



FY2000
Annual Report

Georgia Board of Pardons and Paroles

Serving Georgia With Experience,
Innovation, and Accountability

2000 Annual Report

State of Georgia
Board of Pardons and Paroles



Parole provides critical post-prison structure and support for the offender — at \$2.70 per day.

The FY2000 Annual Report is published by the State Board of Pardons and Paroles
Office of Public Information

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Chairman's message



The Honorable Roy Barnes, Governor
Members of the General Assembly
Citizens of the State of Georgia

It is with special pride that I report the activities of the Parole Board in the year 2000. At this threshold of a new century and new millennium, our agency was inspired to step out boldly on the paths to increased public accountability we charted during the '90s.

As we worked on those strategies to address Georgia's public safety concerns, the national spotlight moved in closer. At a January conference of Canadian and U.S. Government leaders, Georgia's Parole Board accepted the prestigious Innovations Award from the Council of State Governments in recognition of our results-driven parole supervision model. Later, the American Probation and Parole Association — America's only professional organization devoted exclusively to community corrections — honored our agency with its national President's Award for "exemplifying the management and innovations necessary to lead corrections into the next decade."

The Georgia Parole Board received recognition not because of its efforts to solve national criminal justice problems, but because of its impressive responses to the needs of Georgia. Even with our state's tough sentencing, 90 percent of imprisoned offenders eventually return to their communities. Georgia Parole's model of offender supervision is an award-winner because it is designed to reduce recidivism without adding to the financial burden of taxpayers.

Our commitment to create safer communities means we pursue excellence in all areas of our work, since they all ultimately support that goal. During FY2000 the Board retained its pattern of conservative parole decisions while refining methods to receive victim input for those decisions. We are especially proud of our agency's advocacy for crime victims which allows us to continually improve our services to them, and which reminds us daily of the personal impact of our parole decisions and offender supervision.

We leave the 20th century with gratitude for the knowledge and wisdom it provided; we enter the 21st with a renewed pledge to Georgia citizens to provide public-safety solutions based on experience, created with innovation, and defined by public accountability.

A handwritten signature in black ink, appearing to read "Walter R. Barnes". The signature is fluid and cursive, with a large, stylized initial "W" and a long, sweeping underline.

Chairman's
Message



Walter S. Ray
Chairman

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;

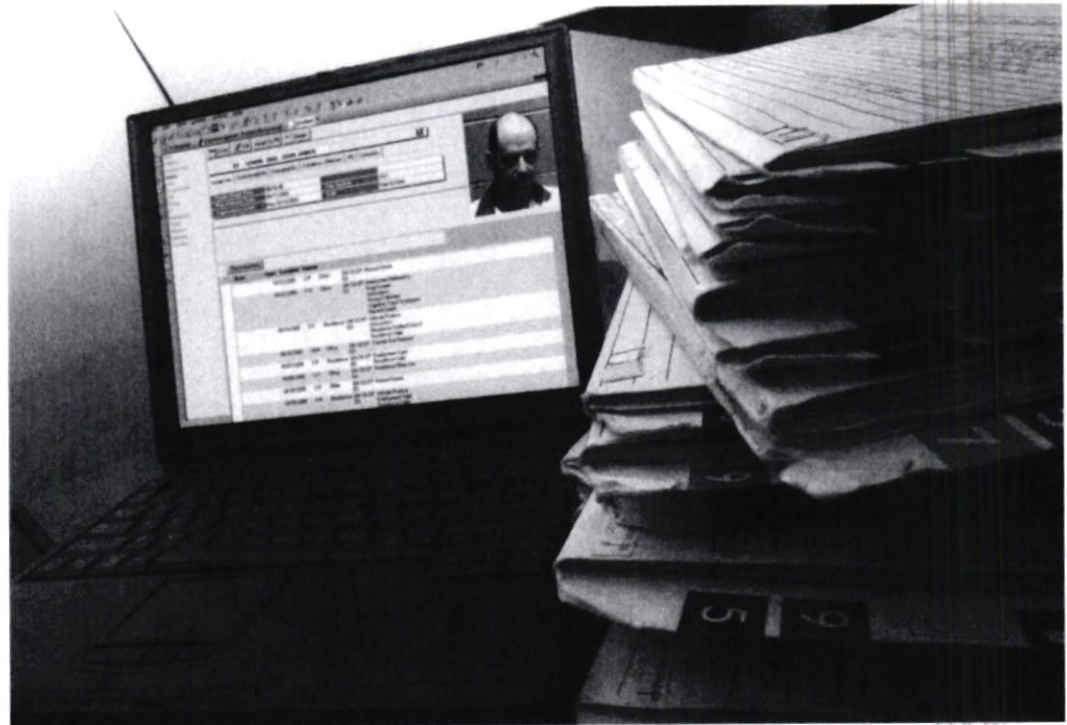
Respond to the needs and concerns of crime victims and their families;

