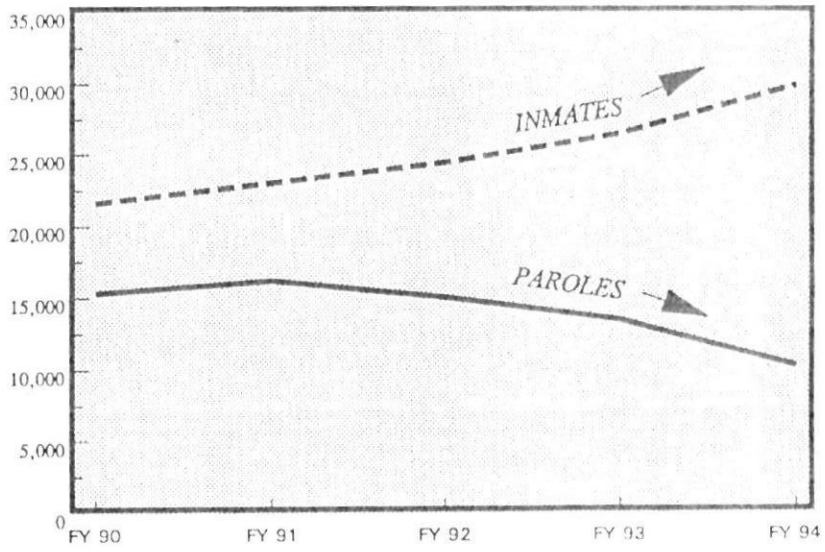
STATE OF GEORGIA

# BOARD OF PARDONS AND PAROLES

# ANNUAL REPORT FOR FISCAL YEAR 1994

*BOARD RELEASES ARE DOWN 37% SINCE FY91.*




*More prison beds mean fewer releases.* *See page 16.*

*GEORGIA BOARD OF PARDONS*
*AND PAROLES*

# 1994
# ANNUAL REPORT

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# State Board of Pardons and Paroles

J. Wayne Garner
Chairman

James T. Morris
Vice-Chairman

Timothy E. Jones
Member

Bobby K. Whitworth
Member

Garfield Hammonds, J
Member

FLOYD VETERANS MEMORIAL BUILDING
2 MARTIN LUTHER KING, JR., DRIVE, S.E.
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The Honorable Zell Miller, Governor
Members of the General Assembly
and the Citizens of the State of Georgia:

I am pleased to present you with the Annual Report for the state Board of Pardons and Paroles for Fiscal Year 1994.

We wish to acknowledge the Miller administration and the members of the General Assembly for their leadership and their commitment to the well-being of all Georgians. Their extraordinary efforts have provided this state with the thousands of new prison beds that have allowed this conservative Board to cut our releases by one-third, require offenders to serve much larger portions of their sentences, and remove certain individuals from our society entirely.

Those who gain release through the scrutiny of our parole process are subject to expert supervision by corrections professionals whose work is supplemented by programs that are proven to reduce recidivism. We take pride in the fact that our employees in the Atlanta headquarters and in offices throughout the state are committed to the goal of selective release and careful supervision.

Equally important to parole is the obligation that we share with all levels of criminal justice to crime victims and their families. We take pride in our outreach to victims during the past year through our Victims Services Office and we pledge to continue our commitment to those whose lives have been most adversely affected by crime.

This Board strives to make correct decisions as we perform our mandated duties. Those functions, as well as our accomplishments, are detailed throughout this report. It will always be our endeavor to work to make Georgia a leader in corrections and thereby a safer place to live.

Sincerely,

J. Wayne Garner
Chairman

EQUAL OPPORTUNITY EMPLOYER

# MISSION STATEMENT

## Georgia Board of Pardons and Paroles

### OUR MISSION IS TO:

- *Protect the public by thoroughly investigating and processing inmate cases and making responsible, just, and equitable parole decisions while balancing punishment and rehabilitation;*
- *Respond to the needs and concerns of crime victims and their families;*
- *Use agency and community resources as a bridge to help parolees reach self-sufficiency and stable citizenship; and,*
- *Supervise parolees skillfully and return to prison those who demonstrate they will not by choice abide by their release conditions.*

*This mission shall be accomplished through the leadership of the Board and in full partnership with all employees.*

# OUR RESPONSIBILITIES ARE

## *To Georgia Citizens*

*to keep refining our ability to select persons for parole who will succeed as law-abiding citizens and our ability to select for longer confinement the physically dangerous and career criminals; to help parolees become productive citizens for the benefit of society, themselves and their families; and to use our arrest and parole revocation authority wisely and remove promptly from society a danger to the community.*

## *To Victims*

*to welcome and consider views and information from crime victims and their families and to respond positively to their requests for information and notification.*

## *To Parole Board Employees*

*to provide leadership, training and resources so our work force can perform all jobs effectively and to provide opportunities for their job growth so we can retain knowledgeable and experienced men and women.*

## *To Offenders*

*to consider each offender as an individual for release by one set of proven standards regardless of where in Georgia the case originated and to provide realistic parole conditions, helpful, positive supervision and personalized assistance.*

## *To Justice*

*to uphold appropriate punishment, to advance equal treatment of offenders serving for similar offenses with similar histories and needs and to work with other justice system components to reduce criminality.*

# INTRODUCTION

The decade of the 1980s was a period of unprecedented growth in the number of adults sentenced to Georgia's prisons. In 1980 there were just over 14,000 persons sentenced to incarceration in our state. By 1990 that number had skyrocketed to almost 44,000.

The sudden increase in the prison population during the 1980s caught the state off-guard. In that decade the construction of new prison beds, always a finite resource, was not keeping up with the flood of inmates entering our system. County jails were becoming so full of backlogged inmates awaiting transfer to state prisons that frustrated county sheriffs threatened to chain their prisoners to the Capitol doors unless something was done. State leaders recognized the problem and asked the Parole Board to act as the "pressure valve" that would manage prison bedspace until the trend of more inmates abated or until more facilities could be financed, constructed, and made operational.

The surge of new inmates never slowed and by 1989 the state had reached a crisis. There were almost twice as many persons sentenced to incarceration as there were prison beds to hold them. A class-action lawsuit alleging overcrowded conditions in the prison system was pending. State leaders, admitting that the state would have lost the lawsuit and the hundreds of millions of dollars in prison costs that would accompany it, asked the Board to begin emergency releases – the accelerated but controlled release of thousands of inmates long before their sentences had expired.

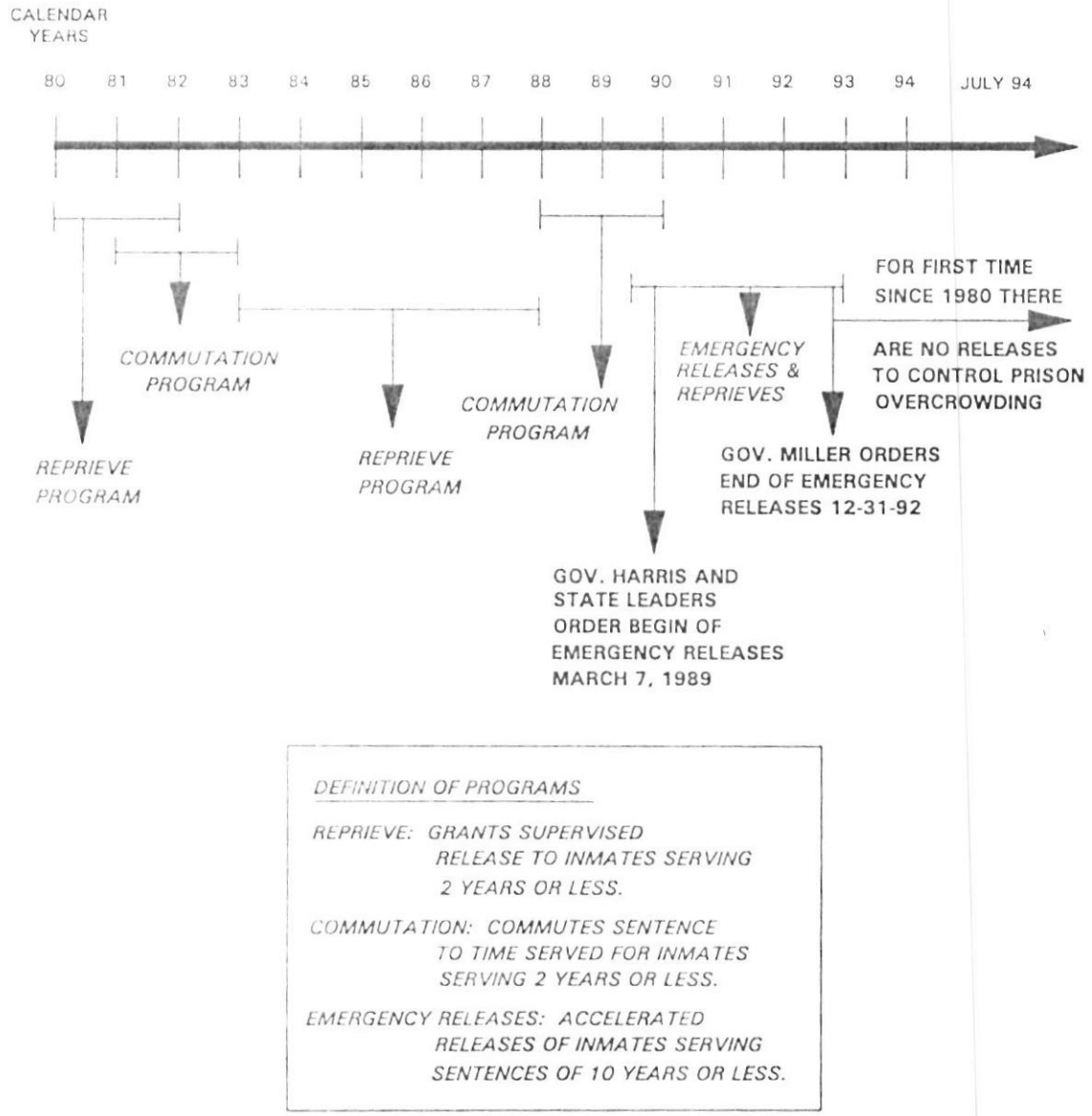
There was no other choice. And for that the Parole Board was labeled by some as soft on crime.

The Board provided the state with the time it needed to enter into one of the most ambitious prison-building programs in the country. The emergency releases ended in 1992 and by the end of fiscal year 1994 Georgia had added over 10,000 more beds to its system with more to come. Today our state has the eighth largest prison system in the country, even though our state is only eleventh in total population.

Today the Parole Board is able to keep all inmates, especially the violent and repeat criminals, for greater lengths of time than ever in the past with many being told that they will serve most, if not all, of their sentences. Those who gain release are placed under the supervision of well-qualified professionals whose primary concern is the safety of the communities in which they serve, but who are also willing to assist those parolees who desire to re-enter society in a lifestyle that is rehabilitated and crime-free.

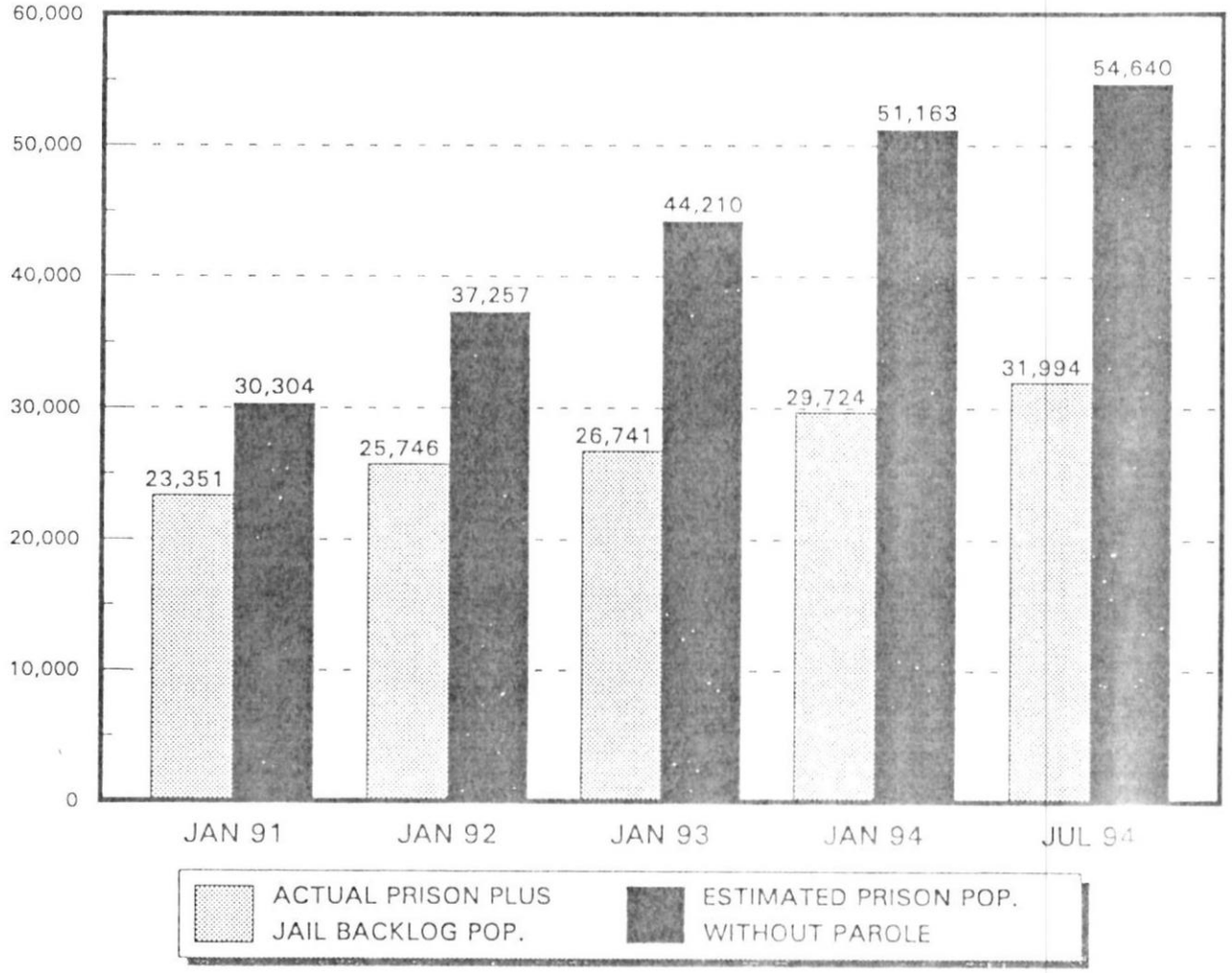
Much of what has been accomplished by the Georgia Board of Pardons and Paroles and its employees is detailed in this report. Please read on.

## AN OVERCROWDING "PRESSURE VALVE": THE BOARD MANAGED GEORGIA'S PRISON BEDSPACE FROM 1980 TO 1992




The number of people sentenced to incarceration in Georgia has increased almost 250% since 1980. Between 1980 and 1992 the Board used combinations of reprieve, commutation, and emergency release programs to control that increasing prison population. Today, Georgia has one of the ten largest U.S. prison systems but is one of the few in that group that has not suffered from expensive federal litigation due to overcrowded conditions in our correctional facilities.

## ESTIMATED GEORGIA PRISON POPULATION WITHOUT PAROLE




| | ACTUAL PRISON POPULATION (JAIL BACKLOG INCLUDED) | WITHOUT PAROLE BOARD, PRISON POPULATION WOULD HAVE BEEN |
|---|---|---|
| JAN 1, 1991 | 23,351 | 30,304 |
| JAN 1, 1992 | 25,746 | 37,257 |
| JAN 1, 1993 | 26,741 | 44,210 |
| JAN 1, 1994 | 29,724 | 51,163 |
| JUL 1, 1994 | 31,994 | 54,640 |

Without parole as a release mechanism, Georgia's prison population would have more than doubled between 1991 and 1994. By July 1994 there could have been almost 23,000 more prisoners than bedspace to hold them. Other means of release, far less selective and discriminating than the parole selection process, would have been required to control the prison population.

# THE BOARD MEMBERS

*July 1, 1993 - June 30, 1994*

**Chairman James T. Morris**, of Athens, Georgia, is the senior member, having been appointed by Governor Jimmy Carter in 1974. He began his criminal justice career in 1961 as a police officer and later joined the state Department of Probation where he eventually served as a Regional Director. He was named Executive Officer for the Parole Board in 1973 and appointed as a member one year later. Mr. Morris has served on a number of state criminal justice committees and groups and has been an active participant in developing statewide policies for jails and prisons. He is one of the most senior parole board members in the country.

**Vice-Chairman J. Wayne Garner**, of Carrollton, Georgia, was appointed to the Board in April 1993 by Governor Zell Miller. He is a 13-year veteran of the state Senate, representing Carroll County and part of Douglas County. He was the president pro-tem in 1993 and the majority leader in 1991 and 1992. Among his many committee appointments, he served as chairman of the Senate Corrections Committee from 1983 to 1990. Mr. Garner is on the Board of Trustees of Truett-McConnell College and the Board of Cure at Emory University.

**Bettye O. Hutchings**, of Macon, Georgia, was appointed to the Board by Governor Joe Frank Harris in 1987. She is a Macon businesswoman and has served the state as a former member of the State Crime Commission and its successor organization, the Criminal Justice Coordinating Council, the Governor's Advisory Council on Juvenile Justice, and the State Board of Corrections. She has served as chairperson for all four groups. Ms. Hutchings is also a member of the National Criminal Justice Association and has served on its Board of Directors.

