TO GOVERNOR ZELL MILLER,

MEMBERS OF THE GENERAL

ASSEMBLY, AND THE CITIZENS

OF THE STATE OF GEORGIA

GEORGIA

STATE BOARD OF PARDONS AND PAROLES

PRESENTS

THE ANNUAL REPORT

FISCAL YEAR 1991

JULY 1, 1990 - JUNE 30, 1991

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CHAIRMAN'S MESSAGE

The Parole Board's achievements during Fiscal Year '91 illustrate that necessity does indeed breed invention. While the agency continued monitoring the prison population to prevent an overcrowding crisis such as experienced in 1989, we worked hard to establish long-range programs to reduce recidivism and to better protect Georgia's citizens.

Among those programs were specialized parole for high need parolees, such as the physically and mentally ill, and the Substance Abuse Counseling Program, which placed experienced substance abuse counselors in 43 statewide parole offices. And, recognizing that rehabilitation efforts must be balanced with enforcement, the Board obtained a federal grant to electronically monitor certain problem parolees who pose no threat to the community. Saving taxpayer dollars while keeping parole violators under house arrest, this pilot program was implemented toward the end of the calendar year.

Another hallmark of the year was our improved communication with victims and victim advocates, culminating in the creation of a separate Victim Services Unit. Also planned during Fiscal '91 and implemented in the fall was the Board's program requiring certain violent offenders to pay a monthly fee directly to the Georgia Crime Victims Compensation Fund.

In the field of criminal justice, innovation and constant evaluation are required. Our Board seeks to create programs which address the major factors contributing to crime--such as substance abuse, illiteracy,and poor job skills--while ensuring the safety of its citizens. It is a difficult role, made harder by the constraints of crowded prisons and limited finances. What allows us success with our objectives is our staff--experienced professionals in the Atlanta headquarters and across Georgia whose work demonstrates dedication to our mission.

We also believe that our mission and that of all criminal justice agencies is furthered by an informed public. Strength from combined efforts will be the only effective way to tackle the problem of crime in the '90s.

Wayne Snow, Jr.

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.

INTRODUCTION

Fiscal Year 1991 was a time of great endeavor and accomplishment for the State Board of Pardons and Paroles. The Board worked with other elements of the criminal justice system to manage an offender population that far exceeds Georgia's finite number of prison beds. While the state's prison population grew almost 75% over the last ten years (13,707 to 23,655), the parolee population rose 800% (2,500 to 23,302). The cost to incarcerate those 23,302 offenders would run well into the hundreds of millions of dollars. In FY91 the Board's budget was 35 million dollars. The cost-savings of community supervision rather than prison has had a far reaching, profound impact on how parole is viewed both by people from within the agency and from outside.

A June 1991 U.S. Bureau of Justice statistics report comparing the per capita number of inmates by state ranked Georgia eleventh in the country with 336 inmates for every 100,000 people. Georgia placed ahead of more populated states like California (14th), New York (15th), and Texas (19th). This increase in incarceration is not unique to Georgia, however, as the national rate of incarceration has doubled between 1980 and 1990.

The future of criminal justice in Georgia will be shaped by how it responds to the dynamic challenges that lie ahead. The safety of our communities is of utmost concern, yet a balance of punishment and rehabilitation is necessary. Dangerous offenders must be incarcerated, but programs are needed to prevent the repeated return of lesser offenders to our prisons. To this end the Board endorses innovative plans like Governor Miller's Boot Camps. For the offender who returns to the community, the Board will continue to provide the opportunity for rehabilitation through substance abuse counseling, literacy programs, job placement, and training in life skills. And we will return to prison those who fail in the chance offered by parole.

In Fiscal Year 1991 the Board developed and implemented a major internal reorganization. In addition to creating a Director of Parole, four divisions were established: Clemency Administration/Parole Selection; Field Services; Research, Planning, Development, and Evaluation; and Administrative Services. With this new organizational structure the Board is situated to meet the demands of the present as well as for years to come.

The Georgia Board of Pardons and Paroles will continue to address the need for structured decision-making, the effective management of prison space, and accountability to the citizens of the state. We believe we met those goals during Fiscal Year 1991. This Annual Report offers the citizens of Georgia the opportunity to view the quality of that work and the standard of excellence set by our employees.

FY91 IN REVIEW

July 1, 1990 to June 30, 1991

FY91 was a year of achievement for the State Board of Pardons and Paroles which continues to be recognized as a national leader in the application of parole policy and procedure. Here are but a few of the activities and accomplishments of the Board and its employees.

Victim Services: The Board developed and implemented a Victim Services Unit that is responsive to the desire of the victim to be heard during the release process. The unit is an open source of communication for victim inquiries, victim impact statements, and objections to parole.

Victim Compensation: In FY91 the Board approved a plan to require parolees serving for violent offenses to pay a monthly fee directly into a fund administered by the Georgia Crime Victims Compensation Board. The purpose is to help finance more cash awards to injured crime victims or relatives of deceased victims. Parole Board Member Timothy E. Jones is an appointed member to the Victims Compensation Board.

Boot Camps: The Board aggressively pursued Governor Miller's Boot Camp plan, working closely with the Department of Corrections to formulate the program. The first group of targeted young drug offenders began arriving in May 1991 to participate in a spartan 90-day regimen of strict discipline, physical training, and hard work. Once completed, the inmates are paroled to close supervision and a continuation of drug counseling through the Board's own Senior Substance Abuse Counselors.

Violent Offenders Serve Longer: The Board chose to broaden the definition of violent offenders and to lengthen the amount of time served before they become eligible for parole. Releases for violent crimes have decreased by one-third since FY82 and at present only 17% of the parolee population is serving for a violent offense. The average times served for Murder, Armed Robbery, Rape, and Cruelty to Children have all increased since FY82.

Substance Abuse Counselors: In-house drug and alcohol programs were provided for parolees in all of the Board's 43 district offices by Senior Substance Abuse Counselors. Working under the direction of the Board's Special Services Unit, the counselors offered the offender the benefit of one-on-one and small group treatment sessions.

Specialized Parole Officer Program: High-need offenders were targeted for supervision by experienced parole officers who are well-skilled in counseling and the use of community resources. Smaller caseloads concentrate on parolees who are determined to be

the least likely to succeed without individualized care and attention.

Electronic Monitoring: Federal grant funding was received for the development and implementation of the electronic monitoring of problem parolees through the use of phone-line-linked ankle bracelets. Home confinement or limited movement is tracked by a computer that provides the Parole Officer with a daily confirmation of compliance.

Drug Testing: Board field personnel were provided with drug testing equipment that allows for random drug screens that provide almost instantaneous results. Parole Officers can now more easily address parolee drug violations and formulate individual treatment plans with the district Substance Abuse Counselor.

Supervision Fees: This condition of parole enabled the Board to collect over 1.33 million dollars from parolees. The entire amount was deposited directly back to the State Treasury.

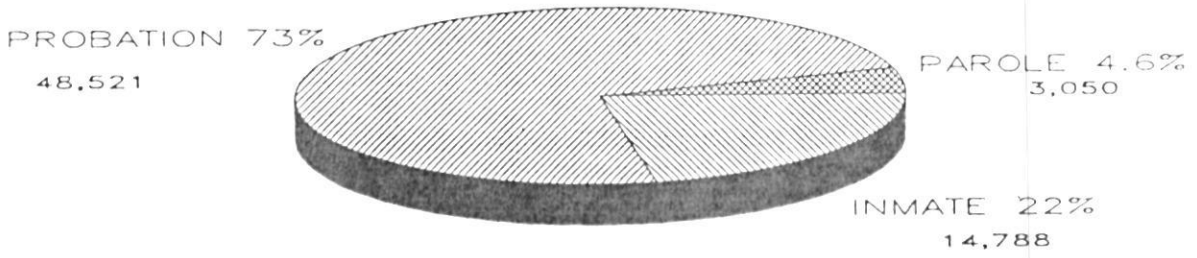
Computer Network: The Board's Research, Planning, Development, and Evaluation Division provided additional programs for computers placed in the field in FY90. Although fiscal constraints shelved plans for agency-wide placement of additional computers, the work of the R,P,D, and E Division enabled the Board's employees to be more efficient in their work.