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.

Applying tough, consistent standards for parole

Parole Decisions



Computers replace paper files for Georgia's parole officers. The State Board of Pardons and Paroles is nationally recognized for its advanced technology applications.

As the 21st century opens, new technology is revolutionizing public-safety procedures. Equipped with the electronic means to record, store, and compare vast amounts of information, criminal justice practitioners can more easily develop crime-fighting programs and more quickly determine their effectiveness in the real world.

While the Board maintains its restrictive standards for parole releases, it devotes equal attention to breaking the cycle of crime through long-range strategies. Much of that work centers on reducing recidivism through the application of state-of-the-art programming and intervention tactics to offenders under community supervision. Aided by advanced

technology, Georgia parole professionals customize crime prevention strategies to each parolee, knowing that those individual successes create safer communities.

The irreparable damage that one alienated individual can inflict on society is recorded in the files of Georgia's most serious offenders, many of whom will spend their lifetimes behind bars. Most of those offenders, by the nature of their crimes and the threat imposed by their freedom, have lost the opportunity for intervention efforts in free society. But we have learned through recent research that many others, formerly considered resistant to change, are capable of significantly altering their thinking and behavior patterns.

Whether by denying parole to the undeserving offender or providing community-transition structures to the selected, the Georgia Parole Board operates on the philosophy that beyond categories, statistics, trends, and politics, public safety always returns to preventing the criminal act of one person.



"Our prisons will always contain a population of dangerous, mentally ill offenders. However, we must reduce the prison recycling of other non-violent offenders by providing better community-based mental health support and residential treatment."

Walter S. Ray, Chairman



"The Parole Board is intensifying its efforts to address the post-prison challenges of women offenders, such as their immediate return to caregiving roles. In many ways, the transitional period for women is more stressful than that for men, and their success or failure has greater impact on the family."

Dr. Betty Ann Cook, Member

Public safety always
returns to preventing
the criminal act of
one person.

Communication creates alliances

Parole Decisions

While electronic communication provides the channels for shared and expedited information, it is still personal communication that matters most in public safety endeavors. An important Board mission this year, as in the previous two, was to travel to Georgia communities to meet with citizens and local criminal justice professionals.

Public forums, where crime issues relevant to the community were discussed by Board Members, agency managers, and local parole staff, resulted in alliances which addressed local needs and boosted the overall effectiveness of Board programs. Even more important was the steady building of trust which provides the springboard for innovative public safety strategies.

The pattern of communication, accountability, and trust which shaped the Board's activities in 2000 remains the blueprint for its strategies in the next decade.

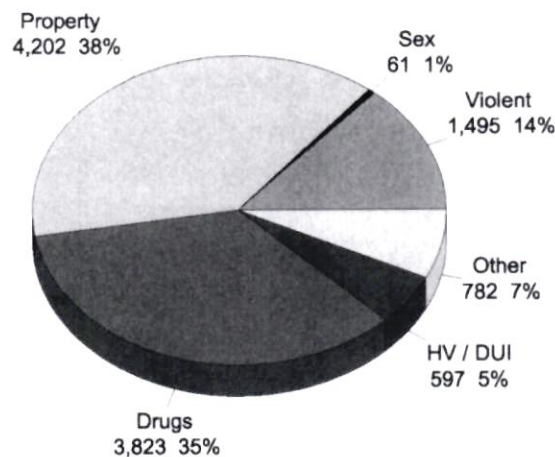
Structure plus discretion ensures equity

Georgia's sentencing laws and the Board's own policy demand long prison stays for serious offenders. Many offenders cannot be paroled; others who are parole-eligible may be released shortly before their prison discharge date in order to undergo intensive supervised re-entry to the community. Most paroles, however, are for non-violent offenders who do not pose a high security risk, and whose departure from prison frees a bed for a newly sentenced, more dangerous felon.