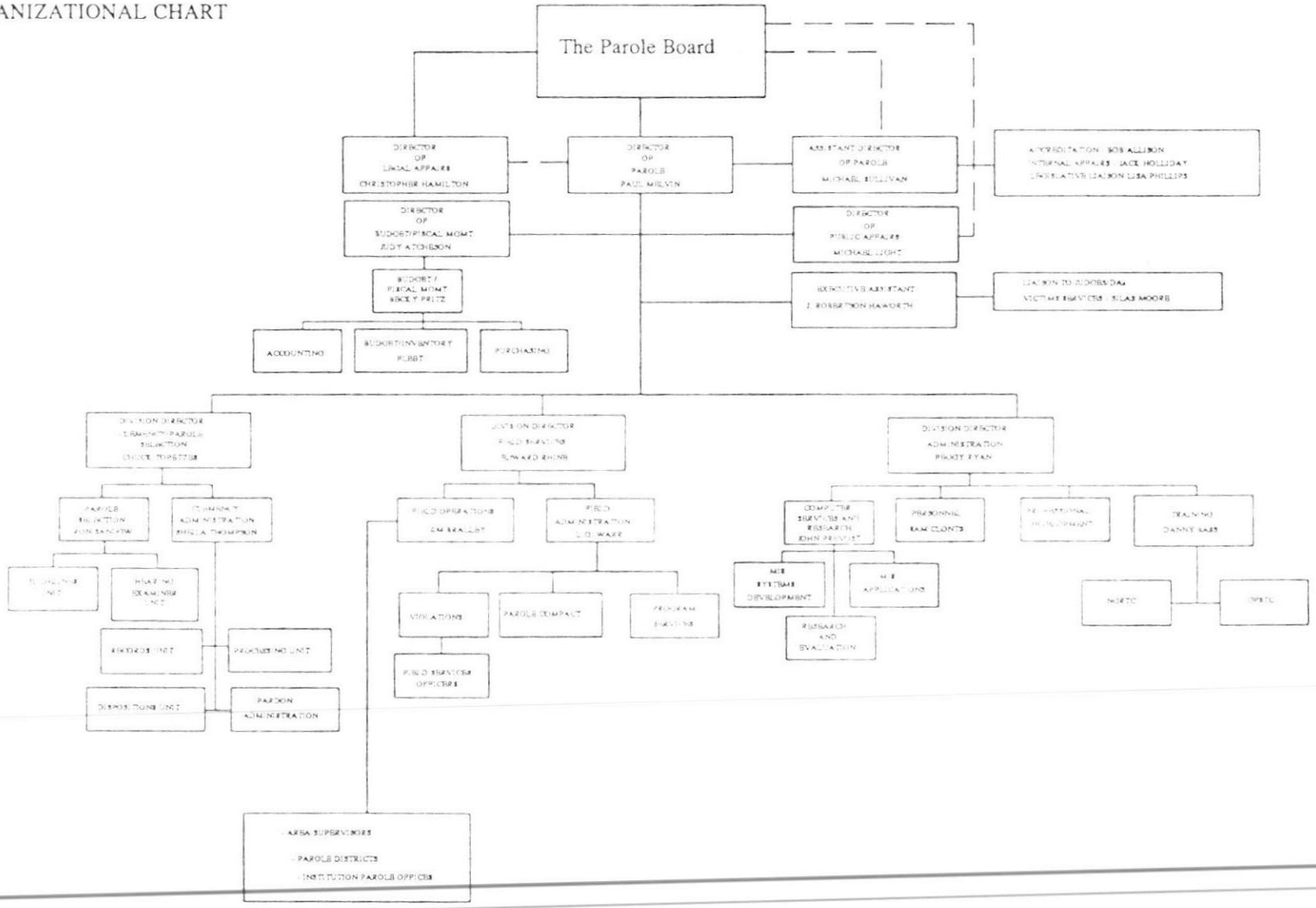
**Timothy E. Jones**, of Atlanta, was appointed to the Board by Governor Harris in 1990. He is a career Board employee who began in 1974 as a parole officer in the field services division. He was the agency's Director of Field Services at the time of his being named to the Board. Mr. Jones has also received appointments to the Victim's Compensation Board and the Council on Family Violence. He is a Vietnam veteran, having earned the Bronze Star, Purple Heart, and Vietnam Cross of Gallantry.

**Bobby K. Whitworth**, of Lawrenceville, Georgia, was appointed by Governor Miller in April 1993. Mr. Whitworth is a criminal justice professional who joined the Georgia Department of Corrections in 1973 and served in a number of positions prior to becoming Commissioner in 1989. In his tenure as head of Corrections Mr. Whitworth oversaw the most aggressive prison-building program in Georgia's history leading to over 35,000 beds that are either on-line or under development.

*NOTE: The Board elected Mr. Garner to be its new Chairman effective October 1, 1994, and Mr. Morris became Vice-Chairman. Ms. Hutchings' term expired on December 31, 1994, and Governor Miller appointed Garfield Hammonds, Jr., in her place.*

# BOARD OF PARDONS AND PAROLES

## ORGANIZATIONAL CHART



# THE AGENCY

The operation of the agency flows from the Board to the Director of Parole and the Executive Office to three divisions, each managed by a Division Director. Field Services, which is responsible for parolee supervision, is the largest division with four-fifths of the agency workforce.

## DIRECTOR OF PAROLE AND EXECUTIVE OFFICE

The **Director of Parole** is responsible for the daily supervision of agency operations. The position is assisted by the **Assistant Director of Parole**. The **Director of Legal Affairs** is the Board's liaison with the Department of Law and also acts as the agency's internal counsel. The **Executive Assistant** assists the Board with special projects and acts as the Board's link with judges and district attorneys. The **Director of Budget and Fiscal Management** oversees agency finance, purchasing, and accounting functions.

The **Director of Public Affairs** is the agency's contact point with the public and the media. The **Director of Victim Services** facilitates communication between crime victims and the Board. A **Legislative Liaison** supports the Board in legislative matters. The **Director of Internal Affairs** conducts pre-employment screens of potential employees and investigates charges of employee misconduct. The **Accreditation Manager** coordinates agency accreditation through the American Correctional Association's Commission on Accreditation.

## CLEMENCY ADMINISTRATION/ PAROLE SELECTION DIVISION

The Clemency Administration/Parole Selection Division provides the Board's headquarters support for all parole and clemency-related decisions. The division's staff interacts with the Board from the creation of an inmate file up to and through the decision to grant or deny parole. Division personnel also provide information to the Board for decisions ranging from death penalty appeals to pardons and restoration of civil and political rights.

The division's **Records Unit** establishes and maintains files on newly-sentenced inmates. The **Processing Unit** collects personal and criminal background data on inmates in preparation for parole consideration. The **Guidelines Unit** assigns cases to Hearing Examiners for rating under the Board's Parole Decision Guidelines. The **Hearing Examiner Unit** evaluates cases and prepares them for review for parole, boot camp, and reprieve programs. The **Disposition Unit** informs inmates of Board

decisions and notifies judges, district attorneys, and others of release decisions. **Pardon Administration** processes requests for pardons and restoration of rights.

## FIELD SERVICES DIVISION

Field Services provides the investigation functions necessary to the Board for parole release and clemency decisions. Equally as important, division personnel provide supervision to offenders who are released back into the community. Field Services also renders the programming necessary to successfully rehabilitate the offender as well as the sanctions needed to deter further criminal behavior.

**Field Operations** directs the work of the Board's parole officers and their managers. These are the individuals working in communities throughout the state who conduct pre-parole investigations and monitor the conduct of parolees and other Board releases. **Field Administration**, which oversees the work of the division's headquarters staff, includes the Violations Unit, Interstate Compact, and Program Services. The **Violations Unit** handles the sanctioning of parole violators and, if necessary, provides warrants for the arrest of parolees.

**Parole Compact** administers the agreement that allows for the transfer of a parolee's supervision from the jurisdiction of one state to another. **Program Services** manages the Board's drug treatment programs, volunteer services, and education-based programs.

## ADMINISTRATIVE DIVISION

The Administration Division is composed of three units that are responsible for personnel services, computer services and research, and training for all agency employees.

The **Personnel Unit** serves all agency human resource operations, including personnel policy and procedure, employee benefits, grievances and adverse actions, and recruitment. The **Computer Services and Research Unit** provides computer support, evaluation models, and statistical information. The **Training Unit** manages training programs required by the state Peace Officers Standards and Training (POST) body as well as other educational opportunities offered by the agency, the State Merit System, and others. The majority of training is delivered at the Georgia Public Safety Training Center in Forsyth and the Board's North Georgia Training Center in Gainesville.

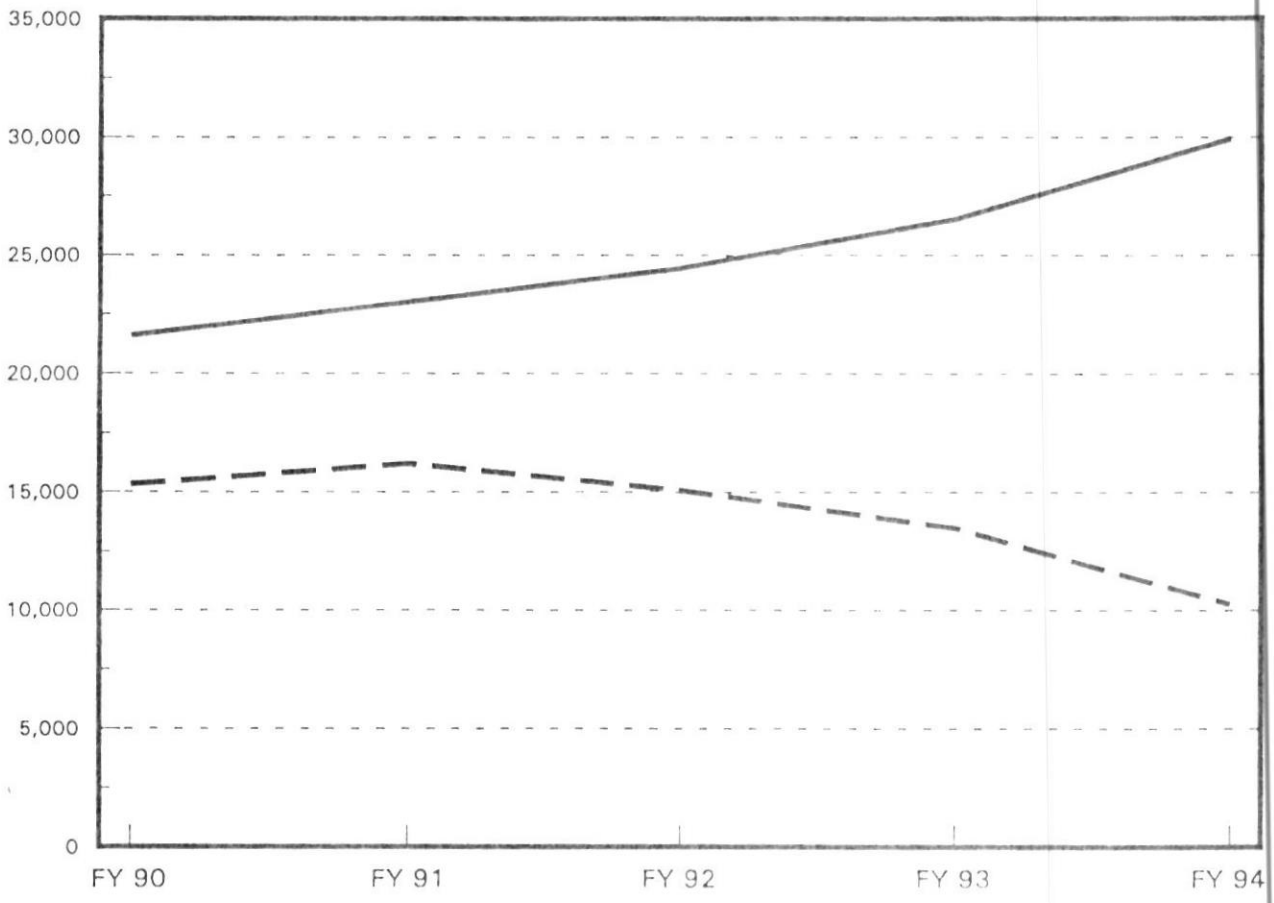
In FY94 the Parole Board's Training Unit delivered 176 different training sessions to agency employees. That amounted to over 2,100 instructional hours.

# FISCAL YEAR 1994 ACTIVITY REPORT

**(There were 22,345 parolees under supervision at the end of FY93)**

| | | |
|---|---|---|
| **RELEASE ACTION** | | |
| Parole | 6,137 | |
| Boot Camp Paroles | 2,382 | |
| Supervised Reprieve | 1,271 | |
| Conditional Transfer to Detainer | 463 | |
| Commutation to Time Served | 5 | |
| Remission of Sentence | 2 | |
| Other Release Action | 0 | |
| TOTAL | | 10,260 |
| **REVOCATIONS** | | 4,151 |
| **DISCHARGES** | | |
| Discharge from Parole | 4,799 | |
| Discharge from Supervised Reprieve | 1,870 | |
| Commutation to Discharge Parole | 2,744 | |
| TOTAL | | 9,413 |
| **TOTAL DECISIONS UNDER PAROLE GUIDELINES** | | 13,507 |
| **LIFE DECISIONS** | | |
| Decision to Deny Parole to Life Cases | 764 | |
| Decision to Grant Parole to Life Cases | 124 | |
| Decision to Grant Parole at 1st Consideration | 9 | |
| TOTAL | | 897 |
| **OTHER BOARD ACTIONS** | | |
| Pardon | | 239 |
| Commutation Reducing Sentence (No Release) | | 12 |
| Medical or Compassionate Reprieve | | 298 |
| Restoration of Rights Upon Application | | 327 |
| Visitor Interview | | 4,666 |
| Inmate Interview at Institution by Board Members | | 196 |
| Final Hearing | | 703 |
| Preliminary Hearing | | 572 |
| **INMATES AT END OF REPORTING PERIOD** | | 29,934 |
| **RELEASES UNDER SUPERVISION END OF FY94** | | |
| Georgia Releases in Georgia | 17,693 | |
| Other States' Releases in Georgia | 832 | |
| Georgia Releases Out of State | 1,795 | |
| TOTAL | | 20,320 |

## INMATE POPULATION AND BOARD RELEASES
### FISCAL YEARS 1990 - 1994

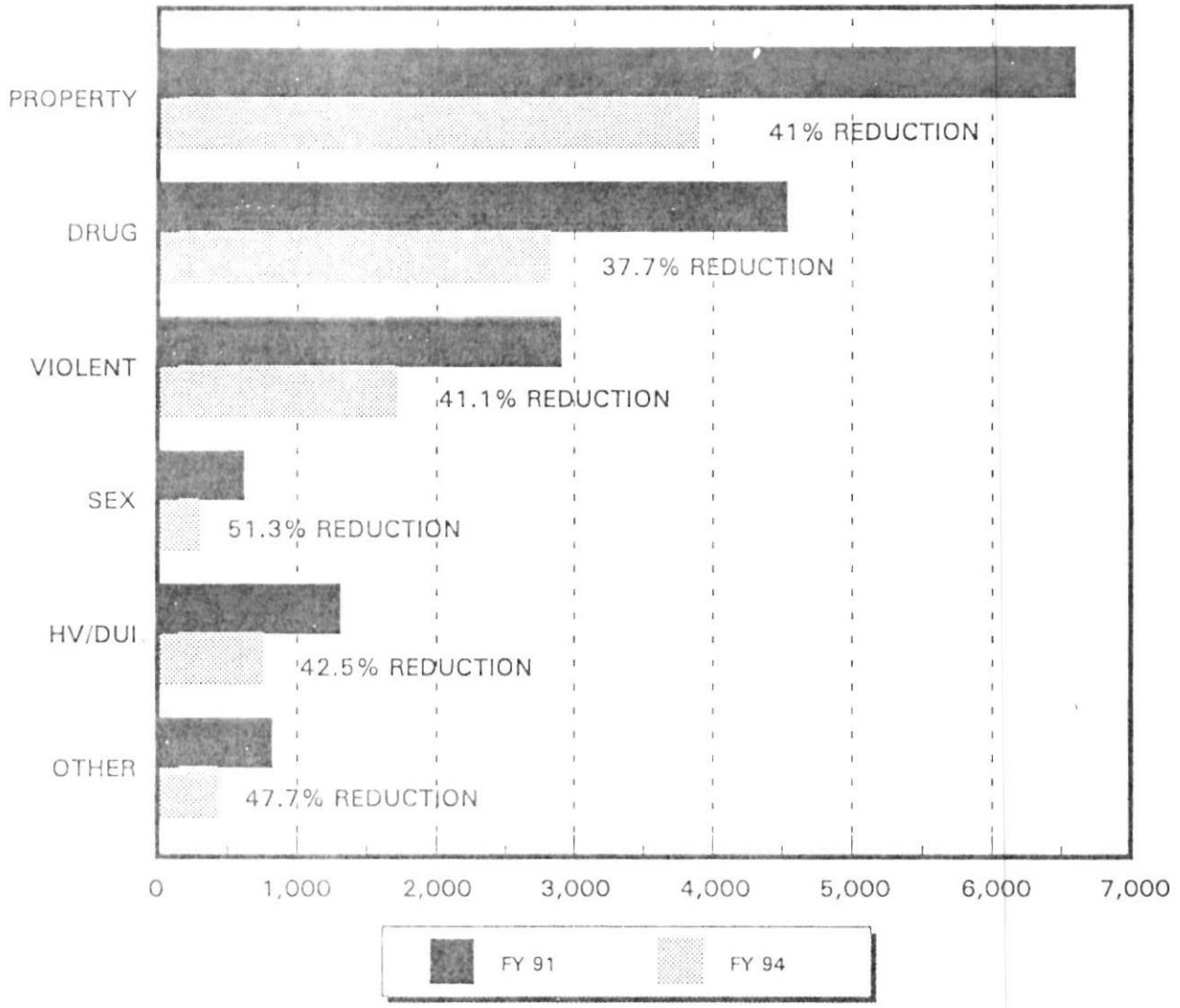



| FISCAL YEARS | INMATE POPULATION | BOARD RELEASES |
|---|---|---|
| FY 90 | 21,584 | 15,319 |
| FY 91 | 23,005 | 16,183 |
| FY 92 | 24,432 | 15,061 |
| FY 93 | 26,513 | 13,481 |
| FY 94 | 29,934 | 10,260 |

The State of Georgia has increased prison capacity by 39 percent since 1990. The new prisons have enabled the Parole Board to reduce releases by 37 percent since 1991.

## PAROLES ARE DOWN IN ALL CRIME GROUPS

### COMPARISON OF FY91 AND FY94




| CRIME TYPES | FY 1991 | FY 1994 * |
|---|---|---|
| PROPERTY | 6,605 | 3,894 |
| DRUG | 4,538 | 2,825 |
| VIOLENT | 2,908 | 1,713 |
| SEX | 622 | 303 |
| HV/DUI | 1,311 | 754 |
| OTHER | 823 | 430 |

*INCLUDES BOOT CAMP RELEASES; EXCLUDES CONDITIONAL TRANSFERS TO DETAINERS FILED BY STATE OR FEDERAL JURISDICTIONS.

The addition of thousands of new prison beds between FY91 and FY94 allowed the Board to express its conservative philosophy resulting in significantly fewer releases in all categories of offenders.

# GEORGIA'S PAROLE OFFICERS

Georgia's parole officers are among the most highly qualified, best trained community supervision professionals in the country. All are required to have an undergraduate degree and must pass through a complete background check that includes a psychological test to determine their job competency. Some come to the Board directly from college while others come from backgrounds as diverse as law enforcement, social work, education, and private enterprise.

## SIX WEEKS OF BASIC TRAINING

Soon after they are hired, all parole officers attend the agency's Basic Training Program, a six-week package of instruction at the Georgia Public Training Center in Forsyth. The course of instruction prepares them for the many roles that they will fill as they go about their daily duties. Included are classes and hands-on training in report writing, interpersonal communications, cultural diversity, arrest procedures, lifesaving techniques, and firearms training and certification. Upon graduation, the new parole officers have the critical knowledge to return to their respective offices and begin their work. Every year parole officers return for more training in the form of 40 hours of agency-mandated in-service training.

Parole officers perform many roles. Charged with the task of protecting Georgia's citizens by assisting the reintegration of the inmate back into the community and returning to prison those who fail, they are on the one hand a counselor and mentor and on the other hand a law enforcement officer and a prosecutor. In the course of one day a parole officer may participate in the arrest of a parole violator, help another get a job, counsel a family dispute, interview an inmate or his family, assist in obtaining treatment for a substance abuser, testify at a parole revocation hearing, and make an assortment of contacts with parolees, their families, and their employers.