Training: The Board continued its commitment to having the best trained, most well-informed criminal justice employees in the state. In FY91 the Board Training Unit at the Georgia Public Safety Training Center in Forsyth was able to deliver 3 basic training programs (6 weeks each), 26 employee in-service programs, 6 management in-service programs, 21 support staff training sessions, and one instructor conference. In all, there were 2,060 hours of instruction given.

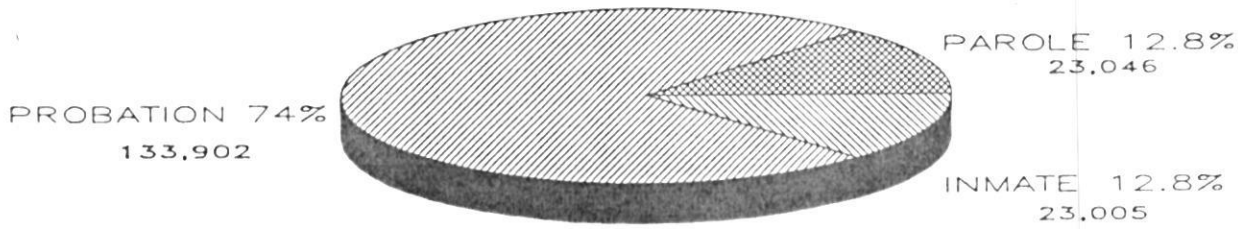
Accreditation: Commitments were made in FY91 to begin the process of the agency receiving full accreditation through the American Correctional Association's Commission on Accreditation for Corrections. With the successful completion of a process that ends with a full audit by ACA-CAC professionals the Board will be the first of its type in the United States to receive agency-wide accreditation.

Board Employees Co-Author Book: Ron Jackson, the agency Director of Parole, and Ed Rhine, Deputy Director of Field Services, are two of three co-authors of Paroling Authorities: Recent History and Current Practice. Published by the American Correctional Association, the book stems from a four-year study of parole in the United States and Canada. It brings together a history of parole, a description of current parole practices in the U.S. and Canada, and projections for the future of parole. It has already been praised as "recommended reading for all policy decision-makers in criminal justice."

CORRECTIONAL POPULATION
FY 82 AND FY 91



FY 82
TOTAL CORRECTIONAL POPULATION = 66, 359



FY 91
TOTAL CORRECTIONAL POPULATION = 179,953

The number of offenders under criminal justice supervision in Georgia increased by 171% between FY82 and FY91.

- The probation population increased by 175% during this period but remained the same proportion of the total population (75%) over the 10 years.

- The parole population increased 655% between FY 82 and FY91. This tripled the proportion of the correctional population being supervised by parole (4.6% of the total population in FY 82 and 12.8% of the total population in FY 91).

FUNCTION OF THE AGENCY

"Except as otherwise provided in this paragraph, the State Board of Pardons and Paroles shall be vested with the power of executive clemency, including the powers to grant reprieves, pardons, and paroles; to commute penalties; to remove disabilities imposed by law; and to remit any part of the sentence for any offense against the state after conviction." (Ga. Const. Art. IV, Sec. II, Para. II(a))

The primary duty of the State Board of Pardons and Paroles is to thoroughly investigate all cases eligible for possible grants of clemency as enumerated in the Georgia Constitution. The Board constitutes the sole authority in this area and is vested with numerous duties and responsiblities under the Constitution and in statute law in rendering its decisions. These duties are carried out by various units located in Board headquarters. Sections primarily concerned with the clemency process include the Records Unit, Processing Unit, Dispositions Unit, Parole Guidelines Unit, Clemency Administration Unit and the Hearing Examiner Unit.

The primary types of clemency considered by the Board are outlined and defined as follows:

PAROLE - "The discretionary release of an offender from confinement, after he has served part of his sentence, under continuing State custody and supervision and under conditions which, if violated, permit his reimprisonment." All inmates sentenced to terms of confinement in the custody of the Georgia Department of Corrections are automatically eligible for parole consideration. The Board conducts a series of investigations to be completed by field personnel to give the Board all available details prior to rendering a parole decision. Primary investigations include a Post Sentence Investigation giving the details of the inmate's present offense(s) as well as a disposition of prior charges; a Personal History Statement, a prison interview conducted by a Parole Officer to obtain background information on the inmate, and to relay to the Board the inmate's attitude and demeanor; and a Social Investigation which is a detailed report prepared by a Parole officer outlining the inmate's family history and biographical facts as verified in the community. Routinely the Parole Officer interviews family, past employers, and others in the community to provide the Board with a thorough background report on the inmate being considered for parole. If necessary, the Board may request additional investigations prior to rendering a decision.

In non-life sentence cases, the process and evaluation for parole consideration begins after admission to the Georgia Department of Corrections custody. The cases are evaluated by the Hearing Examiner staff under the Parole Guidelines Program which provides a parole recommendation to the Board. The inmate and the Georgia

Department of Corrections are then notified of the Board's parole decision as are the sentencing judge and District Attorney as well as victims or their families in certain cases. Life sentence inmates are considered for parole after serving either their statutory or Constitutional parole eligibility confinement time. Normally this is seven years. After review, if denying parole, the Board establishes the next consideration date for the case.

REPRIEVE - "The temporary suspension of a prison sentence to release an offender under conditions which, if violated, permit his re-imprisonment." The Board can grant reprieves for many reasons but these are the primary types of cases: Compassionate Reprieves are granted normally for an inmate to attend a funeral or visit a terminally ill immediate family member; Medical Reprieves are considered when the Georgia Department of Corrections requests that the inmate be released to receive medical treatment unavailable in their facilities or because the inmate is terminally ill; Maternity Reprieves are granted to allow female inmates to give birth outside the prison and to make necessary arrangements for child care; Short-Sentence Reprieves are granted to inmates having maximum prison terms of two years or less if they meet parole release criteria. The release may be for the remaining portion of the prison term.

COMMUTATION - "The reduction of a sentence to a lesser sentence." The Board uses this authority sparingly but may consider the reduction of an extremely lengthy sentence to a lesser term or may commute a Death sentence to a Life sentence. This authority is also utilized to terminate the sentences of those who have been granted the privilege of a parole release and have complied with all conditions for a specified amount of time.

PARDON - "A declaration of record by the State Board of Pardons and Paroles that a person is relieved from the legal consequences of a particular conviction." Pardons may be granted for reasons of innocence or to those individuals who have completed all sentences and lived a law-abiding life for a minimum period of five years. The Board may also grant Restoration of Civil and Political Rights to those who have completed all sentences and, under Georgia statutory law, may restore firearms privileges after extensive review. All requests for Pardons and Restoration of Rights are thoroughly investigated by field personnel after the applicant applies. If granted, the Board's orders are provided to the applicant and appropriate court personnel.