In making parole decisions, Board Members review the inmate's case file which contains comprehensive reports concerning the offender's suitability for parole as well as deficiencies which need to be addressed in prison and upon release. For example, an offender's mental health or medical condition would impact on his or her eventual post-prison transition, whether on parole or upon discharge from a full prison term.

While most non-violent cases with similar circumstances receive similar decisions on if or when to parole, the Parole Board's case-by-case review ensures that exceptional situations will be noticed. Individual consideration prevents the early release of an offender serving for a non-violent offense whose prison conduct suggests violent tendencies, just as it allows favorable consideration toward a deserving offender whose sentence for a low-level crime is twice the state norm. Due to the unique circumstances which define more serious crimes, case-by-case study is even more essential.

**Nonviolent offenders were the majority of
Board releases in FY2000**



The integrity of Georgia's parole decision-making process has been nationally recognized for more than 20 years when it became one of the first paroling authorities in the nation to build a system of parole-decision accountability.

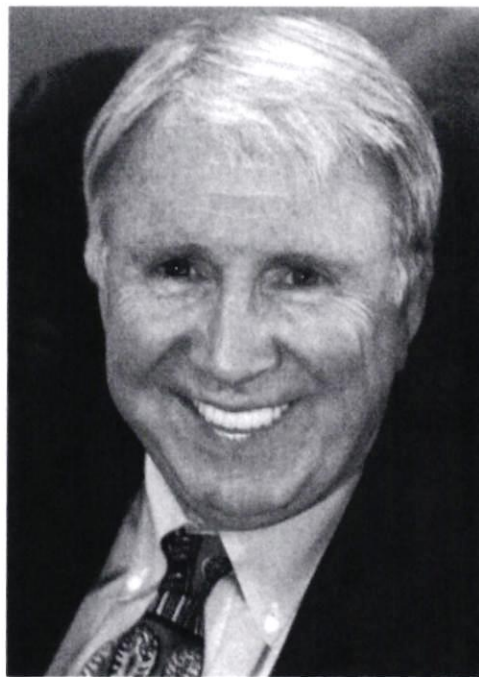
Guidelines established accountability

In 1979 the Georgia Parole Board introduced Parole Decision Guidelines, a model of comparative risk assessment for offenders sentenced to less than life. It allowed Board Members to identify the lowest- to highest-risk offender categories in the state's prison population.

Guidelines weighed the severity of the offense first, and the offender's individual risk factors within that, to suggest an appropriate confinement time consistent with similar cases. Because confinement times are irrevocably tied to prison capacity, the Parole Board relied on the tool when it was called on by the state to help relieve severe prison overcrowding in the '80s and early '90s.

Using Guidelines, the agency was able to identify and retain behind bars those offenders considered most threatening to society while collapsing prison time for others of relatively lower public risk. The agency's quick response preempted the inevitable federal lawsuit while the state implemented fast-track prison construction. Other states with similar prison emergencies were forced to make arbitrary release decisions, including across-the-board clemency, which often resulted in disastrous consequences to public safety.

Georgia's Parole Guidelines, periodically evaluated for crime severity ranking and re-aligned with confinement periods reflecting greatly enhanced prison capacity, remains an essential tool to aid Board members in parole considerations for non-life offenders.



"During the next few years, offenders sentenced under Georgia's tough sentencing codes will begin to emerge from long prison terms. Community transition centers, which have always been an effective re-entry platform for long-confined inmates, will become even more important for public safety."

Bobby K. Whitworth, Senior Member

Parole's 90-percent policy affirms tough sentencing laws

Parole Decisions

"Our children are exposed to drugs and violence at increasingly earlier ages. Without aggressive intervention from all segments of society, those children are at high-risk for entering the criminal justice system as adolescents — and never leaving."