## ALWAYS ON CALL

Every day parole officers travel Georgia's city streets and rural backroads, in many cases areas that are potentially dangerous, in order to monitor parolee compliance with the conditions of parole and to help them break with their criminal past. Being a parole officer means being accessible around the clock, with after-hours calls from parolees, anxious families, and law enforcement always a possibility. As certified peace officers, they are frequently called upon to assist in emergency situations such as floods and tornadoes. Still, many parole officers find the time to volunteer for community projects, school programs, church activities, and an assortment of other ways that they know will positively impact the quality of their hometown life.

Georgia's parole officers work every day quietly and without fanfare to intervene with and to successfully bring about change in others who had until that point been unable to abide by the rules of society. In doing so, they assure that Georgia will be a safer place to live.

# PAROLE OFFICER WORKLOAD IN FY94

In FY94 the Board's 383 parole officers produced the following numbers in the course of their daily responsibilities:

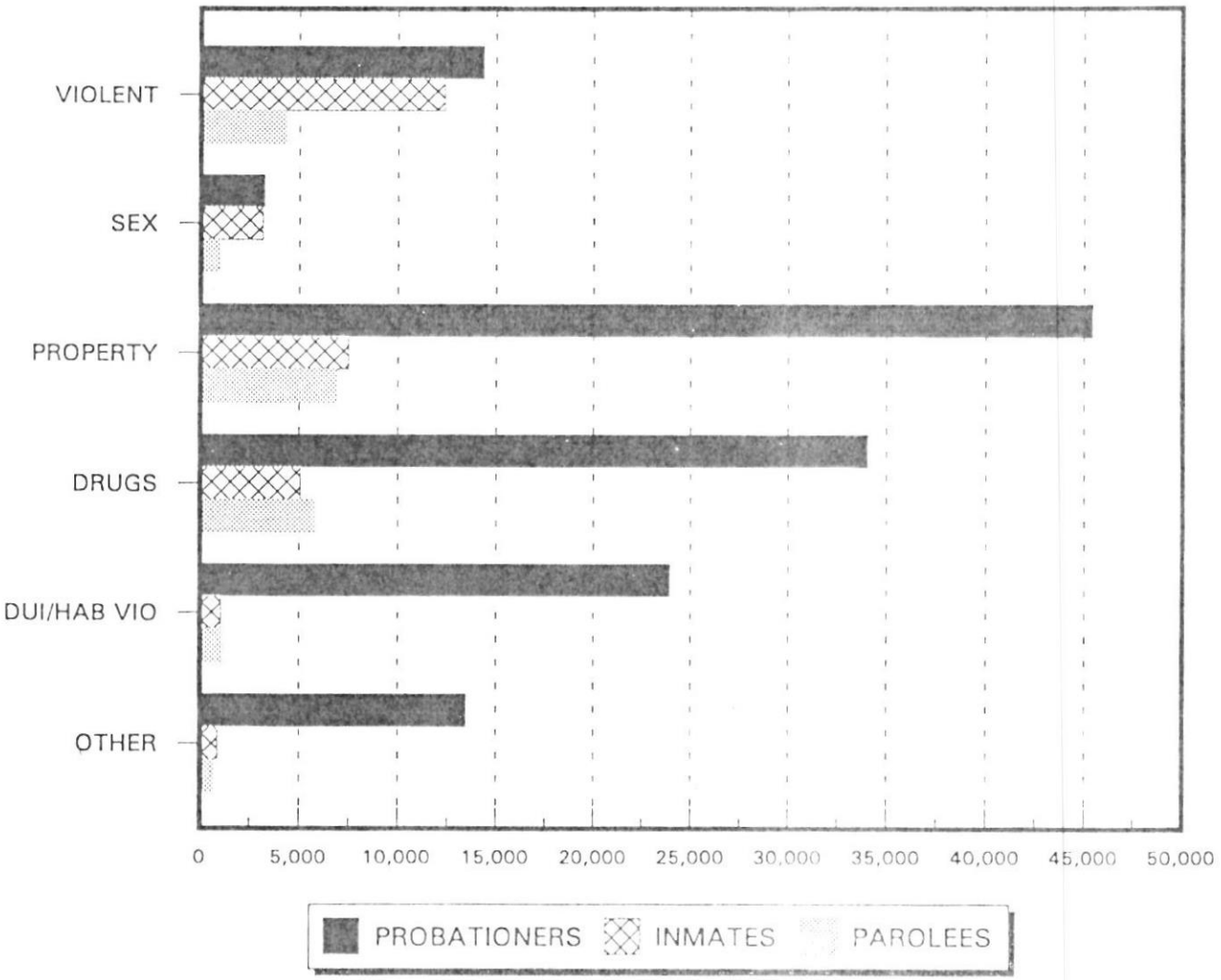
## INVESTIGATIONS

| | | |
|---|---|---|
| Legal Investigations | : | 21,391 |
| Social Investigations | : | 11,882 |
| Personal History Statements | : | 17,053 |
| Residence/Employment Plans | : | 11,285 |
| Other Investigations | : | 2,295 |
| **TOTAL INVESTIGATIONS** | : | **63,906** |

## SUPERVISION DUTIES

| | | |
|---|---|---|
| Contacts with Parolees, Parolee Family Members, Employers, Counselors, etc.: | : | 410,497 |
| Arrest Record Checks | : | 132,756 |
| Administrative Hearings | : | 4,831 |
| Preliminary (Probable Cause) Hearings | : | 572 |
| Final (Revocation) Hearings | : | 703 |
| TOTAL HEARINGS | : | 6,106 |
| Commutation Evaluation Reports | : | 10,910 |
| Delinquent Reports | : | 17,189 |
| TOTAL SUPERVISION REPORTS | : | 28,099 |

## GEORGIA'S CORRECTIONAL POPULATION IN FY94




| OFFENSES | PROBATIONERS | INMATES | PAROLEES |
|---|---|---|---|
| VIOLENT | 14,345 | 12,376 | 4,283 |
| SEX | 3,230 | 3,155 | 978 |
| PROPERTY | 45,432 | 7,516 | 6,985 |
| DRUGS | 34,034 | 5,086 | 5,748 |
| DUI/HAB VIO | 23,948 | 1,079 | 1,114 |
| OTHER | 13,461 | 897 | 662 |

Parolees are the smallest portion of Georgia's criminal offender population. They account for 11% of the entire group.

# FY94 IN REVIEW

**Parole Releases Decrease Again:** The Board's conservative philosophy and the addition of new prison beds resulted in releases falling again for the third year in a row. Releases have fallen 37% since FY91.

**Board Gets Tougher:** In March 1994 the Board ordered the review of over 2,000 cases involving inmates serving for violent or repeat offenses. Most were informed that their tentative parole month had either been withdrawn and reset for a much later time or that they would now be required to serve their entire sentence without parole.

**"Two Strikes" Passes:** Legislation was passed in the 1994 General Assembly in the form of an amendment to the State Constitution requiring a sentence of life without parole for persons convicted a second time of one of seven violent crimes: murder, rape, armed robbery, kidnapping, aggravated child molestation, aggravated sodomy, and aggravated sexual battery. Ones convicted for the first time of any of those crimes and sentenced to less than life must serve the entire sentence without possibility of parole. Also parole consideration for inmates serving their first life sentence for any of those seven crimes committed on or after January 1, 1995, will be increased from seven to fourteen years.

**Board Denies Clemency in Two Death Cases:** On December 7, 1993, the Board rejected the clemency appeal of Christopher Burger, convicted in 1978 of the murder of a Savannah-area taxi driver. On March 30, 1994, the Board denied the appeal of William Henry Hance, convicted in 1978 of the murder of a Columbus woman. Both were executed in the state's electric chair.

**Board Reaches Out to Crime Victims:** In FY94 the agency continued to expand its contact with victims and those working on their behalf by actively seeking their input into the parole decision-making process. The Board's Victim Services Office is the primary contact point, responding to visits, letters, and calls from victims and assisting them in getting their voices heard. Victim Services also solicited the help and opinions of courthouse victim/witness offices, victim advocacy groups, law enforcement, prosecutors, and others. Reflecting the work of that office, in December 1993 the Georgians for Victims Justice presented the Becky McGuire Heath Memorial Achievement Award to Silas Moore, the Board's Director of Victims Services, for his "outstanding achievement in the field of victims services."

**Board's Field Services Division Gains National Accreditation:** A group of managers from the Field Services Division worked over two years on policy and procedural changes to ensure satisfactory compliance with the American Correctional Association Commission on Accreditation's standards governing parole field operations. In June 1994 by an ACA audit team found Field Services to be in overwhelming compliance with their standards. The accreditation certificate was presented to the Board during the ACA's annual summer training conference.

**Board Requires Child Sex Offenders to Register With Authorities:** During the 1994 General Assembly a law was passed requiring persons who have been convicted of sex crimes against children

to register with the sheriff and the superintendent of schools in the county in which they reside. Although it was not required by the law, the Board nevertheless acted to require such notification as a special condition of parole for offenders who committed sex crimes against children. In addition, the Board, Department of Corrections, and Department of Human Resources agreed to share information about convicted sex offenders who are released on probation or parole.

**Classification/Case Management System is Added:** In February 1994 parole officers began phasing in a system that targets high-risk and/or high-need parolees for greater supervision. The end result will be more effective supervision strategies in individual parolee cases and a more rational and focused allocation of parole officer time.

**Field Programs for Parolees are Strengthened:** In FY94 significant progress was made to enhance the delivery of program services that are designed to decrease the chances of a parolee's return to prison. Comprehensive standards for the Board's Substance Abuse Counselor program, unique to community corrections because substance abuse treatment professionals are stationed directly in the parole offices, were approved by the Board and implemented into the field. A Cognitive Skills Program, which teaches offenders to control their anger, stress, and emotions, was expanded to include more parole offices. A Volunteer Mentoring Program, which brings citizen volunteers into the rehabilitation of the offender, also became operational.

**Electronic Monitoring Expanded:** The Field Services Division increased the use of electronic monitoring as a sanction against parole violators whose actions pose no immediate threat to the public. 100 of the monitoring units, which consist of a transmitter strapped to the parolee's ankle and a home-based monitor that communicates with a central computer via telephone lines, are now in use throughout the state. Parolees who fail to abide by the monitored restrictions are returned to prison.

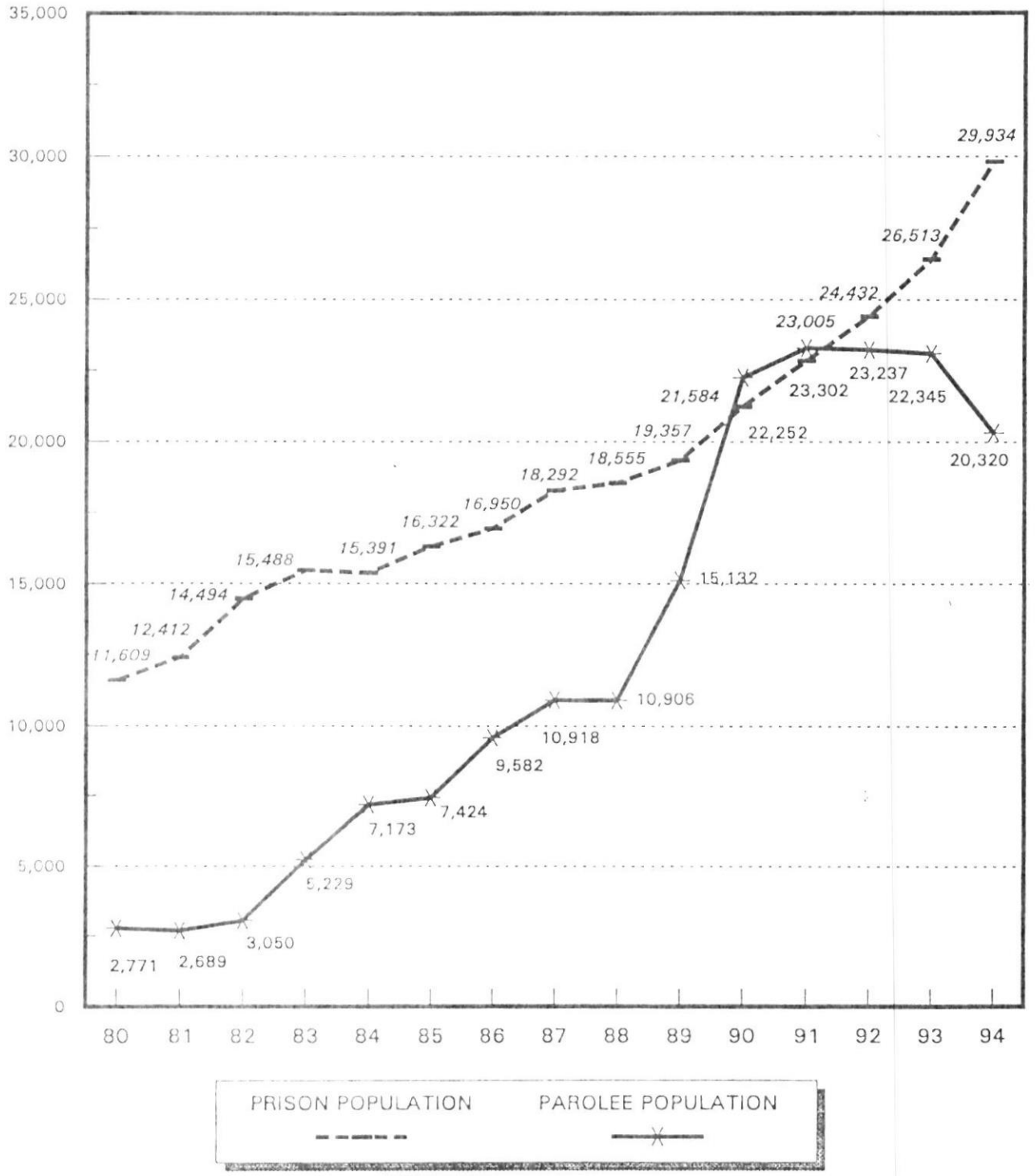
**Board and Corrections Team for Innovative Substance Abuse Prisons:** Parolees whose substance abuse problems lead to the revocation of their parole can now be sent to the Homerville Parole Center, a minimum security prison in south Georgia where they get up to nine months of daily counseling that focuses on accepting their responsibility for drug use and criminal behavior. Treatment costs are saved through a state contract with a private vendor. Release from the program and back into society is predicated on a detailed aftercare plan involving the parolee, his parole officer, the Board's substance abuse counselors, and resources within the community. A similar center is scheduled to open in February 1995 as part of the Hays Correctional Institution in north Georgia.

**Board Action Frees Innocent Man:** Prompted by requests from a concerned community, the Board investigated the case of Hartwell, Georgia, resident Ron Leverette, a man with no prior felony record who many believed had been mistakenly identified and wrongly convicted as a drug dealer. The investigation, which included computer enhancement by NASA of frames from an undercover videotape, strongly indicated that the man selling the drugs was another individual. In May 1994 the Board concurred and issued a pardon freeing Leverette after several months of incarceration.

**Parole Officers Assist Other Law Enforcement Agencies:** In FY94 the Board worked closely with other state law enforcement agencies by assigning parole officers, who are certified peace officers, to multi-jurisdictional fugitive squads in areas throughout the state. Officers were also assigned to work with agents of the U.S. Drug Enforcement Agency. Additionally, parole officers worked as supplements to local police forces during a series of natural disasters that affected parts of Georgia in 1993 and 1994.

## GEORGIA PRISON AND PAROLEE POPULATION

FISCAL YEARS 1980 - 1994




A drop in the number of parolees under supervision reflects a more conservative Parole Board making use of a substantial increase in Georgia prison bedspace.

# SOME COMMON QUESTIONS ABOUT PAROLE

## What is parole?

Parole is the discretionary release of an offender back into society after he or she has served a period of confinement in the state prison system. Offenders who gain release are supervised by parole officers and conditions are applied to the release which, if violated, could result in increasing levels of sanctions against the offender. Those who refuse to abide by their parole conditions are returned to incarceration.

## What is the purpose of parole?

Most offenders who are serving prison sentences will eventually return to society. Parole provides the crucial transition. The concept of parole allows offenders to be reintegrated into society in a manner that provides control and support for the offender and increases the safety of the public. Simply discharging a person from prison directly back into society without supervision benefits neither society nor the offender and increases the likelihood that the person will re-offend.

## What is the Parole Board's role and authority?

The Georgia Parole Board was created in February 1943 by statute law and in August 1943 Georgia voters ratified an amendment setting forth its authority in the State Constitution. The Board's existence ensures that the executive branch of government, in addition to the legislative and judicial branches, has a discretionary role in criminal justice.

The Parole Board has constitutional authority to grant paroles, pardons, and reprieves, to commute and remit sentences, and to restore civil and political rights. It has the authority to investigate cases and supervise persons granted any type of clemency.

## How are Parole Board members appointed?

The Parole Board is made up of five Georgians who are appointed by the Governor to staggered seven-year terms subject to the confirmation of the State Senate. Board members have extensive criminal justice experience in the fields of law enforcement, parole, probation, corrections, and the legislature. Each year the Board elects a chairman and a vice-chairman.

## When does the parole process begin?

After an inmate is taken into custody by the Department of Corrections it is determined if that person is eligible for parole. The Board then receives paperwork that begins the parole investigation process. In each case research is made into all aspects of the inmate's background including the circumstances of the current offense(s), that person's previous criminal record, personal and family history, and other pertinent data. The information is then compiled into a file and a summary completed using the Board's *Parole Decision Guidelines* rating system (additional information regarding *Guidelines* can be found on page 28).

## What happens next?

The case file is circulated among the Board members. They study it and take into account the inmate's prior criminal, social, environmental and psychological history, prison record, and the prognosis for a successful adjustment back to society before choosing to agree with the *Guidelines* recommendation of time to serve or, for a stated reason, depart from it and make an independent vote. All decisions to deny or grant parole represent a consensus of the entire Board.

## What about inmates serving life sentences?

In most cases, inmates sentenced to life sentences are eligible by law for their first parole review after serving seven years if their crime was committed prior to January 1, 1995. Those who commit one of seven certain life sentence crimes after that date must serve fourteen years before the first review. If denied, the inmate is informed when the next review will occur, which is anytime between one and eight years later. There are some exclusions to the initial consideration rule and they are explained on page 34.

## How many lifers are released after their first consideration?

In the vast majority of cases the initial consideration is only a starting point. In FY94 the Board chose to grant parole after the first consideration to only 9 of the 161 initial-eligibility life cases it reviewed. In fact, 84% of all the life sentence cases reviewed were denied parole in FY94. Of those who did gain parole, the average time served was 13 years. This average does not take into account the life inmates who have been repeatedly denied, some of whom are unlikely to ever receive the benefit of parole.

At the end of FY94 there were 3,989 inmates serving life sentences in Georgia prisons, an increase of 364 lifers over the previous fiscal year.

## What about victims? Can they be heard?

The Parole Board welcomes information from victims of crime or their survivors. What they have to say about how the crime emotionally, physically, and economically impacted them is important to the parole consideration process. And all victim input is kept confidential. To better meet their needs, the agency operates a Victim Services Office that serves as a liaison between victims and the Board.

## What are the conditions of parole?

Every inmate granted a release by the Board is subject to a number of conditions that each is expected to abide by. They include following all instructions from their parole officer, obeying the law, no possession of any sort of weapon, and remaining in the state of Georgia. Parolees also pay a $10 per month supervision fee or a Victims Fund fee.

