-
HOOCHEE
MARION
MACON
13
SCHLEY
DOOLY
PULASKI
DODGE
WHEELER
MONTGOMERY
TOOMBS
37
EVANS
BRYAN
CHATHAM
11
STEWART
WEBSTER
SUMTER
WILCOX
TATTNALL
CRISP
TELFAIR
LIBERTY
QUITMAN
TERRELL
BEN
HILL
18
JEFF
DAVIS
APPLING
LONG
RANDOLPH
LEE
TURNER
16
CLAY
CALHOUN
14
DOUGHERTY
WORTH
TIFT
IRWIN
COFFEE
BACON
WAYNE
McINTOSH
EARLY
43
BAKER
PIERCE
MILLER
MITCHELL
COLQUITT
BERRIEN
ATKINSON
17
WARE
25
GLYNN
BRANTLEY
COOK
LANIER
CLINCH
CAMDEN
SEMINOLE
DECATUR
27
GRADY
THOMAS
15
BROOKS
LOWNDES
42
ECHOLS
CHARLTON