PAROLE CONSIDERATION FOR LIFE CASES FY91	
Lifers considered in FY91	: 645
Lifers granted parole in FY91	: 206
Lifers granted at 1st consideration	: 43 (6.7%)

THE BOARD

Chairman Wayne Snow, Jr.
James T. Morris, senior member, Bettye O. Hutchings, member,
Timothy E. Jones, member, and Merle E. Clark, member

"There shall be a State Board of Pardons and Paroles which shall consist of five members appointed by the Governor, subject to confirmation by the Senate. The members of the board in office on June 30, 1983, shall serve out the remainder of their respective terms, provided that the expiration date of the term of any such member shall be December 31 of the year in which the member's term expires. As each term of office expires, the Governor shall appoint a successor as herein provided. All such terms of members shall be for seven years. A chairman shall be selected by the members of the board from its membership." (Ga. Const. Art. IV, Sec. II, Para. I)

The State Board of Pardons and Paroles is composed of five members appointed by the Governor for staggered seven-year terms subject to confirmation by the State Senate. Each year the Board elects one of its members to serve as chairman. The Board was created in February 1943 by statute law, and in August 1943 Georgia voters ratified an amendment setting forth the Board's authority in the State Consitution.

The Board is part of the Executive Branch of State government. It is attached, for the purpose of receiving administrative support, to the Department of Corrections but performs its duties independently of that Department.

EXECUTIVE ADMINISTRATION

Ron Jackson, Director of Parole

The Executive Administration Unit is made up of the Director of Parole, the Executive Assistant, Deputy Directors, the Special Assistant and executive secretarial support. The Director of Parole serves as the head staff position in the agency. The Director of Parole is responsible for the day to day management of the agency. He is responsible for making certain that all sections within the department carry out Board policy and operate within the parameters of the stated mission of the agency. Through the Executive Assistant, Deputy Directors, and Special Assistant, the Director of Parole manages and regulates all contact with the Board by department staff, representatives from other state agencies, elected officials, the general public, families of prisoners, victims of crimes and any others wishing to conduct any kind of business with the Parole Board.

BOARD SUPPORT

Board support services are those functions necessary to advise and assist the Board in carrying out their duties in the agency.

LEGAL AFFAIRS

The Board's Legal Affairs Unit has primary responsibilities in two areas, one being the Board's legal liaison with the Department of Law and the other as the agency's internal legal counsel. Working closely with the Department of Law, the Legal Affairs Unit transmits all actions that are served on Board members and agency staff and requests legal representation and services in response to those actions. Assistance is given to the Department of Law at all levels of those proceedings. Legal interpretations are provided internally concerning the day to day policy and procedure of the agency itself.

PUBLIC AFFAIRS

The Board's Public Affairs Unit is the agency's liaison with the public and the media. It transmits news releases, arranges news conferences, relays Board decisions and policies to the media and public, meets and speaks with public officials and citizens groups, and works with law enforcement officials on certain cases. Other duties include composing and distributing agency publications, instructing Board employees on public relations issues, and assisting with agency recruitment.

INTERNAL AFFAIRS

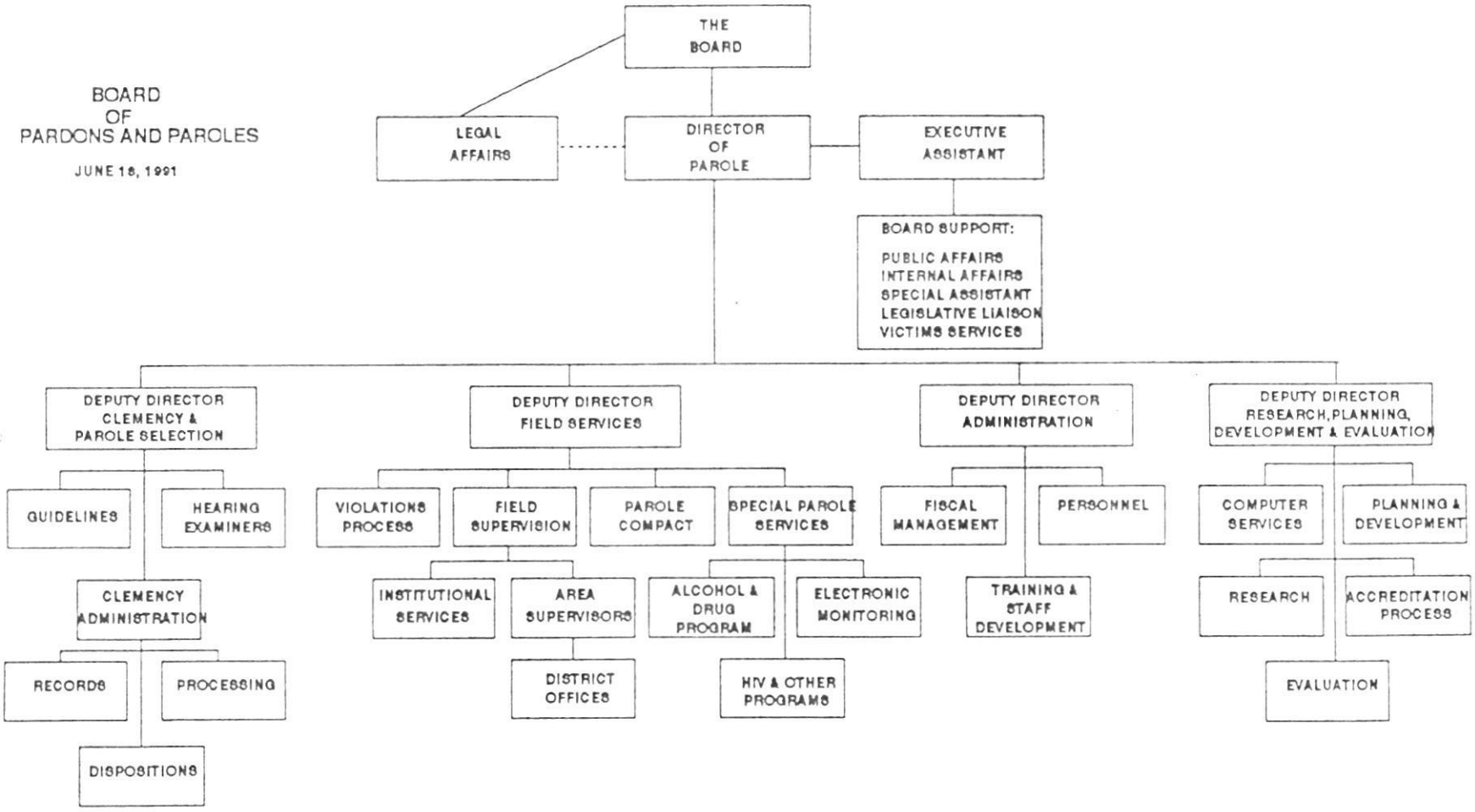
The Board's Internal Affairs Unit conducts pre-employment investigations on applicants, administers the Board's random drug screening program as required by law, and investigates charges of employee misconduct. The Unit also administers the Board's Drug Education/Awareness Lecture Series.

VICTIM SERVICES

The Victim Services Office is charged with the responsibility of working with other justice system components to reach victims and let them know that they can provide their views and information to parole decision-makers. The office also responds to victims who submit inquiries, victim impact statements, and objections to future parole. Communication is maintained with victims' assistance program directors in district attorneys' offices, directly with district attorneys who do not have victims programs, all sheriffs, all police chiefs, and all public safety directors.

BOARD
OF
PARDONS AND PAROLES

JUNE 18, 1991



CLEMENCY ADMINISTRATION/ PAROLE SELECTION - Michael Sullivan, Deputy Director

In 1979, the Board completed development work on and began implementation of Parole Decision Guidelines, a.k.a. the "Grid System." These guidelines follow the lead of the United States Parole Commission's Salient Factors and are necessary to objectively weigh an inmate's crime severity and the likelihood of an inmate's success on parole as indicated by predictive factors from his criminal and social history. In general, Guideline recommendations help the Board make consistent, soundly based and thoroughly documented decisions. Adjustments to Parole Decision Guidelines have been used extensively since 1983 to guard against prison overcrowding and thereby saving the State from more lengthy and costly litigation as well as the expense of operating thousands of additional prison spaces.