## Are there special conditions for certain parolees?

Yes. Many parolees are required to adhere to individually-imposed special conditions that include restitution, drug and alcohol treatment, mental health counseling, restrictions on in-state travel, prohibitions on associations with others, rules against operating vehicles, or a variety of other conditions designed to alter negative behavior.

## How are parolees supervised in the community?

Individuals who are granted release by the Board are given their parole certificate shortly before leaving the institution where he or she has been incarcerated. The certificate instructs that person to report to the Chief Parole Officer in the parole district office in the community where that person is to reside.

The Chief Parole Officer assigns the parolee to a parole officer based on the parolee's residence and an appropriate level of supervision for each parolee is determined through an assessment based on that person's criminal and social background. Certain cases with high needs or risks, such as mental health cases, sex offenders, and the HIV-infected, can be transferred to a specialized parole officer who is trained to intervene in their negative behavior and to stabilize them through a network of community resources.

Parolees with histories of drug or alcohol abuse are immediately screened by one of the Board's Substance Abuse Counselors (SACs) working in that district office. Those determined to be in need of drug treatment are instructed to participate in one of the district's individual or group programs or, in some more serious cases, area public and private programs are utilized. In all cases the parole officer and SACs work in tandem to redirect the parolee to a law-abiding life. All parolees are subject to random in-house drug screens that will immediately detect drug use.

Parolees are required to locate and maintain full-time employment. Most parole district offices will assist in the job search with training in how to look for, apply for, and get a job. Many offices provide job resource centers with listings of employers, job opportunities, and even a bank of donated clothing so a parolee can enhance his or her appearance to a potential employer.

Parolees are required to report to their parole officers on a monthly basis or more often if made necessary by unemployment, substance abuse problems, family difficulties, or any other factors that could have a negative impact on their parole status. Parole officers also pay regular visits to the parolee's home to meet with family members and the place of employment to observe job progress. Officers may also schedule conferences with the parolee and treatment professionals in order to learn firsthand the level of compliance and progress with Board-mandated counseling programs.

The frequency of contact between the parolee and the parole officer can be gradually reduced over time only if the parolee shows stability at work, at home, and with the other conditions of parole.

## What if the parole conditions are violated?

Parolees who violate their parole conditions can be disciplined with a variety of sanctions that can increase with the seriousness of the violation. Intermediate sanctions (those short of reincarceration) can begin with parole officer-imposed measures such as the tightening of curfew hours, requirements of professional counseling and increased reporting to the parole office. The Parole Board can also order more restrictive sanctions like electronic monitoring. The most serious violators can face arrest, revocation of parole and a return to prison.

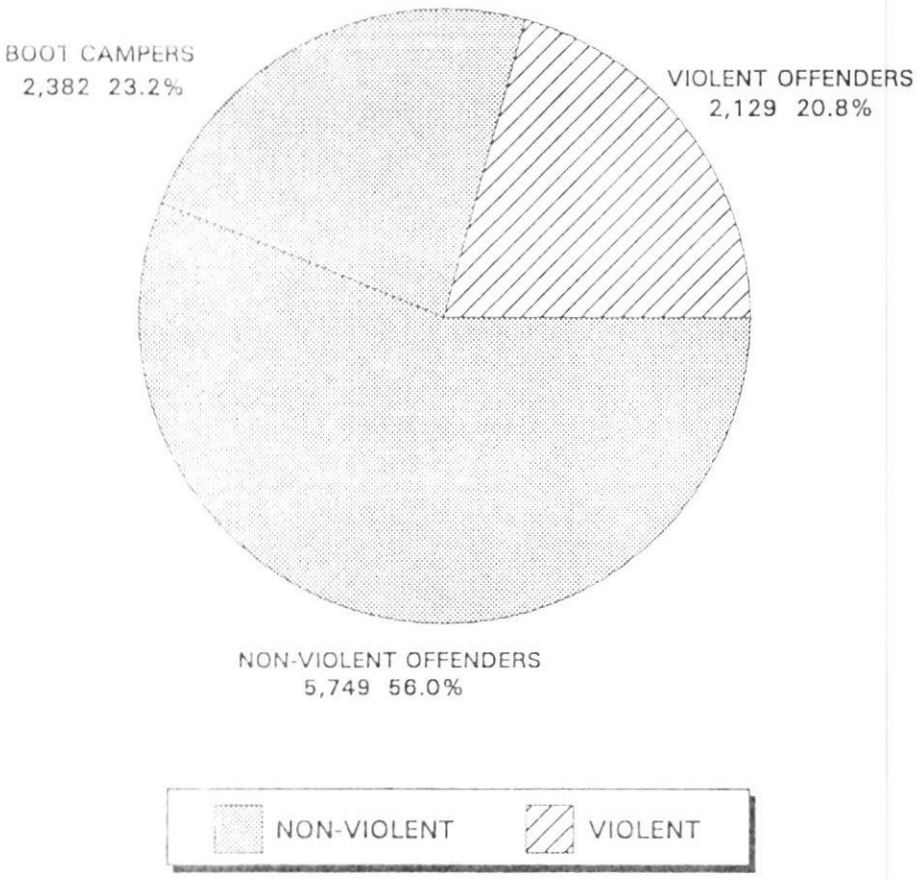
## What is the difference between parole and probation?

Probation is a judge's order suspending all or part of a prison sentence and in its place allowing a term of supervision in the community *in lieu of the incarceration*. The offender is supervised by a probation officer under the management of the Department of Corrections. Only a judge can revoke probation.

Parole is the release of an inmate prior to the expiration of the incarceration portion of a sentence. The offender is supervised by a parole officer under the direction of the Parole Board. Only the Board can revoke a parole.

Simply put, only the Parole Board can grant parole and only a judge can order probation.

## ALMOST 80% OF ALL BOARD RELEASES IN FISCAL YEAR 1994 WERE CONVICTED OF NON-VIOLENT OFFENSES




The Board has committed itself to keeping violent and repeat criminals incarcerated and as a result the vast majority of releases in FY94 were convicted of non-violent crimes. The few violent offenders who are released are targeted by the Board for the highest level of parole supervision, surveillance, and programming.

# BOARD MEMBERS ARE ASSISTED BY PAROLE DECISION GUIDELINES

Parole Decision Guidelines help the State Board of Pardons and Paroles make a more consistent, soundly based, and understandable decisions on inmates serving a sentence of *less than life imprisonment*. Guidelines help the Board decide on a Tentative Parole Month for the inmate or decide that he will complete his sentence without parole.

A Board hearing examiner identifies an inmate's Crime Severity Level from a table of offenses ranked in seven levels from lowest to highest severity. The higher the severity, the longer the inmate is recommended to serve. Then the hearing examiner calculates the inmate's Parole Success Likelihood Score by adding weighted factors with proven predictive value from the inmate's criminal and social history. A history of things such as prior imprisonment, parole or probation failure, heroin use or possession, and joblessness would increase the risk of paroling the inmate and cause him to be recommended for longer confinement.

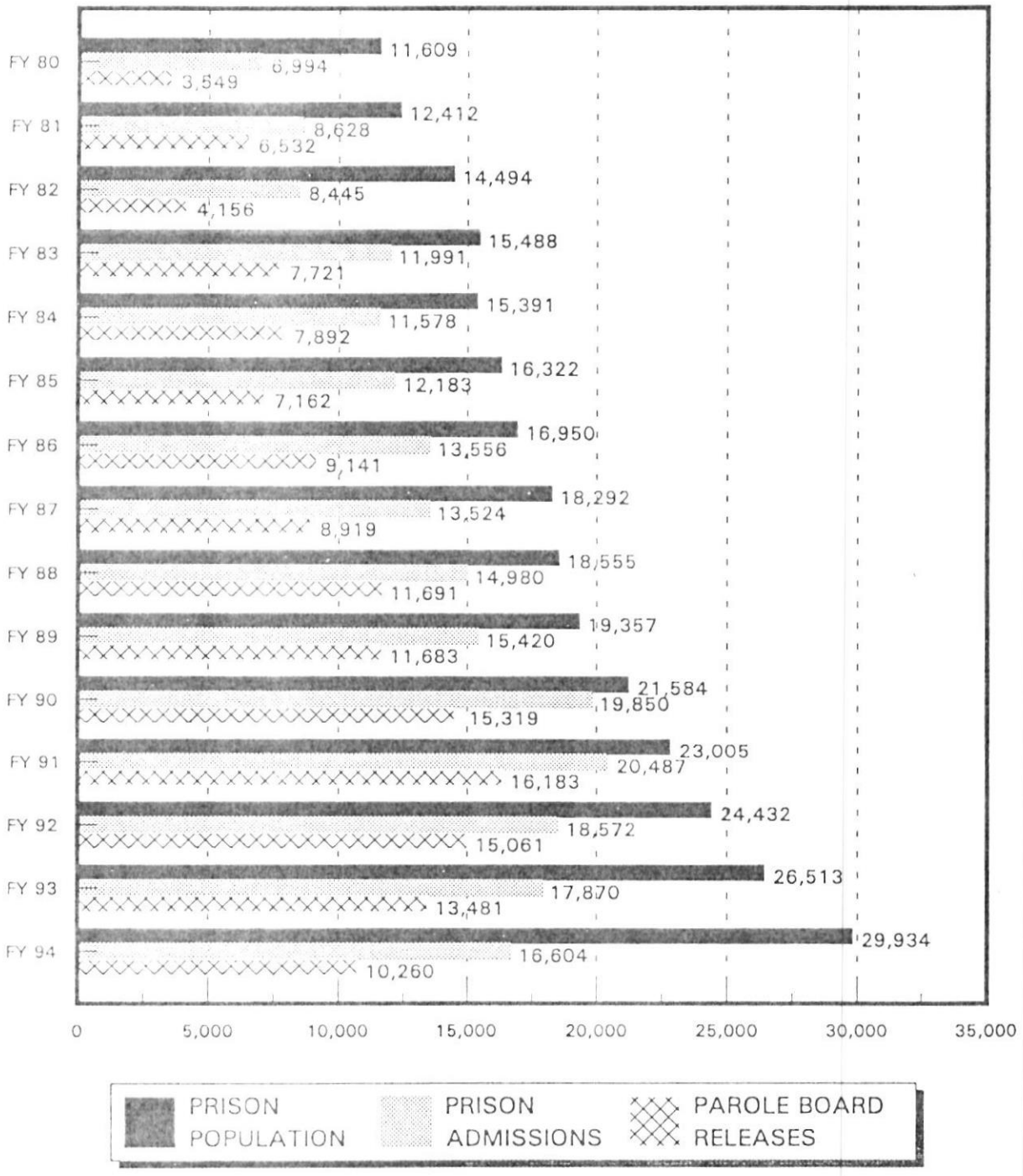
The hearing examiner inserts the inmate's Crime Severity Level and Parole Success Likelihood Score into a Guidelines Chart, which, also weighing sentence length and prison capacity, recommends how long the inmate should be confined. This translates into either a recommendation for parole denial or for a Tentative Parole Month in the future.

By majority vote the Parole Board members either agree with the Guidelines recommendation or, for a stated reason, depart from it and make an independent decision. The inmate is then sent a notice of the Board's decision to establish a tentative parole month. The inmate is informed that the decision is provisional upon good conduct and participation in prison education, work, and treatment programs. The decision is subject to change at the discretion of the Board. Usually, on the recommendation of the Department of Corrections, misconduct results in parole postponement or cancellation.

Parole Guidelines help keep the Board on track toward its goal of seeing that inmates serving for similar offenses with similar histories are treated the same.

## ADMISSIONS, PRISON POPULATION AND PAROLE RELEASES

FISCAL YEARS 1980 - 1994




Increased prison capacity, stable prison admissions, and fewer paroles are factors in Georgia inmates serving longer than any time in the recent past.

# VICTIM SERVICES

The State Board of Pardons and Paroles wants every victim to know how to use his or her parole system rights: to give the Board views about the crime and the criminal, to find out what the Board is doing on the case, and, upon request, to be notified of any planned parole. Through its Victim Services Office, established in 1991, the agency endeavors to educate victims about those rights.

## VICTIMS' VOICES HEARD

Increased prison space and a tougher Board philosophy are keeping serious offenders behind bars longer than ever and that is good news for crime victims.

When the Board routinely voted on cases in past years, it gave many inmates tentative parole months in 1994. As these targeted months drew near, the Board's Victim Services Office notified the victims, their family members, and officials who had sent objection letters. The resulting new objection letters were attached to the case files and sent by the Victim Services Office back to the Board members for review. The outcome was that the members stopped 77 percent of those planned paroles. They postponed by typically two years the tentative parole months of 56 percent and decided not to grant parole at all in 21 percent. It was an example of letters doing a lot of good.

In addition to the victim-prompted reviews, the Board undertook special reviews of cases of inmates with tentative parole months in 1994 who were serving for certain violent offenses or sex offenses or who had prior felony incarcerations. As a result, many of those paroles were delayed by a year or more, and some inmates were denied parole altogether.

In FY94 the Board's Victim Services Office, responding to letters and victim impact statements from victims, their family members, their friends, and officials, wrote 2,645 letters and memos.

As 1995 gets underway, the Parole Board has launched more reevaluations of inmate cases to keep holding down the rate of paroles – something expected to please victims and victim advocates.

## BOARD ACTIVELY SEEKS VICTIM INPUT

The Board appreciates the help in informing victims it gets from victim service providers in the offices of prosecutors, law enforcement, the Department of Family and Children Services, county health centers, rape crisis centers, domestic violence shelters, and victim advocacy and support organizations such as Mothers Against Drunk Driving. Also appreciated are views and information on cases sent to the Victim Services Office by those service providers.

The Board Chairman recently wrote all Georgia sheriffs, public safety directors, and police chiefs – a total mailing of more than 650 – to invite them and their personnel to give their views about possible parole for individual offenders from their jurisdictions. The Chairman said, "We know that those who worked the case or who are familiar with the criminal's activities can provide invaluable assistance in our decision-making process."

## VICTIMS ARE REIMBURSED

Since May 1993 the Parole Board has been collecting court-ordered victim restitution payments from parolees. All money collected is turned over to local probation offices for distribution to the victims. The total collected through FY94 is $274,996.

In late 1991 the Board decided that parolees serving for certain violent offenses should pay $10 per month into the State's Crime Victims Emergency Fund. The grand total collected through the end of FY94 is $643,992. Crime victims may apply to the Governor's Criminal Justice Coordinating Council for grants from this fund.

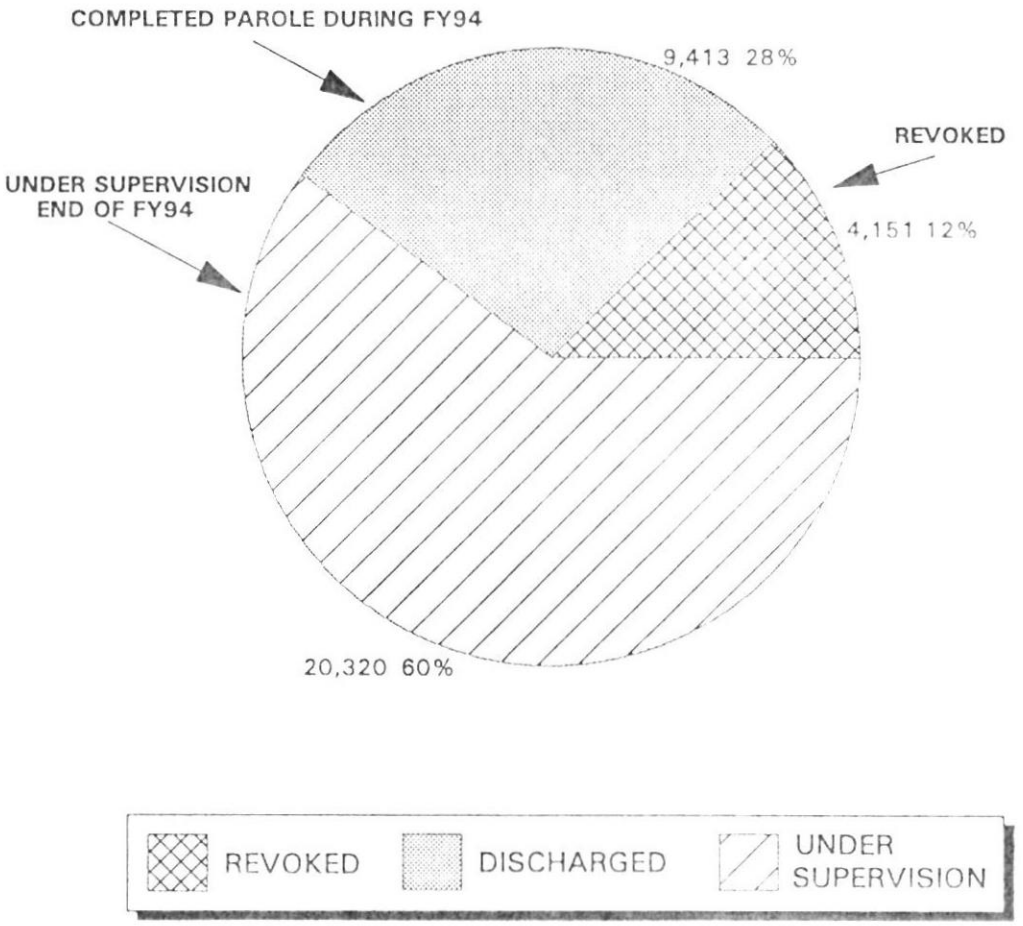
Victims, their survivors, and others desiring additional information about victim services can write Silas Moore, Director of Victim Services, State Board of Pardons and Paroles, 2 Martin Luther King, Jr., Drive, S.E., Atlanta, Georgia, 30334, or call (404) 651-6668.

## FISCAL YEAR COLLECTION TOTALS

| | PAROLEE SUPERVISION FEES | CRIME VICTIMS EMERGENCY FUND | VICTIM RESTITUTION FEES |
|---|---|---|---|
| FY85 | $111,436 | | |
| FY86 | $496,613 | | |
| FY87 | $703,341 | | |
| FY88 | $738,598 | | |
| FY89 | $759,050 | | |
| FY90 | $1,095,806 | | |
| FY91 | $1,331,262 | | |
| FY92 | $1,269,152 | $56,697 | |
| FY93 | $1,081,483* | $227,693 | $19,377** |
| FY94 | $1,044,489* | $359,602 | $255,619 |
| TOTALS | $8,631,231 | $643,992 | $274,996 |

* DROP IN COLLECTION REFLECTS FEWER BOARD RELEASES
**BEGAN MAY 1993

## A SMALL PERCENTAGE OF PAROLEES WERE RETURNED TO PRISON FOR PAROLE VIOLATIONS DURING FISCAL YEAR 1994




Only 12% of the parolees under supervision in FY94 were returned to prison for a technical violation of parole or a new conviction. 88% either remained under supervision or were discharged at the termination of their sentence.

# PROGRAM SERVICES

National and international research reveals that programs designed to reduce recidivism among offenders must address those elements that directly impact their criminal behavior. Factors like substance abuse, sexual deviance, illiteracy, and emotional deficiencies. The Board's Program Services Unit (PSU) is responsible for developing programs that will have the most significant bearing on those root causes of crime. The unit consists of counseling, volunteer, and educational services.

## PROGRAMS TARGET PAROLEE NEEDS

In Counseling Services, a staff of substance abuse counselors located in community parole offices throughout the state deliver programs to chemical-dependent parolees. These treatment professionals determine the specific needs of each parolee then prescribe placement in one-on-one and group counseling sessions. This program of in-house treatment is unique to community corrections and assures immediate intervention into the greatest single-cause of criminal behavior.

Volunteer Services involves concerned citizens who assist in the offender's adjustment from prison to the community. A volunteer mentor program, developed with the Georgia Department of Corrections, matches a volunteer with an inmate six months prior to his or her scheduled release. Together they work to address living arrangements, employment, social relationships and other factors that have a positive impact the offender's chance of success in the outside world. Upon release, the volunteer continues to work with the parolee and the parole officer to help ensure stability and reduce the likelihood of a return to crime.

Educational Services develops education-based programs that include post-release orientation to the requirements of parole, basic adult education, and literacy training. Cognitive skills, which redirects the offender's inappropriate thought processes, is also offered.

The PSU also provides technical assistance to Specialized Parole Supervision, an element of parole that places high-need offenders in small caseloads managed by veteran parole officers who have received advanced training in the supervision of sex offenders, violent offenders, the mentally ill, and persons with severe substance abuse problems. The SPS emphasizes intervention and treatment along with strong enforcement and monitoring of all parole conditions.

## MILLIONS OF DOLLARS SAVED

The work of the Program Services Unit helps to assure that parole is cost-beneficial to the state. The successful reintegration of each offender released saves taxpayers over $15,000 for each year they would have otherwise been incarcerated. In FY94, over 30,000 parolees either successfully terminated their sentence or remained on parole and that represented a potential savings to the taxpayer of over 450 million dollars per year.

# RULES FOR THE CONSIDERATION OF LIFE SENTENCE INMATES

1) A person serving a life sentence for a crime committed before 1995 is considered for parole after serving seven years and, if denied, is reconsidered at intervals of anywhere between one and eight years.*

2) A person whose death sentence is commuted by the Board to life imprisonment in 1977 or later must serve 25 years before becoming eligible for parole consideration.*

3) A person convicted of murder and sentenced to life imprisonment for an offense committed on or after July 1, 1983, and who has previously been imprisoned under a life sentence must serve 25 years before becoming eligible for parole consideration.*

4) A person serving consecutive life sentences for offenses occurring in the same series of acts committed on or after July 1, 1983, and any of the life sentences is for murder must serve consecutive ten-year periods for each sentence, up to a maximum of 30 years, before becoming eligible for parole consideration.*

## "TWO-STRIKES" LEGISLATION

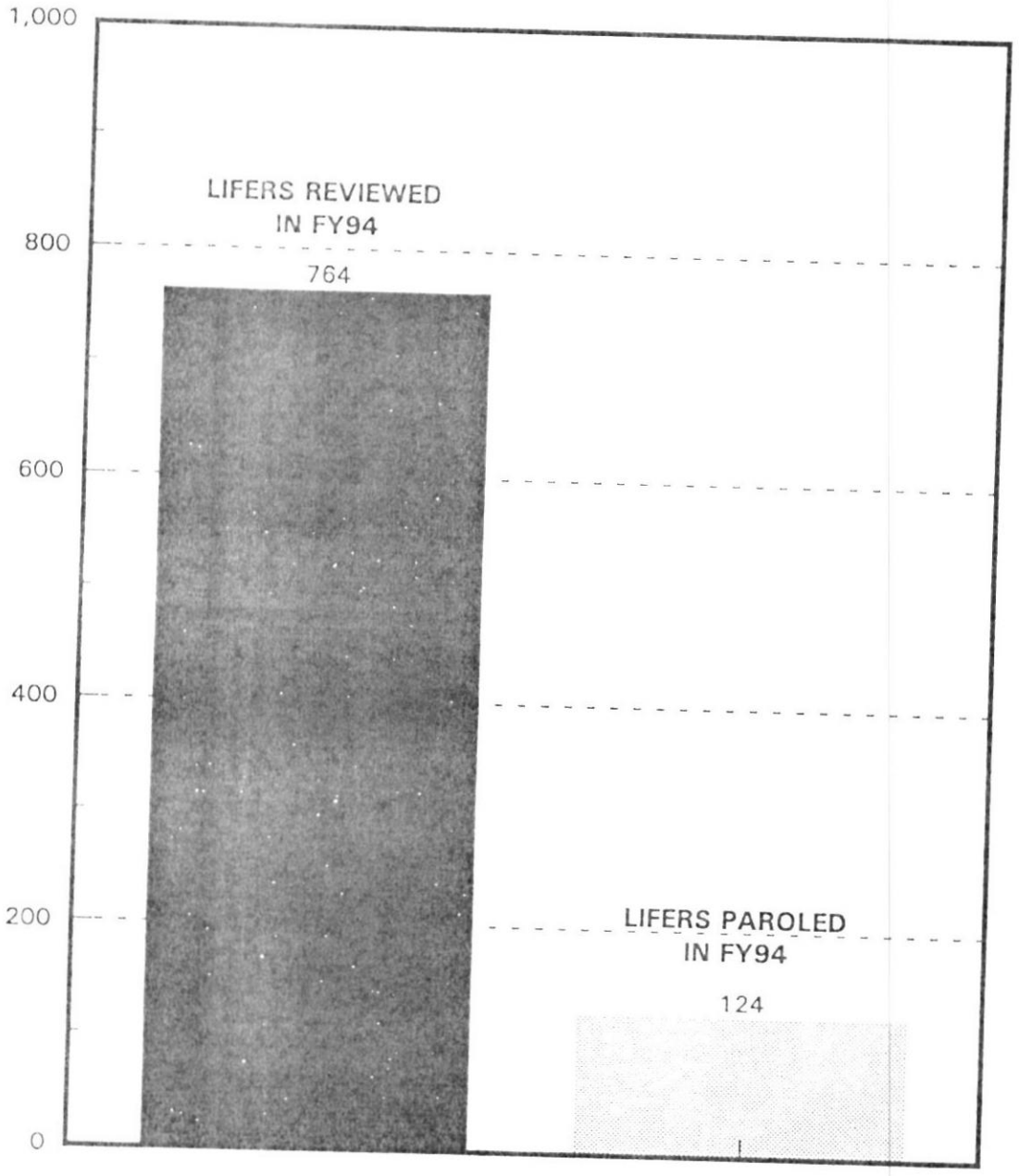
*In 1994 the Georgia General Assembly passed legislation in the form of an amendment to the State Constitution, later ratified by the voters, requiring persons who are sentenced to life imprisonment for a "first strike" - the first conviction for a Murder, Rape, Kidnapping, Armed Robbery, Aggravated Child Molestation, Aggravated Sodomy, or Aggravated Sexual Battery - to serve 14 years before becoming eligible for parole. (Persons sentenced to life for crimes other than these seven will still be considered after seven years.) This section of the law applies to those who commit one or more of those seven crimes on or after January 1, 1995.

The law mandates that those convicted and sentenced to prison with a sentence of *less than life* for a "first strike" crime committed on or after January 1, 1995, must serve the entire court-imposed sentence with no parole.

The law mandates a sentence of life imprisonment *without parole* for anyone who is convicted a second time for any of the seven crimes mentioned above. This "second strike" must have been committed on or after January 1, 1995.

These laws override the provisions in paragraphs 1-4 when applicable.

## DECISIONS ON LIFE SENTENCE INMATES IN FY94



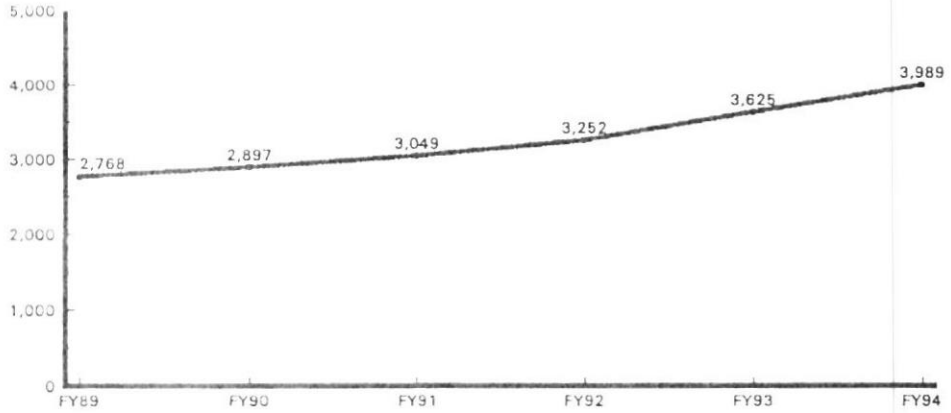

In FY94 the Board denied parole to 84% of the lifers it reviewed. The Board has traditionally released few lifers in comparison to the number reviewed each year.

MOST LIFE SENTENCE INMATES ARE
ELIGIBLE FOR PAROLE AFTER 7 YEARS.

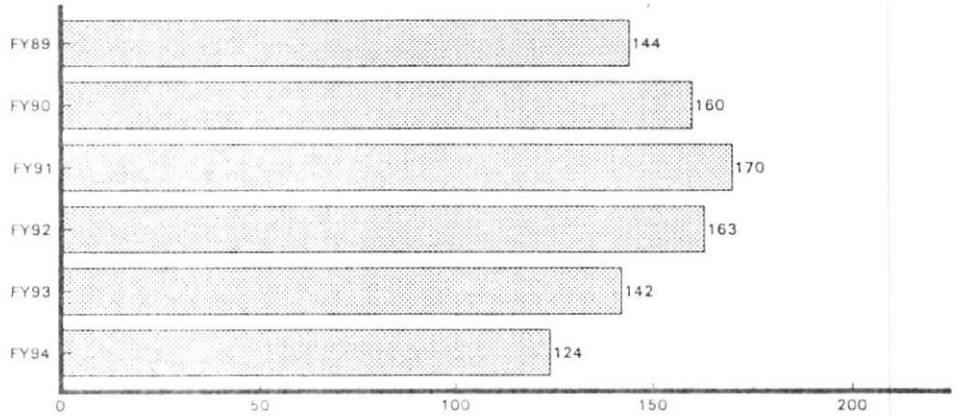
IN FY94, 161 LIFERS RECEIVED THEIR
FIRST PAROLE CONSIDERATION.

ONLY 9 WERE GRANTED PAROLE.
MOST WERE INFORMED THAT THEIR
NEXT REVIEW WOULD NOT OCCUR UNTIL
THEY SERVED ANOTHER 8 YEARS IN PRISON.

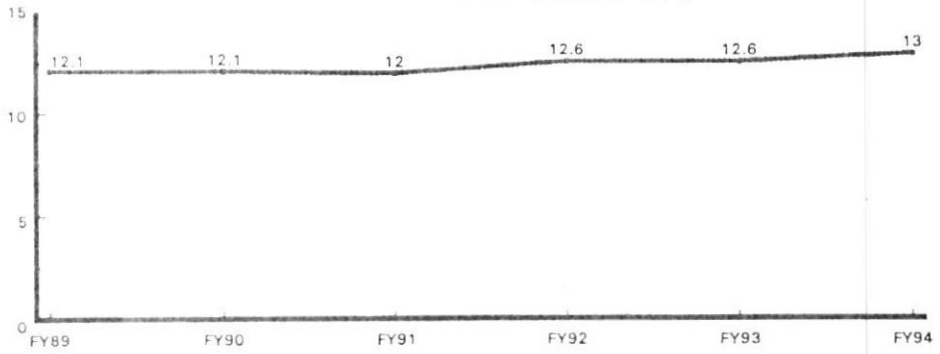
## WHILE GEORGIA'S LIFER POPULATION IS GROWING...




## THE PAROLE BOARD IS RELEASING FEWER LIFERS...




## AND THE AVERAGE TIME SERVED BY THOSE WHO GAIN RELEASE IS GOING UP.



# STRATEGIC PLANNING

During 1994 the Board and all of its staff members made steady progress in the development of a strategic plan for the agency's future. A 20-member core planning team consisting of key managers from every unit in the agency is guiding the development and implementation of the plan.

## A VISION OF THE FUTURE

Strategic planning is a process whereby an organization envisions the future it would like to achieve and then develops and implements a plan to reach it. The process requires the participation of every member of the organization. Together, the Board and its staff are developing the strategic plan for the agency. The 20 members of the core team are the facilitators for this process. As each component of the plan is developed, the core team reaches out to receive suggestions from every agency employee. Core team members are the messengers for the process.

First, agency staff refined the mission statement to ensure it was both accurate and understood by every agency employee. Next, a set of beliefs was established. These are the underlying principles that must operate if the agency is to progress toward its vision. For example, there must be trust and open communication among agency staff, employees must be well trained, parolees must assume accountability for their actions, and we must establish partnerships with law enforcement and other community organizations if community safety and successful parolee reintegration are to be achieved.

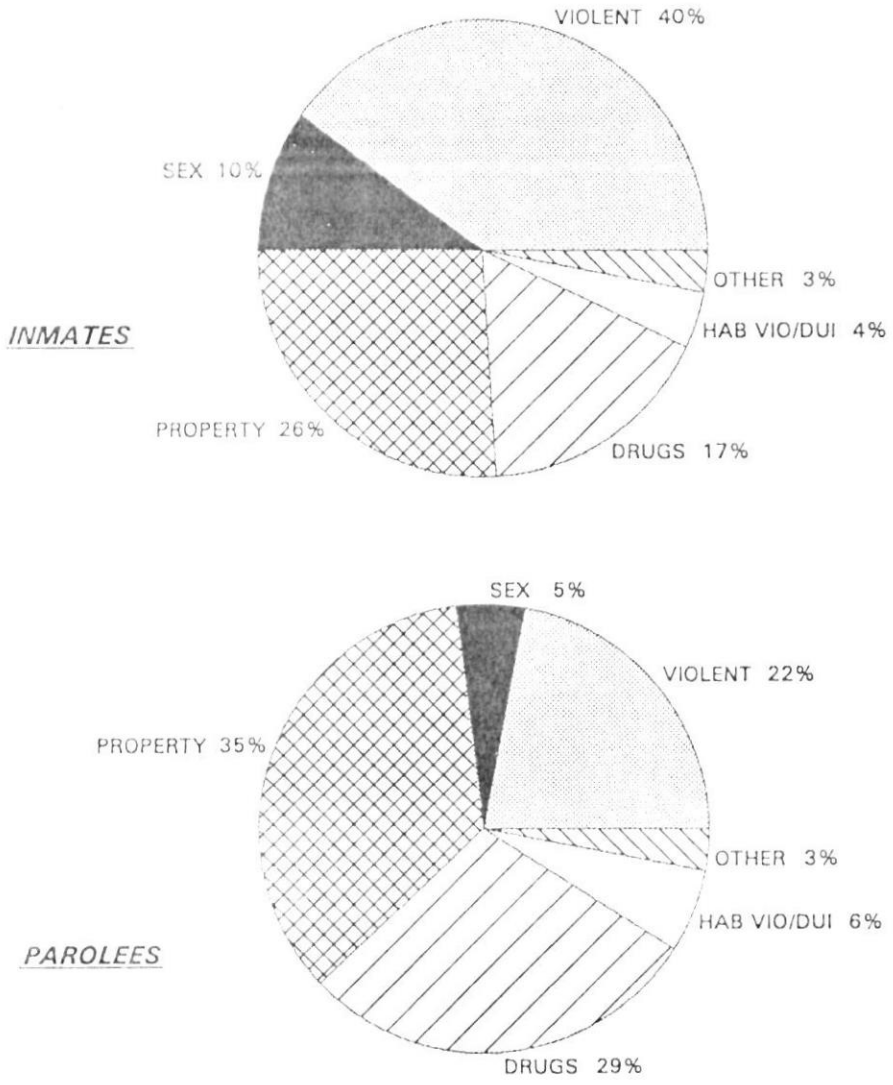
## SIX STRATEGIC DIRECTIONS

With the mission and beliefs in place agency staff have been working to finalize a vision statement and establish goals - strategic directions - which are the broad areas of concern that must be addressed if the agency is to move toward its vision. The vision statement will be completed in early 1995. Agency staff have identified at least six strategic directions. They are: Improved Predictability in Parole Decisions, Communication, Improved Business and Administrative Efficiencies, Expanded Alliances, Enhanced Supervision and Programs for Offenders, and Employee Well-being. During the next year each of these strategic directions will be fleshed out and implemented as a specific work plan.

Strategic planning is a cyclical process. Each year the Board and its staff together must reexamine the mission, beliefs, vision, and strategic directions to ensure their continued relevance for the citizens of Georgia. The Board's number one priority is to ensure the safety of the citizens of Georgia. Through regular reevaluations of policies and programs, careful planning, and wise use of resources both within and outside the agency the safety of our citizenry will be best assured.