THE PAROLE SELECTION PROCESS

There are several fundamental steps that take place in the parole process. Once an inmate enters a prison, the staff of the State Board of Pardons and Paroles Clemency Administration/Parole Selection Division creates a file. They build that file through legal, social and personal investigations. The staff then forwards the file to the Board after Parole Guidelines ratings have been applied. The Board then makes a decision to parole or not to parole. If the decision is to parole, required notifications are made, as they are if the decision is not to parole. In the case of a parole, subsequent to notification, release plans, parole plans and documents are prepared and a final review is conducted. And again, required notifications are made. Then there is a release to parole supervision where an array of programmatic options is available, consistent with each offender's particular conditions of parole which are required. The 68 employees of the Clemency Administration/Parole Selection Division perform their duties in the following units:

RECORDS

The Records Unit establishes files on the approximately 2,000 newly-sentenced inmates per month and maintains control over all active inmate cases. Records requests that Field Services complete the necessary Post-Sentence (legal) Investigation for each conviction. It also receives and files all documentation in the forms of FBI Criminal Histories, Institutional Disciplinary Reports, and closed files from the State Archives.

PROCESSING

All active inmate files are transferred to the Processing Unit upon receipt of the Post-Sentence Investigation. Using the inmate's Personal History Statement, a request is made for Field Services to complete a Social History (family) Investigation. In addition, a Parole Review Summary of the inmate's prison behavior is ordered from the Department of Corrections. Processing will also obtain a copy of the inmate's in-state criminal history from the Georgia Crime Information Center. As investigations are returned they are placed in proper order and a ballot is readied for Board Member votes.

PAROLE GUIDELINES

The Guidelines Unit works in conjunction with the completion of the inmate file and is responsible for assigning all Guidelines cases to Hearing Examiners for rating. Guideline scores are computed and documented for the Board Members prior to their votes.

HEARING EXAMINERS

Ten Board Hearing Examiners make detailed recommendations to the Board in Life sentence and Parole Guidelines cases. They are responsible for the preparation of all special consideration cases such as the Georgia Early Release, Boot Camp, and Reprieve programs. Hearing Examiners are the point of contact for public inquiries about inmate releases. They are also given the duty of conducting Preliminary Hearings for parole violators.

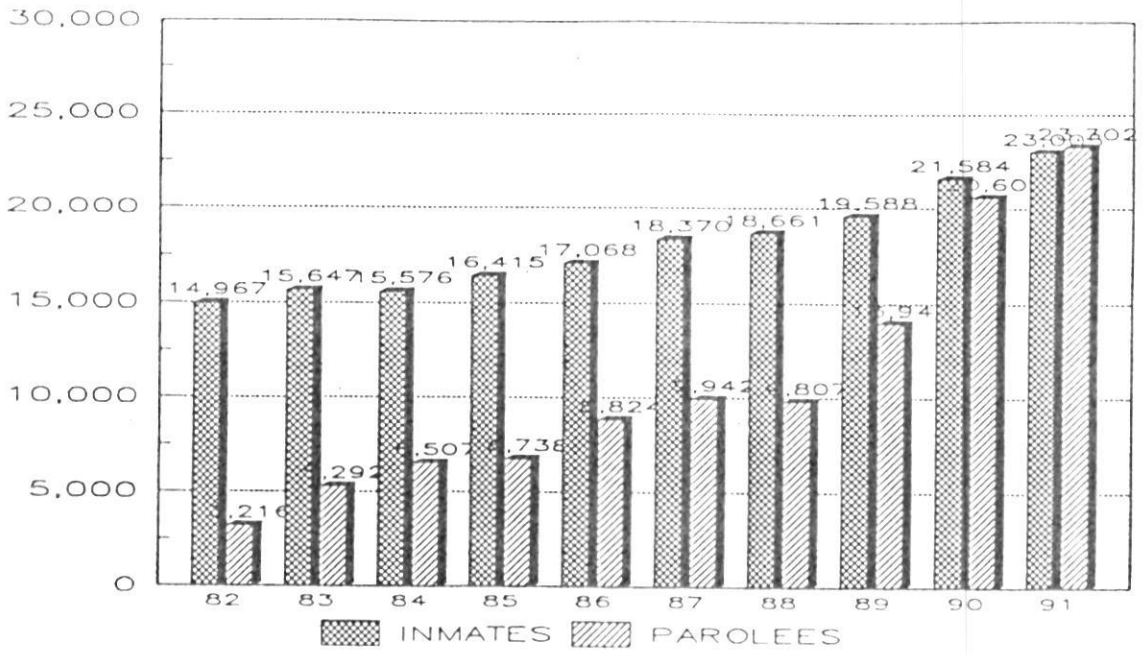
DISPOSITIONS

The Disposition Unit receives all files after the Board has rendered its decision. For cases denied parole, it advises the Department of Corrections and the inmate of the decision. When parole or any other form of clemency release is granted, Dispositions prepares the orders for release and requests that Field Services verify the inmate's prospective residence and employment plan. All notifications of parole required by statutory law are made by Dispositions.

CLEMENCY ADMINISTRATION

Requests made by individuals for a pardon or for restoration of civil and political rights are processed by Clemency Administration. Cases investigated by field personnel are then prepared for a Board decision. All orders set forth by the Board are issued from this unit.

INMATE AND PAROLEE POPULATION
FY 82 - FY 91



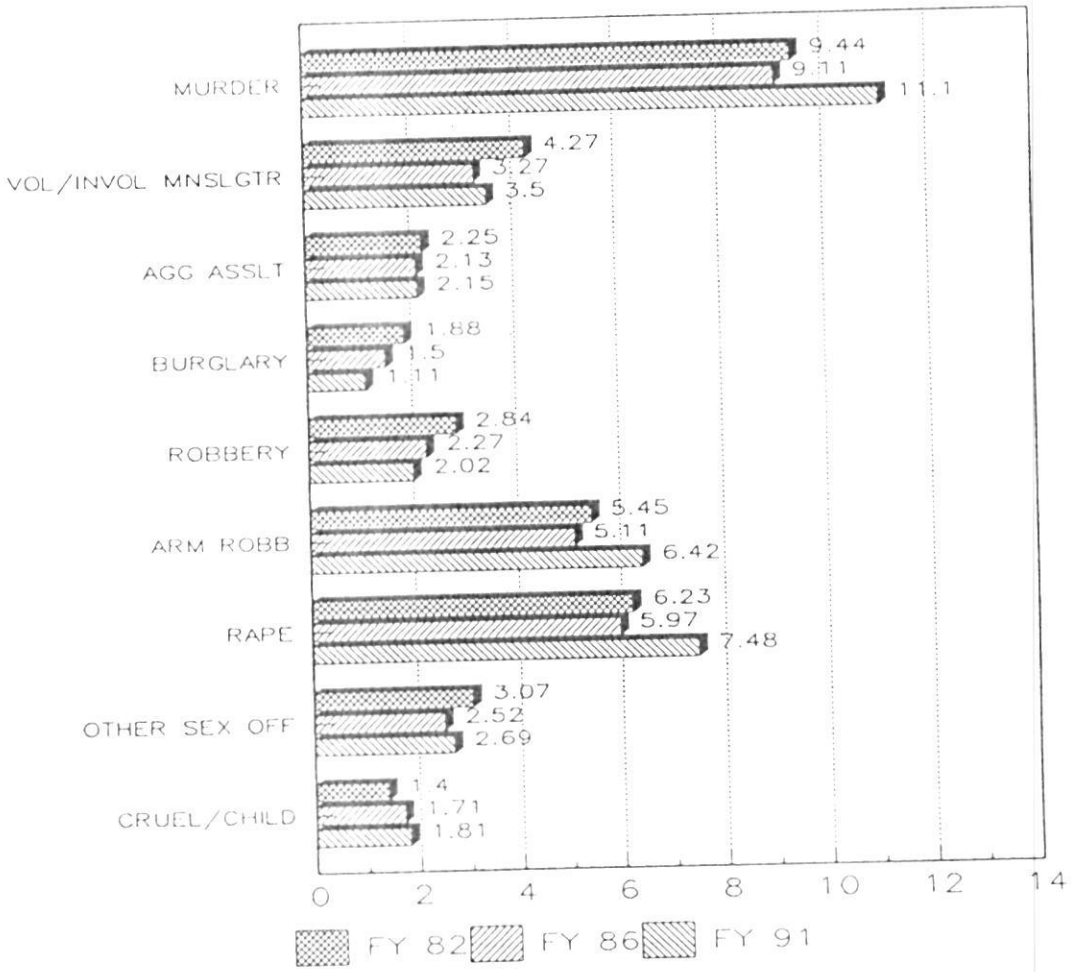
INMATE AND PAROLEE POPULATION
FY 82 - FY 91