## CONTRASTING POPULATIONS

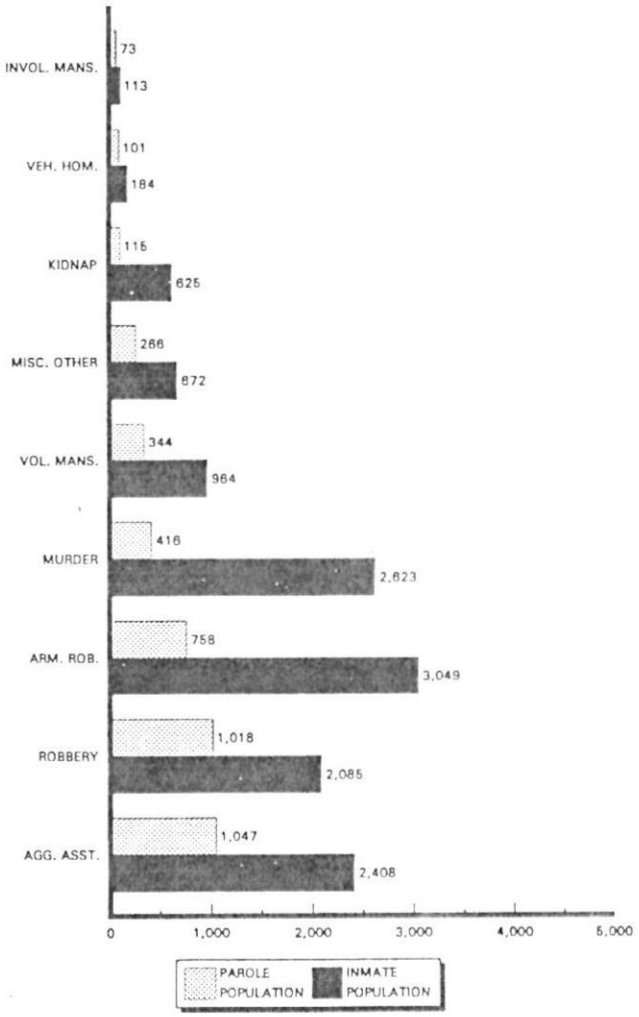
### THOSE IN PRISON VS. THOSE ON PAROLE




The Board, through its careful selection process, seeks to release only those inmates whose background, crime, and prison conduct allow for a reasonable expectation that they will not re-offend. As a result, one-half of the prison population are violent or sex offenders, while two-thirds of the parolees were convicted of non-violent crimes. *A comparison of inmates and parolees by crime groups follows on pages 40 - 44.*

# CONTRASTING POPULATIONS:

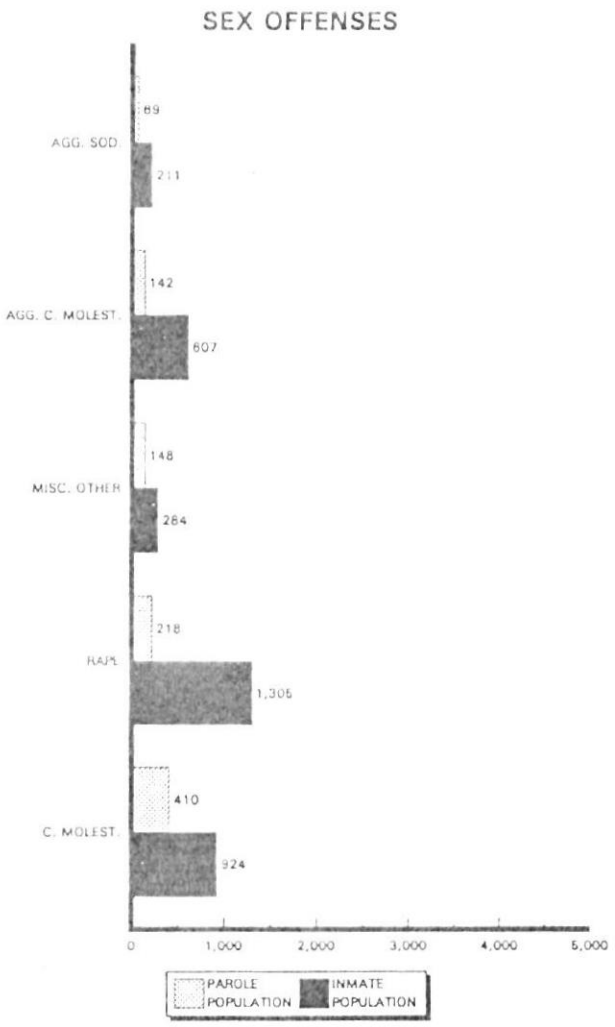
## VIOLENT OFFENSES




## VIOLENT OFFENDERS

- There are 12,723 inmates serving for violent offenses. They account for 40% of the inmate population.
- There are 4,138 parolees on parole for violent offenses. They account for 22% of the parolee population.
- There are 6 times more persons convicted of murder in prison than on parole.
- There are 4 times more persons convicted of armed robbery in prison than on parole.
- There are 5 times more persons convicted of kidnapping in prison than on parole.
- The two largest groups of violent crime inmates were convicted of murder (2,623) and armed robbery (3,049).
- The two largest groups of violent crime parolees were convicted of aggravated assault (1,047) and simple robbery (1,018).

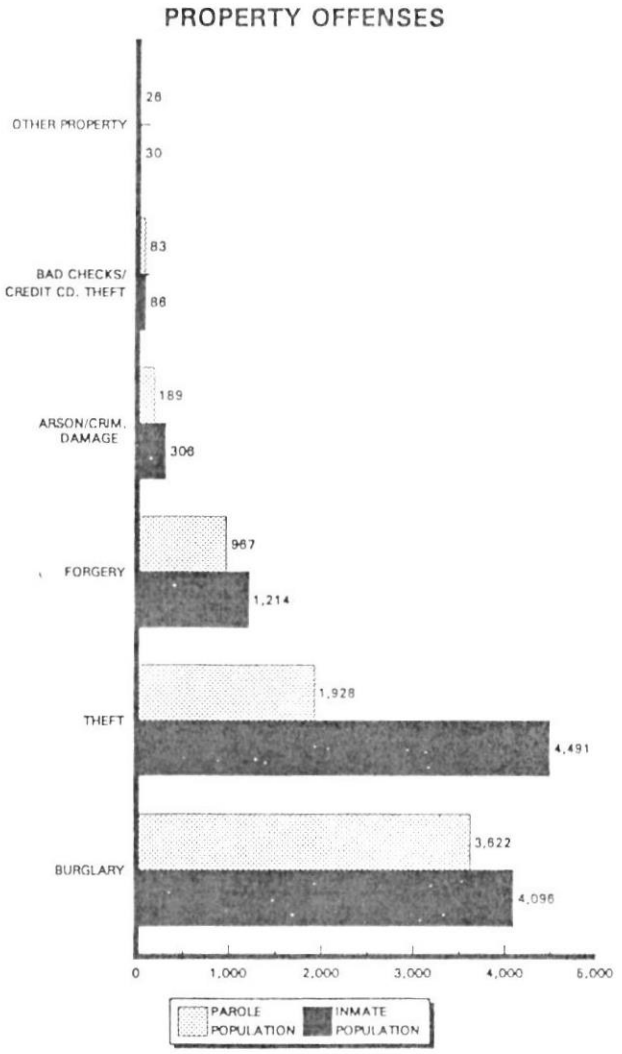
# CONTRASTING POPULATIONS:




## SEX OFFENDERS

- There are 3,331 inmates serving for sex offenses. They account for 10% of the inmate population.
- There are 987 parolees on parole for sex offenses. They account for 5% of the parolee population.
- There are 6 times more persons convicted of rape in prison than on parole.
- There are 4 times more persons convicted of aggravated child molestation in prison than on parole.
- There are twice as many persons convicted of child molestation in prison than on parole.
- The two largest groups of sex crime inmates were convcted of rape (1,305) and child molestation (924).
- The two largest groups of sex crime parolees were convicted of child molestation (410) and rape (218).

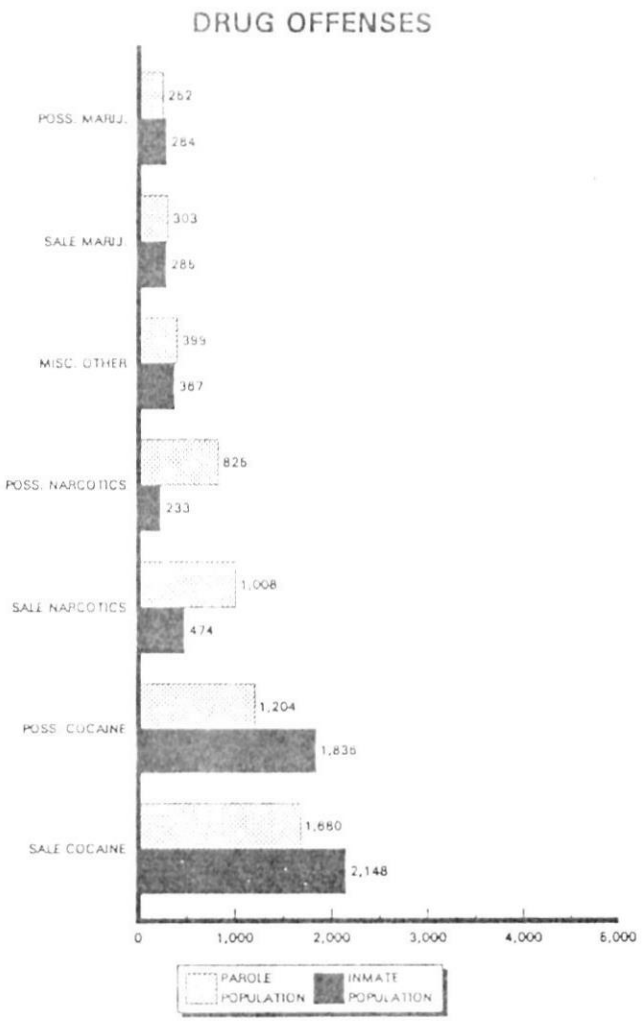
# CONTRASTING POPULATIONS:




## PROPERTY OFFENDERS

- There are 10,223 inmates serving for property offenses. They account for 26% of the inmate population.
- There are 6,815 parolees serving for property offenses. They account for 35% of the parolee population.
- There are twice as many inmates convicted of theft as there are on parole.
- There are more inmates serving for burglary (4,096) than are on parole for the same offense (3,622).
- There are more inmates serving for forgery (1,214) than are on parole for the same offense (967).
- Persons convicted of burglary and theft make up the two largest groups of property offenders for both inmates and parolees.

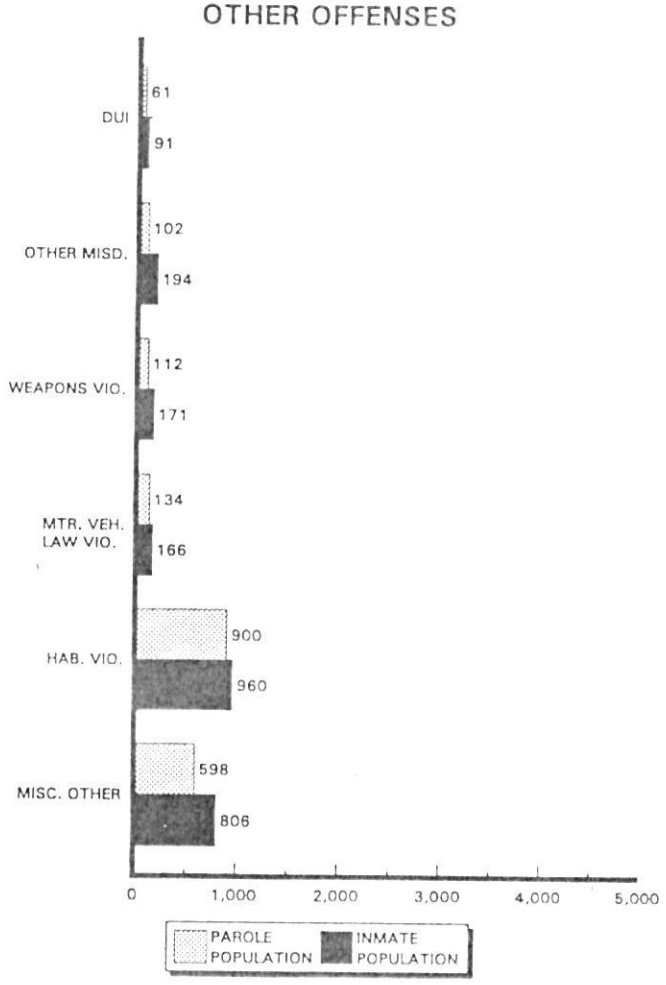
# CONTRASTING POPULATIONS:




## DRUG OFFENDERS

- There are 5,627 inmates serving for drug offenses. They account for 17% of the inmate population.
- There are 5,671 parolees on parole for drug offenses. They account for 29% of the parolee population.
- The classification of drug crimes is the only one where parolees outnumber inmates in certain categories – marijuana sale, miscellaneous other, possession of narcotics and sale of narcotics.
- There are more inmates serving for sale of cocaine (2,148) than are on parole for the same offense (1,680).
- There are more inmates serving for cocaine possession (1,836) than are on parole for the same offense (1,204).
- Cocaine sale and cocaine possession make up the two largest groups for both inmates and parolees.

# CONTRASTING POPULATIONS:




## HABITUAL VIOLATOR AND OTHER CRIMES

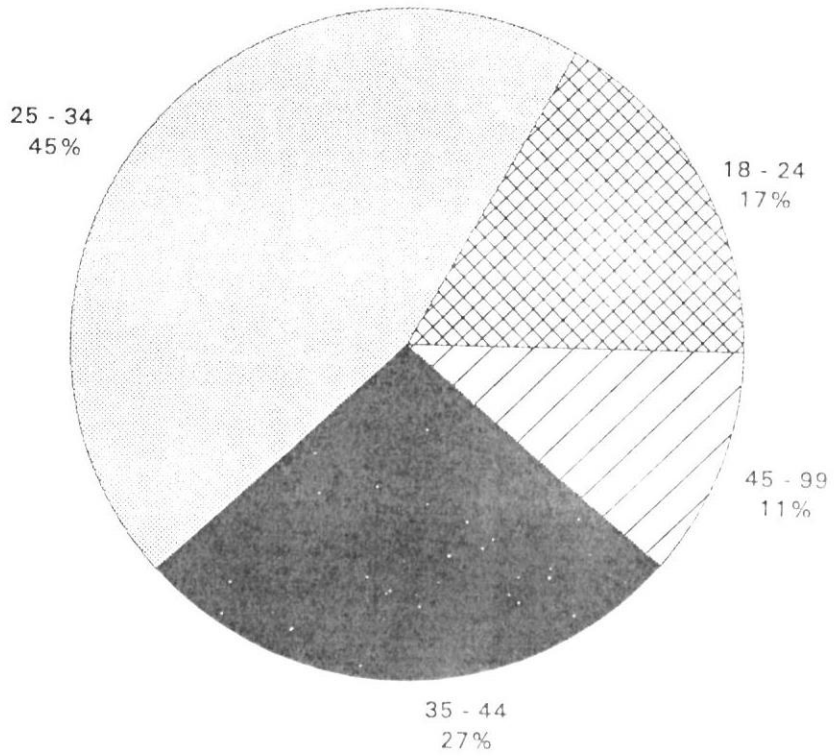
- There are 2,388 inmates serving for Habitual Violator and other offenses. They account for 7% of the inmate population.
- There are 1,907 parolees on parole for Habitual Violator and other crimes. They account for 6% of the parolee population.
- Habitual Violator (vehicle/traffic-related) crimes are the largest portion (960) of this inmate group, as well as the largest of the parolee group (900).

## BACKGROUND CHARACTERISTICS OF GEORGIA PAROLEES

A look at the background of Georgia offenders prior to their entry into prison reveals that most were young and black. The majority of parolees were uneducated, unemployed, and unmarried when they entered prison, but most had parented at least one child.

## CURRENT AGE

62% of persons on parole are under age 34.

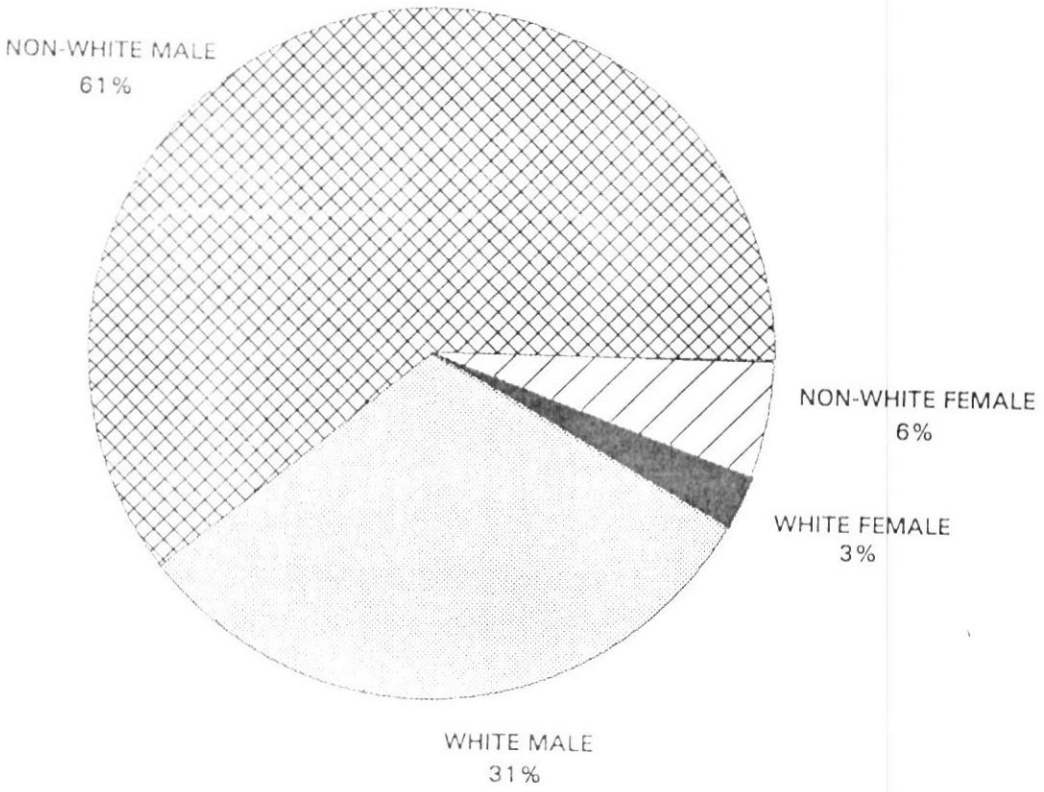



## PAROLEES BY AGE GROUP

| | WHITE MALE | NON-WHITE MALE | WHITE FEMALE | NON-WHITE FEMALE | TOTAL |
|---|---|---|---|---|---|
| 18 - 24 | 934 | 2,283 | 64 | 108 | 3,389 |
| 25 - 34 | 2,648 | 5,453 | 237 | 526 | 8,864 |
| 35 - 44 | 1,599 | 3,071 | 166 | 339 | 5,175 |
| 45 - 99 | 874 | 1,065 | 56 | 108 | 2,103 |

## RACE AND SEX

Non-whites, mostly African-American males, make up 67% of the parolee population.

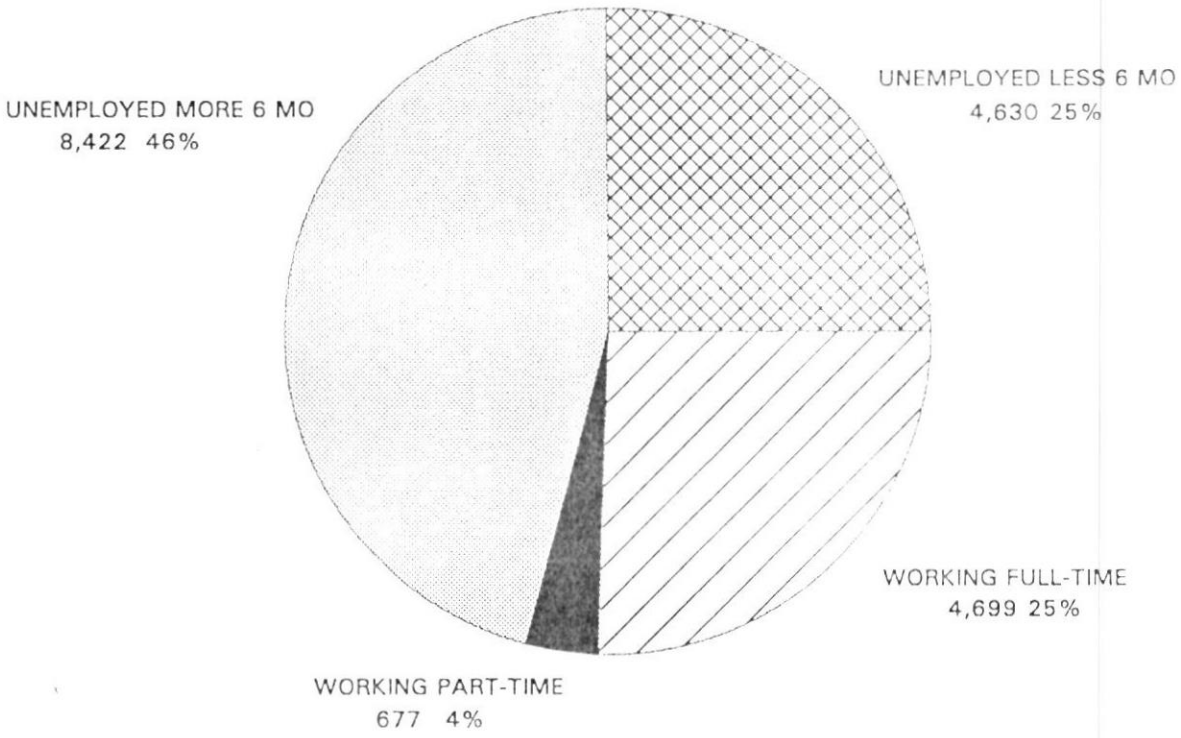



PAROLEES BY RACE AND SEX

| | TOTAL |
|---|---|
| WHITE MALE | 6,055 |
| NON-WHITE MALE | 11,872 |
| WHITE FEMALE | 523 |
| NON-WHITE FEMALE | 1,081 |

# EMPLOYMENT STATUS BEFORE PRISON

75% were unemployed or not working full-time.