FISCAL YEAR	INMATE POP	ANNUAL % GROWTH	PAROLEE POP	ANNUAL % GROWTH
82	14,967		3,216	
83	15,647	4.5%	5,292	64.5%
84	15,576	<1%	6,507	23.0%
85	16,415	5.4%	6,738	3.5%
86	17,068	4.0%	8,824	31.0%
87	18,370	7.6%	9,942	12.7%
88	18,661	1.6%	9,807	-1.7%
89	19,588	5.0%	13,941	42.1%
90	21,584	10.2%	20,602	47.8%
91	23,005	6.6%	23,302	13.1%

The Parolee Population grew by 624% between FY82 and FY91. During the same period the inmate population increased by 53.4%.

- The Parolee population was less than 1/4 the size of the inmate population in FY82. By FY87 the parolee population was 1/2 the inmate population. At present the parolee population equals the inmate population.

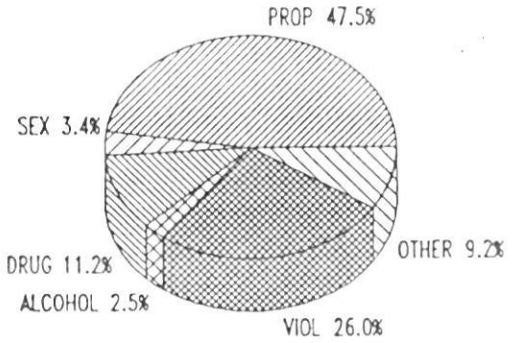
AVERAGE TIME SERVED (IN YEARS) WHEN RELEASED TO PAROLE (SELECTED OFFENSES) FY 82, FY 86, FY 91



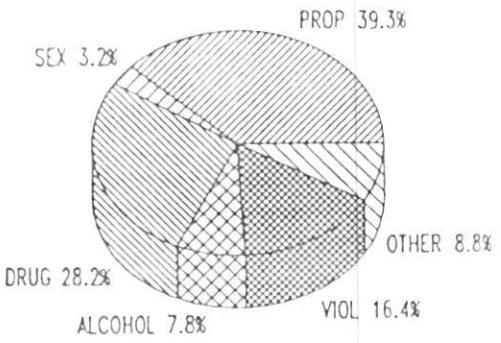
Time served for Murder and Armed Robbery rose 17% between FY 82 and FY 91.

- Time served for Cruelty to Children increased by 29% between FY82 and FY91.
- Time served for Rape rose by 20%, increasing from 6.23 years in FY82 to 7.48 years in FY91

PAROLE RELEASES
BY CRIME TYPE
FY 82 - FY 91



FY 82



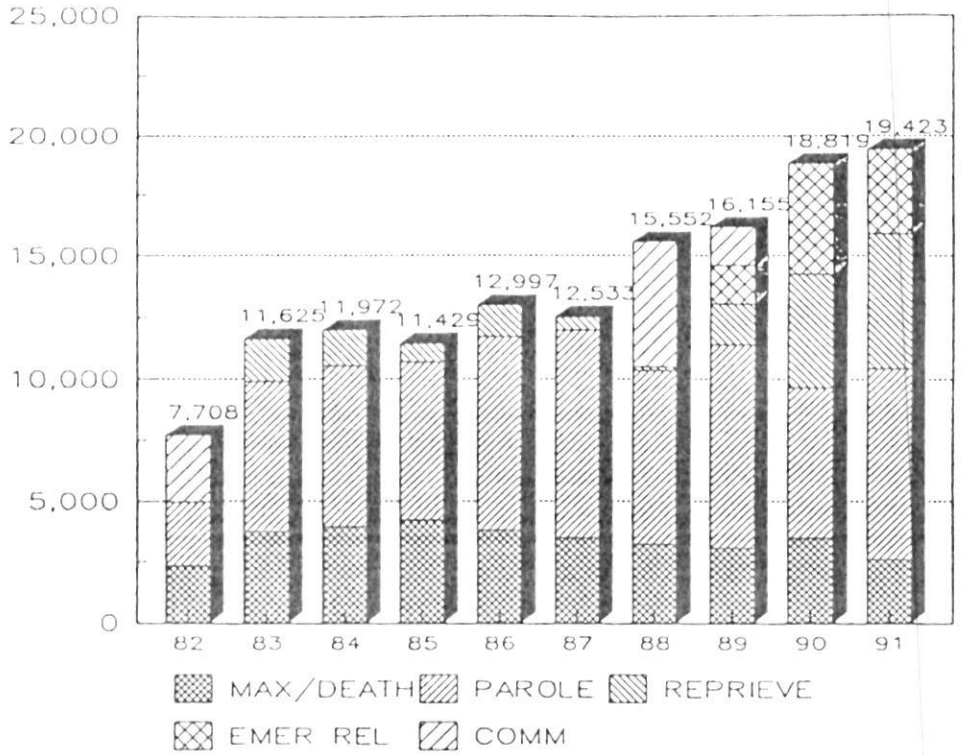
FY 91

CRIME TYPE	FY 82 % OF RELEASES	FY 91 % OF RELEASES
PROPERTY	47.5%	39.3%
VIOLENT	26%	16.4%
ALCOHOL	2.5%	7.8%
DRUG	11.2%	28.2%
SEX OFFENSES	3.4%	3.2%
OTHER	9.2%	8.8%

Releases for violent crimes have decreased by over 1/3 since FY82.

- Releases for drug crimes have more than doubled over the past 10 years.
- Release for alcohol crimes have tripled during the same period.

FY 82 - FY 91



RELEASES FROM PRISON BY REASON
FY 82 - FY 91

FISCAL YEAR	MAXOUT DEATH	PAROLE	REPRIEVE	EMER RELEASES	COMMUTE	TOTAL REL/YR
82	2,353	2,614	0	0	2,741	7,708
83	3,737	6,148	1,722	0	18	11,625
84	3,952	6,584	1,429	0	7	11,972
85	4,239	6,444	734	0	12	11,429
86	3,803	7,892	1,291	0	11	12,997
87	3,513	8,455	521	0	44	12,533
88	3,248	7,097	154	0	5,053	15,552
89	3,082	8,310	1,650	1,565	1,548	16,155
90	3,500	6,160	4,591	4,567	1	18,819
91	2,616	7,829	5,440	3,535	3	19,423

Parole releases grew 152% between FY82 and FY91 (7,708 to 19,423)

- Parole releases account for the majority of releases over the past 10 years (46.7%). Maxouts account for 24.6%, Reprieves 12.7%, Commutations to time served 6.8%. Emergency Releases, which began in 1989, account for 7% of all releases in the past ten years.

STATE BOARD OF PARDONS AND PAROLES
FISCAL YEAR 1991 ACTIVITY REPORT

Parole	10,688	
Supervised Reprieve	5,413	
Conditional Transfer to Detainer	678	
Commutation to Time Served	3	
Remission of Sentence	0	
Other Release Action	0	
TOTAL RELEASE ACTION		16,782
Revocation of Parole	3,174	
TOTAL REVOCATIONS		3,174
Discharge from Parole	3,223	
Discharge from Supervised Reprieve	3,717	
Commutation to Discharge Parole	3,734	
TOTAL DISCHARGES		10,674
TOTAL DECISIONS UNDER PAROLE GUIDELINES		11,409
Decision to Deny Parole to Life Cases	439	
Decision to Grant Parole to Life Cases	206	
Decision to Grant Parole at 1st Consideration	43	
TOTAL LIFE DECISIONS		645
PARDON		192
COMMUTATION REDUCING SENTENCE (NO RELEASE)		4
MEDICAL OR COMPASSIONATE REPRIEVE		267
RESTORATION OF RIGHTS UPON APPLICATION		302
VISITOR INTERVIEW		3,526
INMATE INTERVIEW AT INSTITUTION BY BOARD MEMBERS		263
FINAL HEARING		274
PRELIMINARY HEARING		350
INMATES AT END OF REPORTING PERIOD		23,005
RELEASES UNDER SUPERVISION		23,302
Georgia Releases in Georgia	20,773	
Other States' Releases in Georgia	680	
Georgia Releases Out of State	1,849	

FIELD SERVICES

- Ed Rhine, Deputy Director

With 82% of the Board's personnel allocation, Field Services is the agency's largest division. Field employees work throughout the state at 76 different sites and are responsible for the community supervision of parolees as well as the completion of most of the investigative work used by the Board in making their release decisions. By the end of FY91 Field Services was supervising over 23,000 parolees and had completed almost 68,000 pre-parole investigations. Supervision activities had generated another 24,729 reports.

Field Services comprises four units: Field Supervision; Violations; Special Services; and Interstate Compact.

FIELD SUPERVISION: Caseload Management

Parole Officers manage parolees in the community consistent with the levels of Specialized, Maximum, Medium, and Minimum supervision. The monthly number of face-to-face contacts with the parolee is determined according to the risk and needs of each individual parolee. All levels of supervision place emphasis on regular visits with the parolee as well as that person's family and employer. Scheduled and unscheduled visits allow the Parole Officer the opportunity to observe the offender in his or her environment and thereby track the degree of that person's conduct and adjustment back to society.

Supervision is supplemented with in-house substance abuse counselors, job placement services, and programs aimed at changing negative habits. Parole Officers also maintain close contact with professionals from other helping agencies who are involved in the offender's rehabilitation.

FIELD SUPERVISION: Pre-Parole Investigations

Field personnel routinely complete several reports which are used by the Board in making parole decisions. A Personal History Statement is a background report on the inmate which is conducted by Board institutional personnel. A Post-Sentence Investigation, a complete report on the inmate's current offense and prior criminality, is obtained from court, district attorney, and police files. A Social History Investigation, based on information given in the Personal History Statement, is made through interviews with the inmate's family, employers, and others in the community. Other reports include Residence/Employment Plan Investigations, Interstate Compact Investigations, Restoration of Civil and Political Rights, and Special Request Interviews.

VIOLATIONS

The Board releases all individuals to supervision under a set of standard conditions that regulate their behavior. Additional Special Conditions are mandated whenever there is a need to specify treatment for substance abuse problems or if any other restrictions are deemed necessary.

If a parolee violates the conditions of release, the Parole Officer determines the severity of the violation and takes some course of corrective action. Minor technical violations can be handled on the district level. If the violation is a new criminal offense or if the parolee is considered a danger to others or himself, then a Board warrant may be issued and the parolee incarcerated pending the Board's hearing process.

Parolees jailed for new offenses may be released subsequent to a hearing or they may eventually be revoked and returned to prison. In FY91 the Board revoked 3,193 releases.

SPECIAL SERVICES

The Special Services Unit oversees the Board's Substance Abuse Counseling Program, Drug Testing, Specialized Parole Supervision, the HIV program for parolees who have tested positive for the AIDS virus, Electronic Monitoring, and Grants Application/ Administration.

The Board's Substance Abuse Counselors are assessed, trained, and guided by Special Services. They provide an invaluable service to the Parole Officer with the benefit of their district-level treatment programs.

The Specialized Parole Supervision program successfully diverts high-risk, high need cases from the general caseload population to more individualized care and attention. These parolees were more likely to return to prison not because of criminal actions but rather an inability to cope in society due to physical impairment, mental health deficiencies, or substance abuse problems. Specialized Parole Officers are resource experts, providing guidance and recommendations in finding community resources to meet the needs of their clients.

The Board's drug testing and HIV-infected programs are tailored to meet the needs of the diversified parole population. Another program, Electronic Monitoring, in some cases provides an alternative to revocation.

Special Services' Grants Applications/Administration provided the Board with over $477,000 in federal funds for FY91 programs.

INTERSTATE COMPACT

The primary responsibility of the Interstate Compact Unit is to administer the agreement between states that allows the transfer of parolees for residence and employment reasons. Additionally, all out-of-state requests for investigations for the purpose of parole are handled by the Compact Unit. At the end of FY91 680 parolees from other states were residing in Georgia under the Board's supervision.

PAROLEE SUPERVISION AT END OF FY91	
LEVEL	NUMBER
Specialized	344
Maximum	4737
Medium	4731
Minimum	7636
Administrative	1968
Absconders	1319
Other	2567
TOTAL	23,302

Parole Officers collected

$1,331,302.00

in parole Supervision Fees in FY91

The entire amount was deposited directly back to the State Treasury

PAROLE OFFICER WORKLOAD IN FY91 (407 LINE PAROLE OFFICERS)					
INVESTIGATIONS			SUPERVISION		
Legal Investigations	:	20,140	Successful Home Contacts	:	234,259
Social Investigations	:	10,420	Successful Job Contacts	:	84,212
Inmate Personal History Statements	:	21,350	Successful Other Contacts	:	48,258
Residence/Employment Plans	:	12,444	Office Contacts	:	150,680
Other Investigations	:	3,612	TOTAL CONTACTS	:	517,409
			FY91 FIELD CONTACT %	:	98.5%
TOTAL INVESTIGATIONS	:	67,966	ARREST RECORD CHECKS	:	226,655

REVOCATIONS	
New crime/conviction	1,551
New crime/no conviction/technical	1,642
TOTAL REVOCATIONS	3,193

OTHER FIELD ACTIVITY	
Commutation Evaluation Reports	10,104
Delinquent (Violation) Reports	14,625
Administrative Hearings	4,238

RESEARCH, PLANNING, DEVELOPMENT, AND EVALUATION

- Sue Aiken, Deputy Director

The Research, Planning, Development, and Evaluation Division evolved from the 1985 creation of a computer services unit. That unit worked with the Department of Corrections to develop the Offender Tracking Information System (OTIS), a mainframe data base program combining criminal justice information from both agencies. Upon project completion in 1987, the Board began transferring its central records to this computerized system, and by 1990, had linked 76 field offices to the main data base. In FY91 field staff employees were using the system for such tasks as updating caseload information, reviewing supervision fee collections, and securing criminal history arrest records. All investigative work is now completed on word processing.