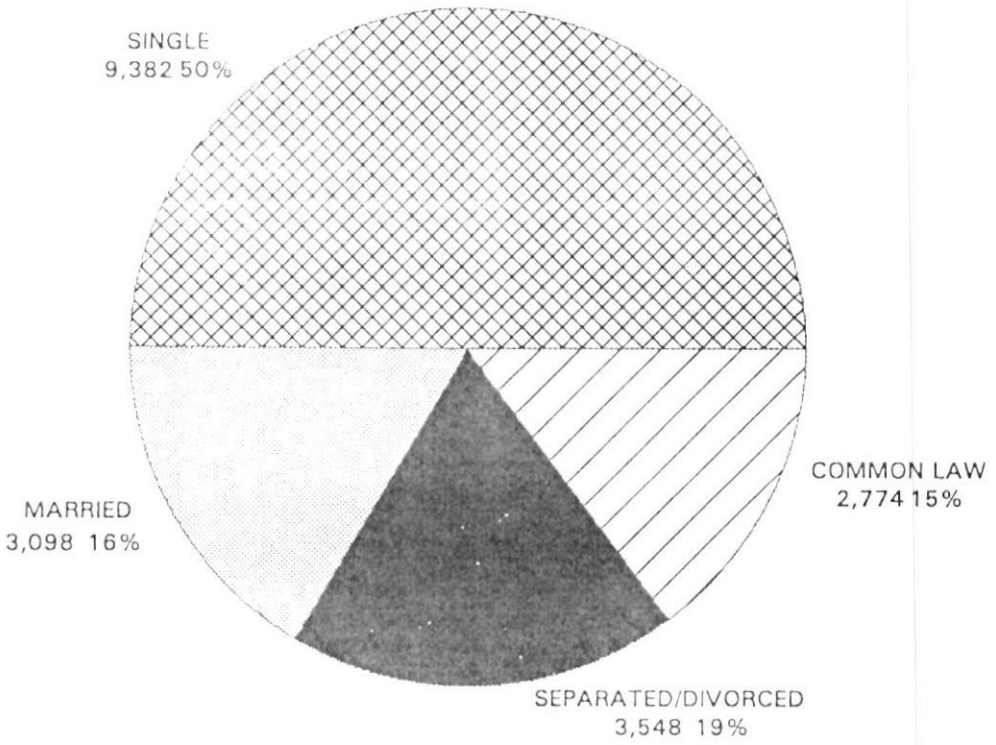



## EMPLOYMENT STATUS BEFORE PRISON ADMISSION BY PAROLEE AGE GROUP AND SEX

| | 18 - 24 | | 25 - 34 | | 35 - 44 | | 44/ABOVE | | ALL AGES | |
|---|---|---|---|---|---|---|---|---|---|---|
| | M | F | M | F | M | F | M | F | M | F |
| FULL-TIME | 26% | 19% | 27% | 18% | 26% | 18% | 22% | 20% | 26% | 18% |
| PART-TIME | 6% | 6% | 3% | 4% | 3% | 6% | 4% | 3% | 4% | 5% |
| UNEMPLOYED LESS THAN 6 MONTHS | 22% | 19% | 28% | 17% | 27% | 18% | 25% | 15% | 26% | 18% |
| UNEMPLOYED MORE THAN 6 MONTHS | 46% | 56% | 42% | 61% | 44% | 58% | 49% | 62% | 44% | 59% |

## MARITAL STATUS BEFORE PRISON

84% were not legally married or were separated when they entered prison.

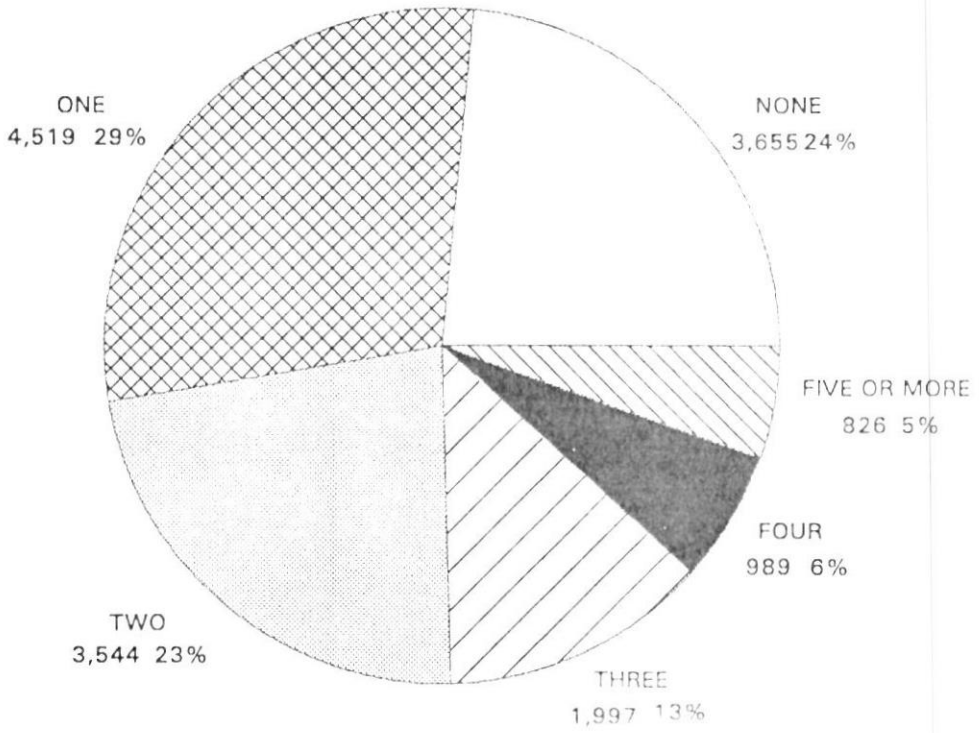



### MARITAL STATUS AT TIME OF PRISON ADMISSION BY PAROLEE SEX AND AGE GROUP

| | 18 - 24 | | 25 - 34 | | 35 - 44 | | 44/ABOVE | | ALL AGES | |
|---|---|---|---|---|---|---|---|---|---|---|
| | M | F | M | F | M | F | M | F | M | F |
| SINGLE | 87% | 69% | 55% | 49% | 30% | 25% | 13% | 9% | 51% | 40% |
| MARRIED | 5% | 9% | 15% | 14% | 22% | 20% | 31% | 27% | 16% | 16% |
| COMMON-LAW | 6% | 10% | 16% | 11% | 19% | 14% | 15% | 6% | 15% | 11% |
| SEP/DIV | 2% | 11% | 14% | 25% | 28% | 38% | 37% | 47% | 17% | 30% |
| WIDOWED | 0% | 1% | 0% | 1% | 1% | 3% | 4% | 11% | 1% | 3% |

## NUMBER OF CHILDREN

76% had at least one child at the time of admission to prison.

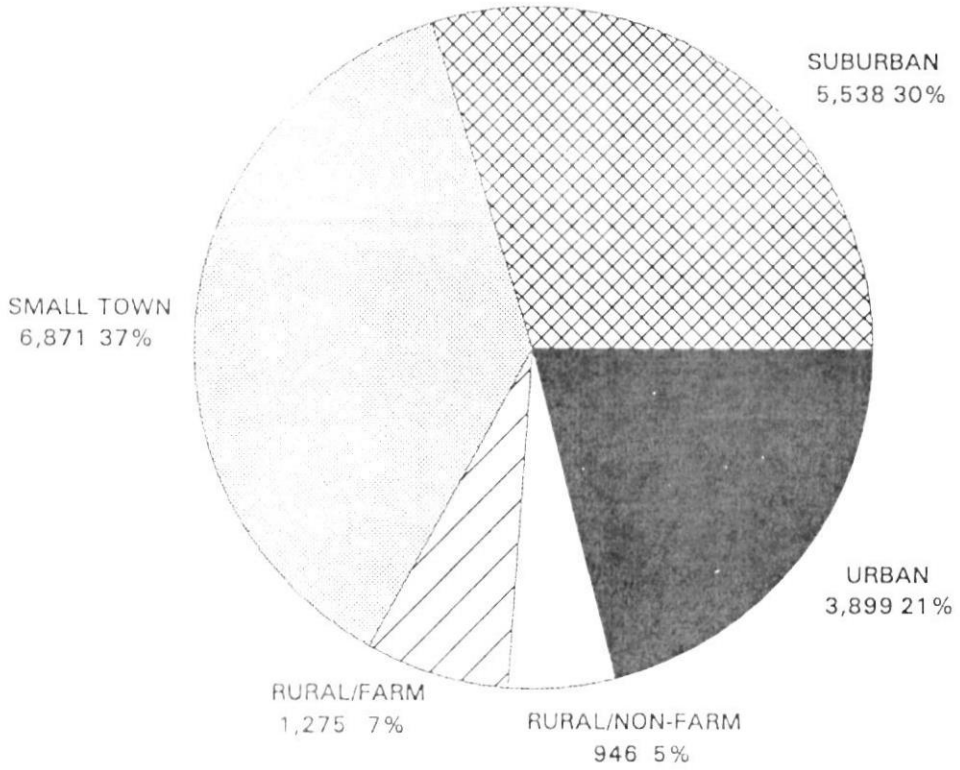



NUMBER OF CHILDREN AT TIME OF PRISON ADMISSION BY PAROLEE SEX AND AGE GROUP

| | 18 - 24 | | 25 - 34 | | 35 - 44 | | 44/ABOVE | | ALL AGES | |
|---|---|---|---|---|---|---|---|---|---|---|
| | M | F | M | F | M | F | M | F | M | F |
| NONE | 39% | 13% | 28% | 10% | 19% | 3% | 10% | 4% | 25% | 8% |
| ONE | 40% | 34% | 32% | 25% | 26% | 21% | 19% | 14% | 30% | 23% |
| TWO | 14% | 25% | 23% | 28% | 25% | 30% | 25% | 18% | 22% | 27% |
| THREE | 5% | 17% | 11% | 20% | 15% | 22% | 19% | 26% | 12% | 21% |
| FOUR | 1% | 8% | 5% | 9% | 7% | 12% | 14% | 14% | 6% | 11% |
| FIVE | 1% | 3% | 1% | 3% | 4% | 6% | 6% | 12% | 3% | 5% |
| SIX OR MORE | 0% | 0% | 1% | 3% | 3% | 4% | 8% | 12% | 2% | 4% |

# ENVIRONMENT

Parolees are evenly split between urban/suburban and rural/small town backgrounds.

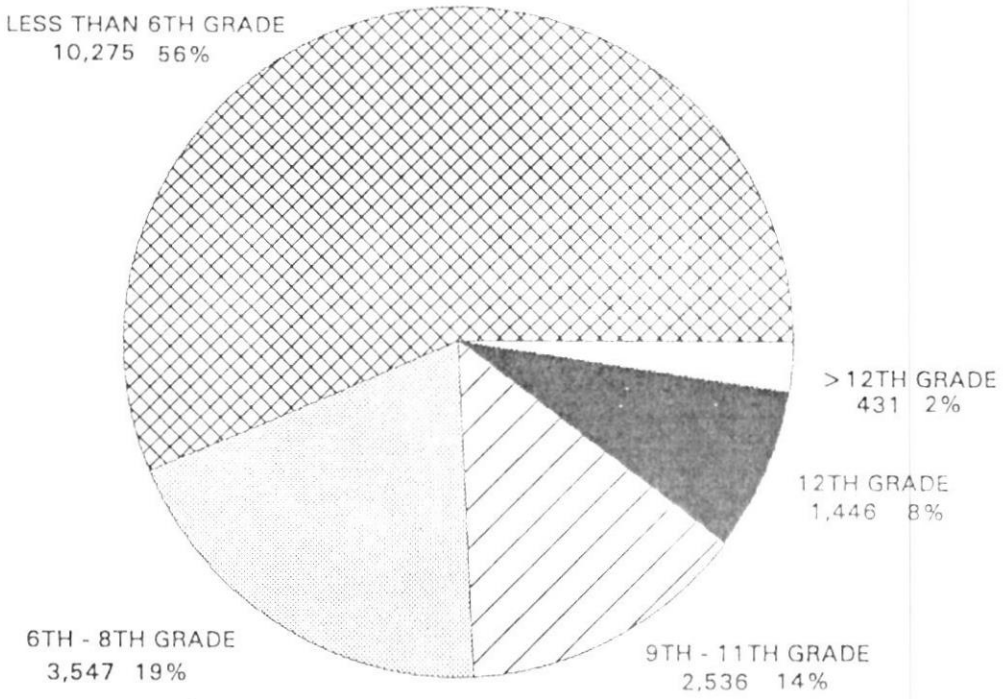



## COMMUNITY ORIGIN BY PAROLEE AGE GROUP AND SEX

| | 18 - 24 | | 25 - 34 | | 35 - 44 | | 44/ABOVE | | ALL AGES | |
|---|---|---|---|---|---|---|---|---|---|---|
| | M | F | M | F | M | F | M | F | M | F |
| RURAL/FARM | 2% | 1% | 5% | 2% | 10% | 2% | 20% | 11% | 7% | 3% |
| RURAL/ NON-FARM | 2% | 2% | 5% | 1% | 6% | 2% | 8% | 4% | 5% | 2% |
| SUBURBAN | 33% | 22% | 29% | 26% | 32% | 25% | 26% | 19% | 30% | % |
| URBAN | 21% | 33% | 22% | 30% | 20% | 27% | 15% | 27% | 21% | 29% |
| SMALL TOWN | 42% | 42% | 39% | 41% | 32% | 44% | 31% | 39% | 37% | 42% |

## SPELLING LEVEL

90% spell at less than a 12th grade level.

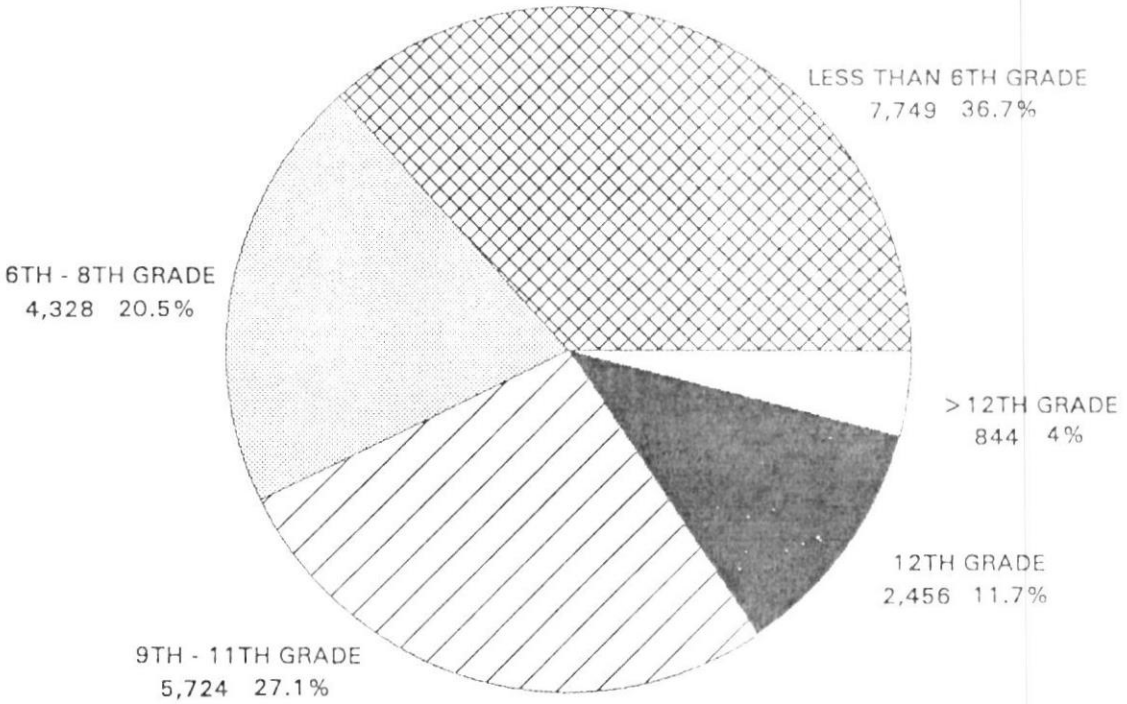



AVERAGE SPELLING LEVEL (GRADE) BY PAROLEE AGE GROUP AND SEX

| AGE | MALE | FEMALE |
|---|---|---|
| 18 - 24 | 6.73 | 7.83 |
| 25 - 34 | 6.19 | 7.52 |
| 35 - 44 | 5.93 | 7.50 |
| 45/ABOVE | 5.68 | 6.35 |
| TOTAL | 6.17 | 7.42 |
| OVERALL AVERAGE: 6.27 | | |

## READING LEVEL

84% read at less than a 12th grade level.

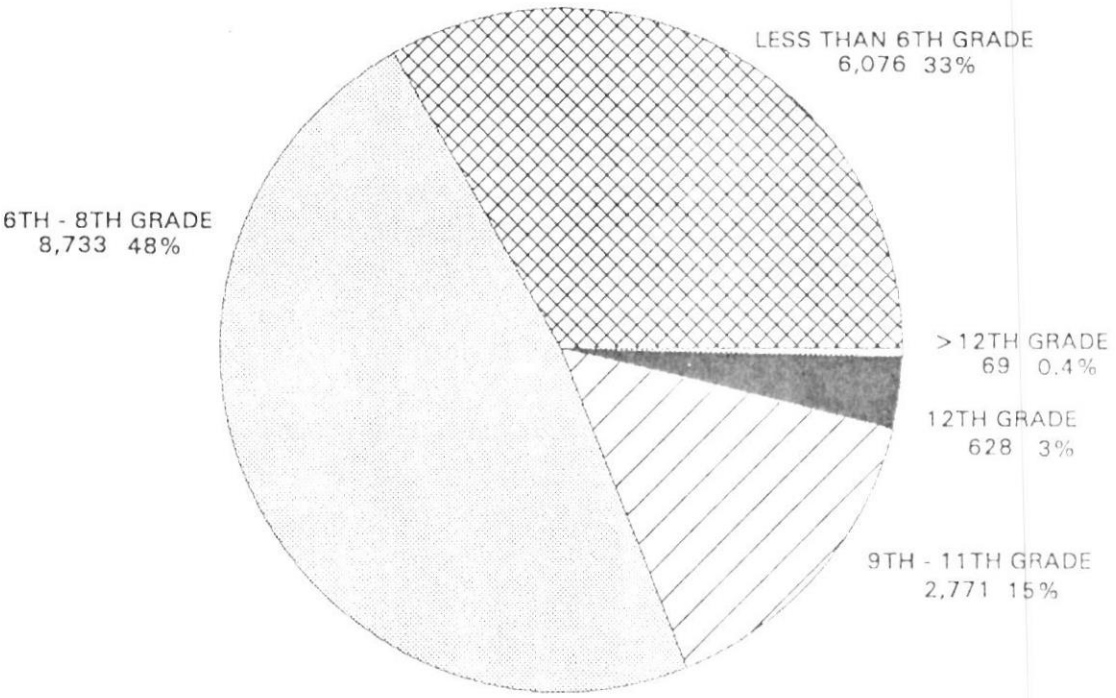



AVERAGE READING LEVEL (GRADE) BY
PAROLEE AGE GROUP AND SEX

| AGE | MALE | FEMALE |
|---|---|---|
| 18 - 24 | 7.46 | 7.38 |
| 25 - 34 | 7.21 | 7.43 |
| 35 - 44 | 7.24 | 7.74 |
| 45/ABOVE | 7.09 | 7.20 |
| TOTAL | 7.25 | 7.50 |
| OVERALL AVERAGE: 7.27 | | |

# MATH LEVEL

97% perform math at less than a 12th grade level.