In FY91, Computer Services was expanded to become the Research, Planning, Development, and Evaluation Division. Our use of computers has continued to expand and as it does projects are under formulation or consideration in areas such as automatic parole plan verification, enhanced printing from the central office to all field sites, victim compensation fee collection, and spreadsheet/data base training for Board personnel.

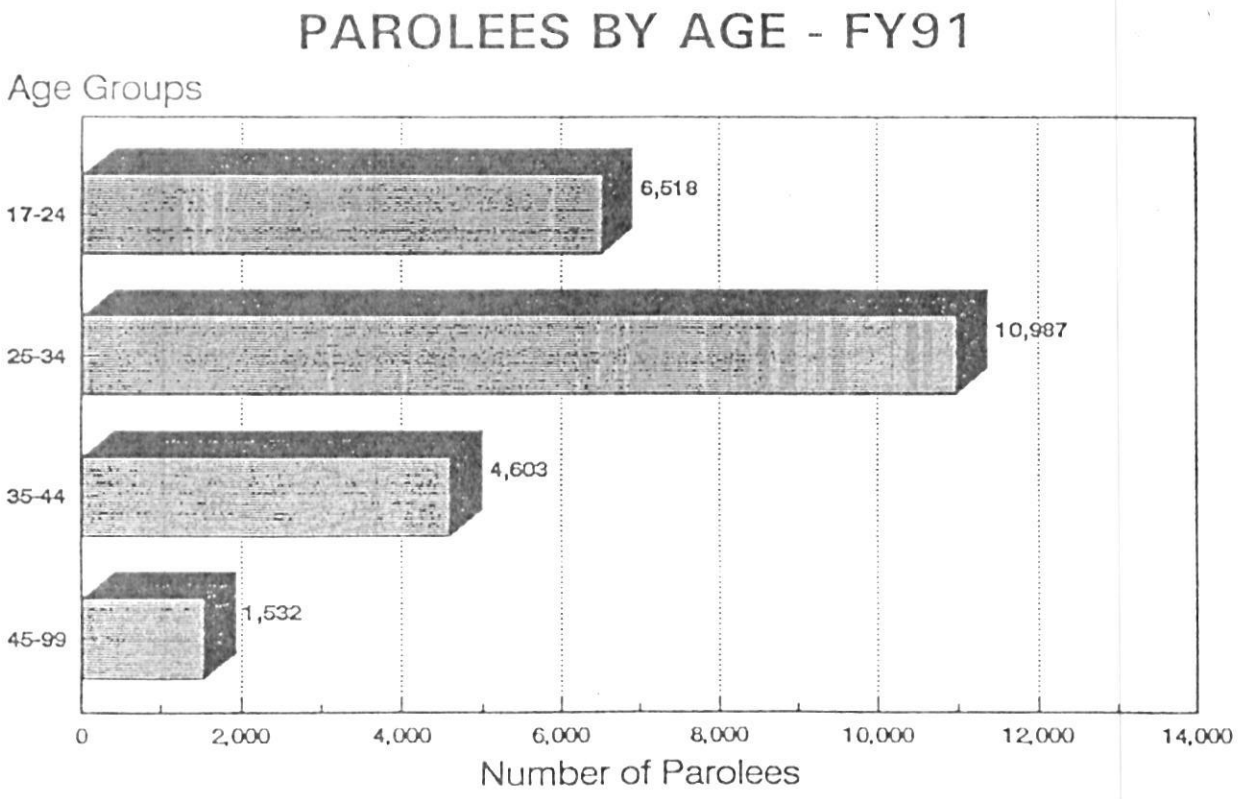
In FY91 the R,P,D and E Division developed computerized evaluation components that will allow the Board to track the success levels of all new agency programs. For example, it will continually evaluate the electronic monitoring project recently implemented by the Field Services Division, examining such factors as cost effectiveness, efficiency, application, and product quality.

The research, planning, and evaluation functions performed by this division have earned our agency recognition throughout the state as a primary source for criminal justice statistics and information. Working together with the Department of Corrections, this division provides facts and figures that are used extensively by several committees and sub-committees of the Criminal Justice Coordinating Council. In-depth impact statements are provided to the Governor's Office concerning proposed legislation during the General Assembly.

The Board's research and evaluation information has been used by several prominent academicians who have subsequently published the findings that they collected from the Board data. The Board welcomed these studies in 1991 and will continue to do so in the future.

The R,P,D and E Division was also handed the responsibility in FY91 of coordinating the Board's effort to receive full agency accreditation through the American Correctional Association's Commission on Accreditation for Corrections. The Board has begun conducting a self-evaluation to determine our compliance with the high standards for accreditation set forth by the ACA-CAC. After acceptance of that review by the ACA-CAC, they will send an audit team of trained consultants to examine our level of policy and procedure compliance in both Clemency Administration/Parole Selection and Field Services. Our goal is to receive accreditation for all aspects of our agency, an achievement that no other U.S. parole agency has yet been able to attain.

The analysis of our data with an eye on the future will help ensure that the Georgia Board of Pardons and Paroles will remain an innovative, recognized leader in the field of parole for years to come.



ADMINISTRATIVE SERVICES

- Donnie A. Lee, Deputy Director

The Board's administration function consists of those activities common to all state agencies and necessary for operation of the agency. The three functions are Fiscal Management, Personnel and Training.

FISCAL MANAGEMENT

The Board's Fiscal Management Unit has responsibility for budget preparation, purchasing and procurement, and inventory. Activities related to the budget responsibility include assistance to each budget unit in preparing budget requests, establishment of deadlines for internal budget submission, compiling the agency budget request, preparation of information for the Chairman to use in budget hearings, attending budget hearings, preparing the annual operating budget, and monitoring and analyzing expenditures. After the budget is established, the Unit assumes purchasing and procuring responsibility.

FY91 BUDGET		
ORIGINAL STATE APPROPRIATION	: 37,551,063.00	
BUDGET CUT	: <2,550,723.00>	
END FY91 STATE APPROPRIATION	:	35,000,340.00

PERSONNEL

Personnel responsibilities can be classified as either position management or employee-related activities. Positions management includes interpretation and application of personnel laws and rules, compiling and monitoring personnel policies and procedures, classification of positions, task analysis of classes, upgraded reassignment of classes, allocation and reallocation of positions, revision of job descriptions, records management and maintenance/update of all personnel files. Because the Board is administratively tied to the Department of Corrections for the issuing of checks, the payroll functions are split between Board staff and Corrections' staff. Board staff enter payroll information into the GEMS system, proof payroll runs, and receive and distribute paychecks.

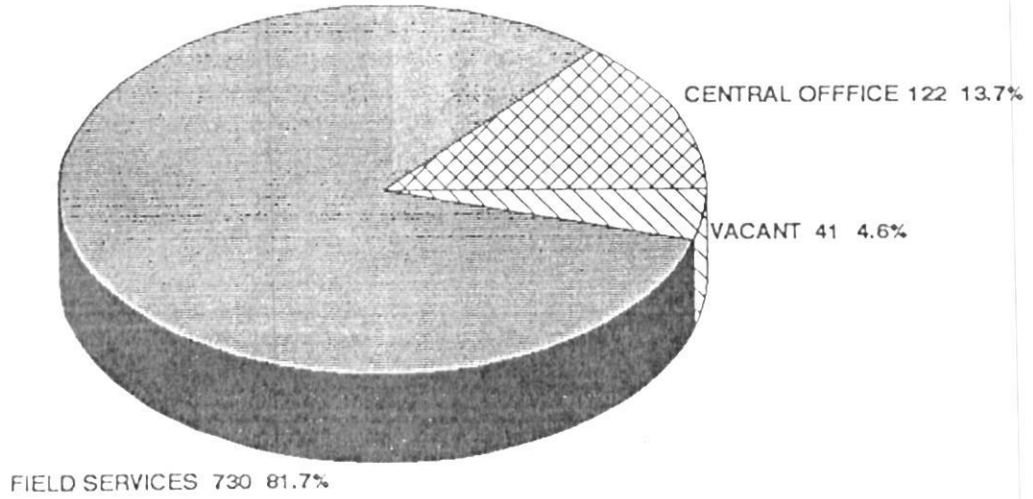
TRAINING

The Board's Training Unit is located at the Georgia Public Safety Training Center in Forsyth. Training responsibilities include POST mandated basic and in-service training for POST certified Board employees, skills training for clerical staff, advanced/specialized and management training for Board Members and top management, and specialized training for paraprofessional staff. The training offered to Board employees has increased from a total of 90 training hours in FY82 to the 2060 hours given in FY91.

TOTAL NUMBER OF EMPLOYEES
JUNE 30, 1991

PAROLE BOARD AND SUPPORT 5 BOARD MEMBERS 4 ADMINISTRATIVE 4 SPECIALISTS 9 SECRETARIAL/CLERICAL	FIELD SERVICES 25 ADMINISTRATIVE 45 UNIT COORDINATORS 407 PAROLE OFFICERS 40 SUBSTANCE ABUSE COUNSELORS 35 PAROLE AIDES 170 SECRETARIAL/CLERICAL
CLEMENCY/PAROLE SELECTION 10 ADMINISTRATIVE 11 HEARING EXAMINERS 47 SECRETARIAL/CLERICAL	ADMINISTRATIVE SERVICES 4 ADMINISTRATIVE 8 PROGRAM SPECIALISTS 7 SECRETARIAL/CLERICAL
RESEARCH, PLANNING, DEVELOPMENT, AND EVALUATION 5 ADMINISTRATIVE 1 SPECIALIST 6 TECHNICIANS 1 SECRETARIAL/CLERICAL	6 STUDENT INTERNS 2 TEMPORARIES 852 TOTAL NUMBER OF EMPLOYEES 41 VACANT POSITIONS

Personnel Distribution FY 91



OUR RESPONSIBILITY TO VICTIMS

Ever since the State Board of Pardons and Paroles was created i
1943, it has cooperated with victims and their families -- welcome
their letters, phone calls, and visits and responded to thei
requests for information and notification.

The Parole Board feels it is only right and just to work wit
victims. Victims deserve to be heard. And the Board benefits fro
victim input.

The main guideline for parole decisions is the principle that th
more severe the offense and its effects, the longer the offende
should be confined. Who better than a victim or a victim's
survivor can advise Board members of the severity and lastin
impact of a serious crime?

In 1985 a state law called on the Parole Board to create the
Georgia Victim Impact Statement questionnaire for use by the courts
and the Board. A Victim Impact Statement assists a judge when
sentencing and helps Board members in their voting. The Board
improved the form in 1990, providing copies of it and a victim
information sheet to all of Georgia's district attorneys, sheriffs,
and police chiefs.

The Parole Board believes in working closely with the victim
assistance personnel found in most district attorneys' offices and
with other victim advocates in order to reach victims and inform
them about how they can begin two-way communication with parole
decision-makers. The Board looks forward to the day when all
district attorneys have strong victim assistance programs.

If a crime victim or a victim's family member or a criminal justice
official sends the Board a letter objecting to future parole, the
case file is marked for the objector to be sent a notice before any
parole decision is ever made final. This gives the objector the
opportunity to renew the objection, possibly in a meeting with the
members.

The Board's door remains open to victims of crime.

FISCAL YEAR 1992 AND BEYOND

In Fiscal Year 1992 the Board will continue its efforts to assist the State in responsibly managing its limited and expensive correctional bedspace. It will do so by working in concert with the Department of Corrections to ensure that prison beds are reserved for the most violent, and predatory criminals.

Substance abuse, the primary cause for the significant growth in the correctional population in the eighties, must be dealt with. The Board will do its part by seeking to intensify its own field programs as well as achieving greater cooperation with local resource agencies.

A long-term initiative is planned to enhance the effectiveness of supervision that will involve the introduction of a classification/ case management model. As part of this model, a refined risk instrument will be developed to assist Parole Officers in identifying and supervising those parolees who represent the greatest threat to public safety.

Innovative and cost-effective intermediate sanctions will likewise be implemented to enable parole officers to respond to parolees who fail to comply with the terms of supervision. These sanctions -- which include the electronic monitoring program and a parole violators revocation unit -- will broaden the range of options for responding to parolees who violate the rules short of returning them to custody.

Looking beyond 1992, the Board is undertaking the development of a five year master plan. It will be prepared by agency administrators, as well as managers within each of the divisions. The plan will provide the Board with a strategic blueprint for addressing increasing growth in the prison and parole populations within the context of diminishing resources and serious budgetary constraints.

The Board remains committed to excellence and to working in a responsible partnership with other criminal justice agencies to ensure fairness, community safety and offender rehabilitation.

Parolee Fact Sheet

SEX:	92% of all parolees are male 8% of all parolees are female
RACE:	65% of all parolees are black 35% of all parolees are white 59% are black males 33% are white males 3% are black females 6% are white females
AGE:	Average age for males is 30.2 years Average age for females is 31 years
CULTURE FAIR IQ:	5% have a culture fair IQ less than 70 95% have a culture fair IQ more than 70 Average culture fair IQ for parolees is 98.5
EDUCATION:	59% of all parolees have education level of grade 10 or less 6% of all parolees have more than grade 12 Average education level for parolees is 10.7
READING LEVEL:	46% of all parolees have a reading level of less than grade 6 23% of all parolees have a reading level of grades 6 to 8 Only 29% of all parolees read at high school level Average reading score is 7th grade level
MATH LEVEL:	35% of all parolees have a math level of less than grade 6 45% of all parolees have a math level of grades 6 to 8 Only 19% of all parolees do math at a high school level Average math score is 7th grade level
SPELL LEVEL:	58% of all parolees have a spelling level of less than grade 6 19% of all parolees have a spelling level of grades 6 to 8 Only 22% of all parolees spell at a high school level Average spelling score is 7th grade level
FAMILY:	57% of all parolees come from a single parent (or less) family environment

UNEMPLOYMENT:	80% of all parolees were unemployed at the time of their incarceration
MARRIAGE:	74% of all parolees were single (not legally married) at the time of their incarceration
CHILDREN:	70% of all parolees had at least one child at the time of their incarceration
INFLUENCES:	The majority of parolees report that absentee fathers, criminality, and alcoholism were evident in their families at the time of their incarceration
PRISON SENTENCE:	40% of all parolees are serving time for one offense 27% of all parolees are serving time for two offenses 15% of all parolees are serving time for three offenses 7% of all parolees are serving time for four offenses 4% of all parolees are serving time for five offenses 7% of all parolees are serving time for five or more offenses
PRIOR INCARCERATIONS:	56% of all parolees have zero prior incarcerations 23% of all parolees have one prior incarceration 11% of all parolees have two prior incarcerations 6% of all parolees have three prior incarcerations 2% of all parolees have four prior incarcerations 1% of all parolees have five prior incarcerations 1% of all parolees have five or more prior incarcerations
SENTENCE LENGTH:	The average parolee is serving a prison sentence of 6.5 years (excluding lifers, death cases, youthful offenders) The average male parolee is serving a prison sentence of 6.7 years (excluding lifers, death cases, youthful offenders) The average female parolee is serving a prison sentence of 4.9 years (excluding lifers, death cases, youthful offenders)
SPLIT SENTENCES:	38% of all parolees have probation to follow the prison part of their sentence

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Bettye O. Hutchings, Member
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