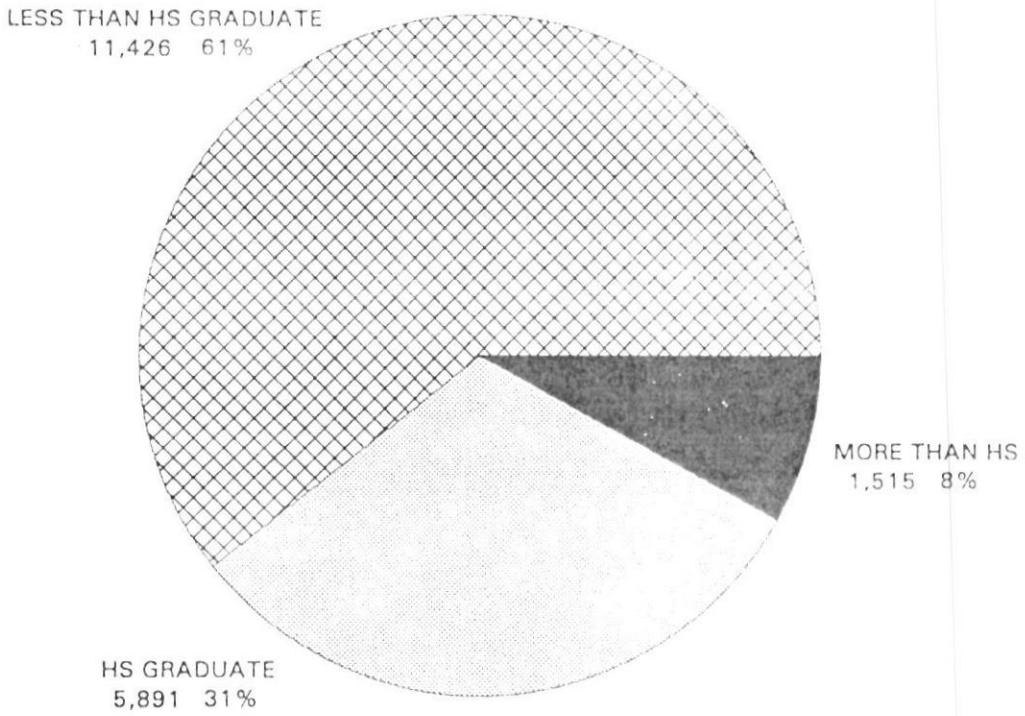



AVERAGE MATH LEVEL (GRADE) BY
PAROLEE AGE GROUP AND SEX

| AGE | MALE | FEMALE |
|---|---|---|
| 18 - 24 | 7.30 | 7.21 |
| 25 - 34 | 7.09 | 6.74 |
| 35 - 44 | 7.00 | 6.78 |
| 45/ABOVE | 6.67 | 5.99 |
| TOTAL | 7.06 | 6.72 |
| OVERALL AVERAGE: 7.04 | | |

## OVERALL EDUCATION LEVEL

61% failed to complete high school.




### AVERAGE GRADE COMPLETED BY PAROLEE AGE GROUP AND SEX

| AGE | MALE | FEMALE |
|---|---|---|
| 18 - 24 | 10.27 | 10.84 |
| 25 - 34 | 10.97 | 11.41 |
| 35 - 44 | 11.30 | 11.62 |
| 45/ABOVE | 10.24 | 10.35 |
| TOTAL | 10.86 | 11.30 |
| OVERALL AVERAGE: 10.89 | | |

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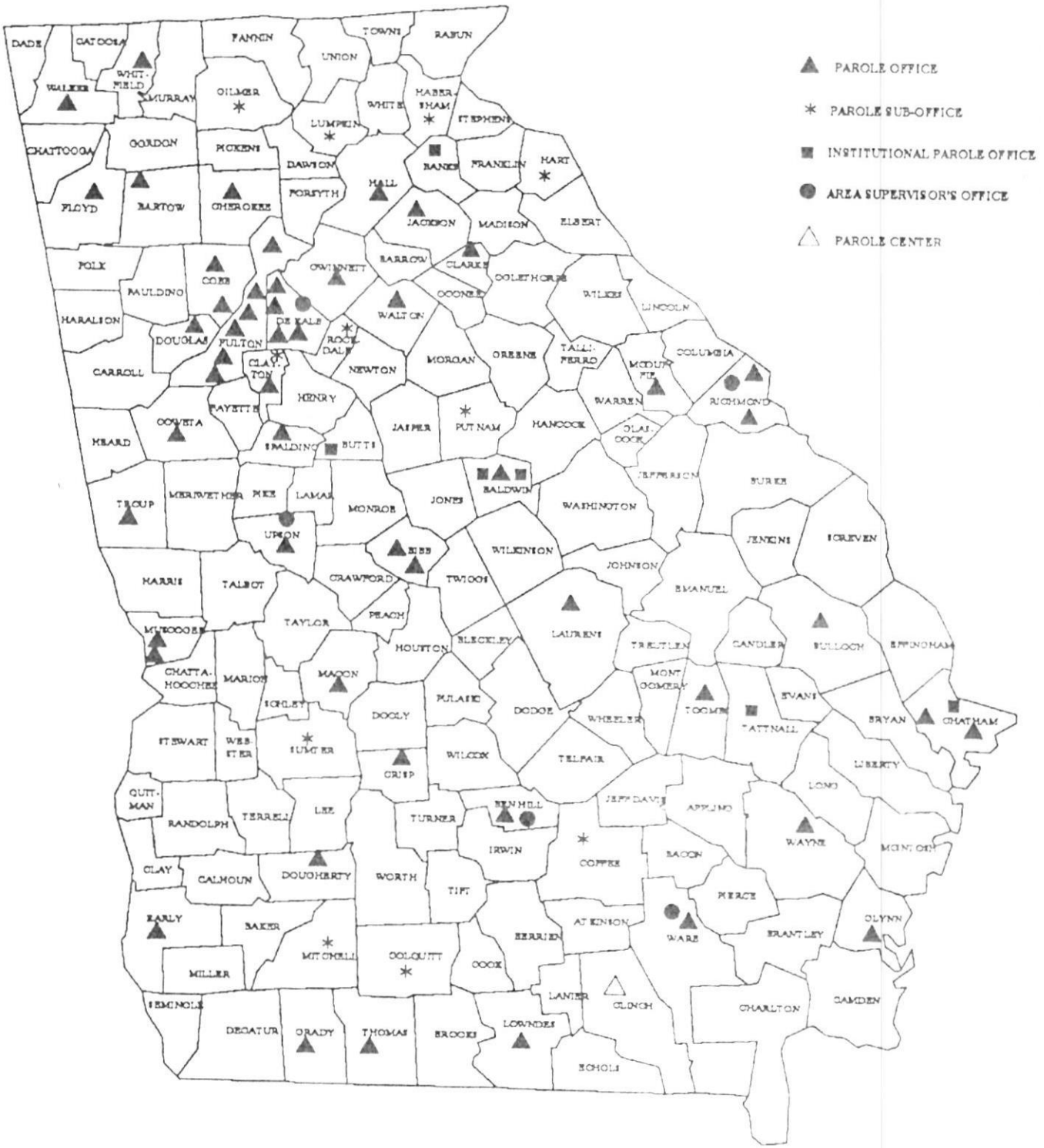
# STATE BOARD OF PARDONS AND PAROLES

## PAROLE SITES



# SUMMARY: FY94 EXPENDITURES

| | |
|---|---|
| **PERSONAL SERVICES** | |
| *SALARIES* | 21,742,812 |
| *OVERTIME* | 6,962 |
| *TERMINAL LEAVE* | 70,350 |
| *PAID COMPENSATORY TIME* | 0 |
| *LABOR* | 69,610 |
| *MEDICARE LABOR* | 25,273 |
| *F.I.C.A.* | 1,574,794 |
| *RETIREMENT* | 3,441,697 |
| *HEALTH INSURANCE* | 2,727,516 |
| *PERSONAL LIABILITY INSURANCE* | 39,195 |
| *UNEMPLOYMENT INSURANCE* | 14,135 |
| *WORKER'S COMPENSATION* | 173,935 |
| *MERIT SYSTEM ASSESSMENTS* | 128,644 |
| *TORT CLAIMS INSURANCE* | 74,035 |
| *DRUG TESTING SERVICES* | 10,389 |
| TOTAL | $30,099,347 |
| **REGULAR OPERATING** | |
| *MOTOR VEHICLE EXPENSE* | 156,599 |
| *SUPPLIES & MATERIALS* | 364,177 |
| *REPAIRS & MAINTENANCE* | 274,606 |
| *UTILITIES* | 206,133 |
| *PUBLISHING & PRINTING* | 59,620 |
| *RENTALS < 3 MOS* | 16,200 |
| *INSURANCE & BONDING* | 24,958 |
| *CLAIMS AND INDEMNITIES* | 0 |
| *OTHER OPERATING EXPENSE* | 99,981 |
| *DOAS RAPID COPY* | 19,848 |
| TOTAL | $ 1,222,122 |
| **OTHER** | |
| *TRAVEL - EMPLOYEES ONLY* | 644,093 |
| *MOTOR VEHICLE PURCHASES* | 164,021 |
| *EQUIPMENT PURCHASES* | 172,568 |
| *REAL ESTATE PURCHASES* | 2,566,291 |
| *PER DIEM, FEES & CONTRACTS* | 252,494 |
| *COMPUTER CHARGES* | 483,519 |
| *TELECOMMUNICATIONS* | 827,773 |
| *COUNTY SUBSIDY - PAROLEES* | 615,060 |
| *HEALTH SERVICE PURCHASES* | 26,902 |
| TOTAL | $ 5,752,721 |

**TOTAL EXPENDITURES = $37,074,190**

# GLOSSARY OF COMMON PAROLE TERMS

**ACTIVE SUPERVISION:** *A parole status under which a parolee must report on a regular basis to an assigned parole officer.*

**ADMINISTRATIVE HEARING:** *A hearing involving the Chief Parole Officer, the parole officer and the parolee designed to intervene in the early stages of parolee non-compliance with the conditions of parole. Parolee problems are addressed and solutions are presented to correct the negative behavior.*

**AREA SUPERVISOR:** *A community-based Parole Board administrator overseeing the management of parole services within a number of parole districts compromising an "area."*

**CHIEF PAROLE OFFICER:** *A Parole Board manager responsible for all parole services within an assigned district. The Chief reports directly to the Area Supervisor.*

**COMMUTATION:** *The reduction of a sentence to a lesser sentence.*

**COMPASSIONATE REPRIEVE:** *A release of an inmate from prison for a limited time to visit a critically ill relative, attend a funeral, or other reasons deemed appropriate by the Board.*

**CONDITIONAL TRANSFER:** *A process whereby an inmate is released by the Parole Board from state custody to a detainer filed by authorities in Georgia, another state, the Federal system, or the military. Only if the detaining authority releases the person before the expiration of the Georgia sentence could the inmate's status become that of a parolee.*

**DELINQUENT REPORT:** *A documentation of a parolee's parole violation(s) submitted to the Parole Board by the supervising parole officer.*

**DETAINER:** *An official notice indicating that an inmate is wanted by a jurisdiction to face charges or serve a sentence.*

**DISCHARGE DATE:** *The date at which parole supervision ends.*

**EARNED TIME:** *A Georgia law (repealed in 1984) whereby inmates were credited with an extra day of prison service for each day served with good behavior. It enabled many inmates to discharge from prison after serving one-half of their sentences. Some inmates whose offenses were committed before the repeal date still receive this credit.*

**ELECTRONIC MONITORING:** *An enhancement of parole supervision where parolees charged with violations of parole are placed under electronic surveillance via the use of an ankle transmitter and telephone hook-up to a central computer that documents the movement of the offender from his or her home.*

EMERGENCY RELEASE: *A program of accelerated paroles designed to manage prison overcrowding.*

EMERGENCY REPRIEVE: *A temporary suspension of a prison sentence to release an offender under conditions which, if violated, permit his or her reimprisonment. The Parole Board can credit that time served on reprieve toward the completion of the sentence.*

FIELD SERVICES OFFICER: *A Parole Review Officer in the central office who serves as a liaison between the Board and the field in the violations and commutation process.*

FINAL HEARING: *A hearing before the Parole Board to determine whether a parolee has violated the conditions of parole and whether a violation warrants a return to prison.*

FISCAL YEAR (FY): *A 12 month period for which an agency plans to use its funds. In Georgia, the fiscal year runs from July 1st of one year to June 30th of the next year.*

HEARING EXAMINER: *A Parole Board employee responsible for the application of the Parole Decision Guidelines to inmate cases in preparation for a parole action.*

INMATE: *A person sentenced to incarceration.*

INSTITUTIONAL PAROLE OFFICER: *A parole officer assigned to a state prison to interview inmates for parole information and to assist* inmates with parole-related matters.

INTERMEDIATE SANCTION: *A punitive action, short of revocation of parole, applied in response to a violation of parole.*

INTERSTATE COMPACT: *An agreement between Georgia and the other states that allows for the transfer of parolees between state jurisdictions.*

LEGAL INVESTIGATION: *A pre-parole investigation submitted by a parole officer detailing the offender's conviction data, the circumstances of the crime(s) and the offender's prior criminal record.*

MEDICAL REPRIEVE: *A release granted to a terminally ill inmate or one suffering from a medical condition for which the necessary treatment is available only outside of the state prison system.*

PARDON: *A declaration of record by the Parole Board that a person is relieved from the consequences of a particular conviction. It restores civil and political rights and removes legal disabilities resulting from the conviction. There are two types: a full pardon granted after submission of proof of innocence and a five-year pardon not implying innocence but granted five crime-free years after completion of all sentences.*

PAROLE: *The release of an offender from confinement under continuing state custody and supervision and under conditions which, if violated, permit reimprisonment.*

PAROLE BOARD (GEORGIA): *An executive clemency panel of five members appointed by the Governor to staggered seven-year terms subject to the confirmation of the State Senate.*

**PAROLE CERTIFICATE:** *An order of the Parole Board authorizing the release of an inmate from state custody to the supervision of a parole officer. It also serves as an agreement between the state and the offender whereby the inmate agrees to abide by the conditions of the order.*

**PAROLE DECISION GUIDELINES:** *A process used by the Parole Board to determine an offender's tentative parole month. Board members, when voting on cases, can choose to agree with the Guidelines recommendation or deviate from it.*

**PAROLE PLAN:** *The prospective plan for residence and job submitted by the inmate for verification by the Board prior to final approval of parole.*

**PAROLE VIOLATION:** *A failure by the parolee to abide by one or more of the conditions of parole.*

**PAROLE WARRANT:** *An order issued by the Parole Board authorizing the arrest of a parolee.*

**PAROLEE:** *An inmate released on parole status.*

**PERFORMANCE INCENTIVE CREDIT:** *A reward granted to inmates based on their documented efforts to rehabilitate themselves through positive participation in education, work and treatment programs. Based on a recommendation from the Department of Corrections, the Parole Board, at its discretion, may advance the parole date for inmates who demonstrate efforts to rehabilitate themselves.*

**PERSONAL HISTORY STATEMENT (PHS):** *A report of a personal background interview between a parole officer and an inmate entering the state prison system.*

**PRELIMINARY HEARING:** *A hearing held to determine if there is probable cause to believe that a parolee has violated a condition of parole and whether he or she should be held under arrest pending a Parole Board decision on revocation.*

**PROBATION:** *A court-imposed sentence suspending incarceration and instead imposing a term of supervision in the community under the direction of a probation officer.*

**RECIDIVISM:** *The percentage of offenders who return to prison during a specified period of time.*

**REMISSION:** *A Parole Board action that occurs when the sentencing court makes a specific recommendation for the release of an inmate.*

**REPRIEVE:** *A Parole Board program designed to review and grant releases to inmates serving sentences of two years or less.*

**REPRIEVEE:** *A person released on reprieve status.*

**RESTITUTION:** *Payments made to a crime victim by the perpetrator of the crime.*

**RESTORATION OF CIVIL AND POLITICAL RIGHTS:** *A Parole Board action that reestablishes a person's right to hold public office and to serve on a jury, only after the completion of all court*

*sentences or outstanding criminal charges.*

**REVOCATION:** *A decision by the Board to return a parolee to prison based on the failure to follow the conditions of parole.*

**REVOCATION HEARING:** *See Final Hearing.*

**SET-OFF:** *The amount of time specified by the Parole Board between the denial of parole and the next consideration date.*

**SOCIAL INVESTIGATION:** *A pre-parole investigation of an inmate's personal and family background that is obtained during contact between a parole officer and a relative of the inmate.*

**SPECIAL CONDITION:** *A condition of parole that addresses a specific aspect of an individual's behavior.*

**SPECIALIZED SUPERVISION:** *Relatively small parolee caseloads supervised by parole officers specifically trained to deal with the high-need parolee (i.e. mental health cases, severe substance abusers, the mentally deficient, etc.).*

**SUPERVISION FEE:** *A condition of parole requiring that a parolee pay a fee of $10.00 per month. All supervision fees are returned to the State treasury.*

**SUPERVISION LEVEL:** *The number of times a month a parolee is to be seen by a parole officer based on the risk and needs of the offender.*

**TECHNICAL VIOLATION:** *A violation of parole not involving a criminal act.*

**TENTATIVE PAROLE MONTH:** *The date chosen by the Parole Board to grant release to an inmate dependent on satisfactory prison behavior and other factors, such as new information or protests, which may lead the Parole Board to reconsider its decision.*

**VICTIM IMPACT STATEMENT:** *A form submitted by the victims of crime or their survivors to the Parole Board documenting the impact of the criminal act on their lives.*

**WAIVER OF FINAL HEARING:** *A form signed by the parolee admitting the violation of specific conditions of parole. It subjects the parolee to revocation of parole without a final hearing before the Parole Board.*

# NOTES

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