*Garfield Hammonds, Jr.
Member*



Georgia's two-strikes legislation, passed in 1998, mandates that persons convicted for the first time of murder, rape, armed robbery, kidnapping, aggravated sodomy, aggravated sexual battery, or aggravated child molestation, serve all of their prison sentence without possibility of parole. Persons convicted a second time of any of those seven crimes receive a life sentence without possibility of parole.

The Parole Board supported the legislation because it understood the public's demand for clearly stated tough sentences. The Georgia Board, considered one of the nation's most conservative parole authorities, was already using its clemency powers to require lengthy and often maximum prison confinement times for those same categories of offenders.

To further respond to the public's need for clarity on sentencing and prison time, the Board cemented its tough decision-making practices into written policy by declaring that offenders convicted of the next tier of 20 violent crimes would serve at least 90 percent of their full sentence in prison. As in all cases reviewed by the Board, parole consideration did not imply release, and could result in 100 percent service. The self-initiated 90-percent policy, while extending the overall time-to-serve percentage in some crime categories, more precisely reflected both the conservative and consistent Board decisions typically delivered on severe cases.

The 90-percent policy remains in effect, with more than 5,600 decisions rendered under its provisions since its effective date of January 1998.

Supreme Court rules in favor of Board

Because the U.S. Supreme Court reviews few of the many cases submitted to it annually, the Georgia Parole Board considered itself fortunate when *Garner V. Jones, et al* — a case questioning the constitutionality of a Board rule — was placed on the calendar. The issue was whether the Board could legally apply an 8-year interval between parole considerations on life-sentenced inmates who committed their crimes prior to 1995 when the rule was adopted.

On March 28, 2000, in ruling the Board's retroactive policy was constitutional, the Court noted the Georgia Board's policy permitted a more frequent or expedited review if needed. The Court further noted that the

Parole Decisions

8-year reconsideration policy enabled the Board to put its resources to better use by ensuring attention, and more timely release, to those prisoners who should receive parole.

Legislative bill conserves state resources

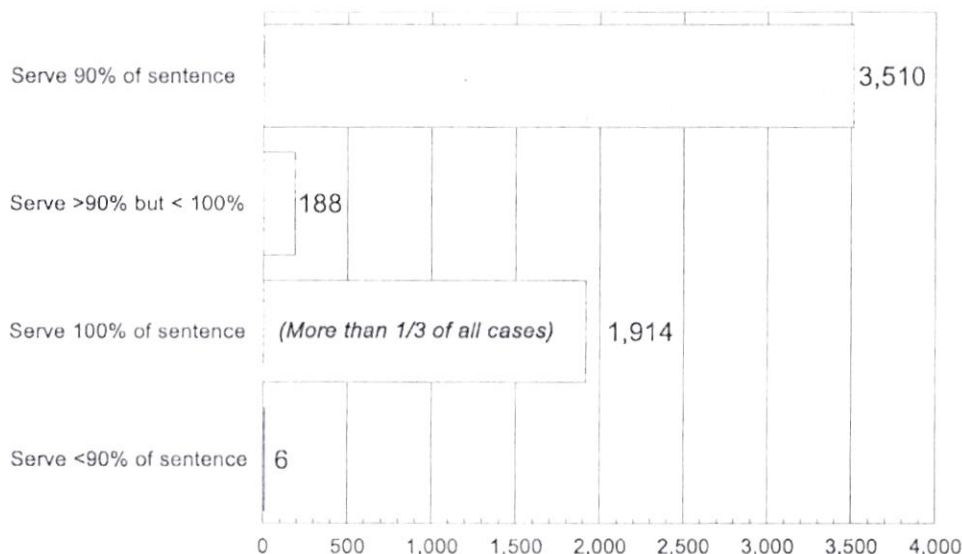
Georgia Senate Bill 474, signed into law this year, grants counties the authority to provide local jurisdiction punishment for misdemeanor offenders and prohibits their transfer to state prisons where they occupy beds needed for violent offenders. Because they will no longer be automatically considered for parole, the Board can concentrate on its most serious cases.



"Our agency works not just with offenders, but also with their families. Our successful intervention efforts with the parolee can dramatically improve the well-being of his or her children as well — our best crime prevention."

*Dr. Eugene P. Walker
Member*

Parole Board's 90% service policy



From January 1998 to October 2000, the Board processed 5,618 inmates under the 90% policy.

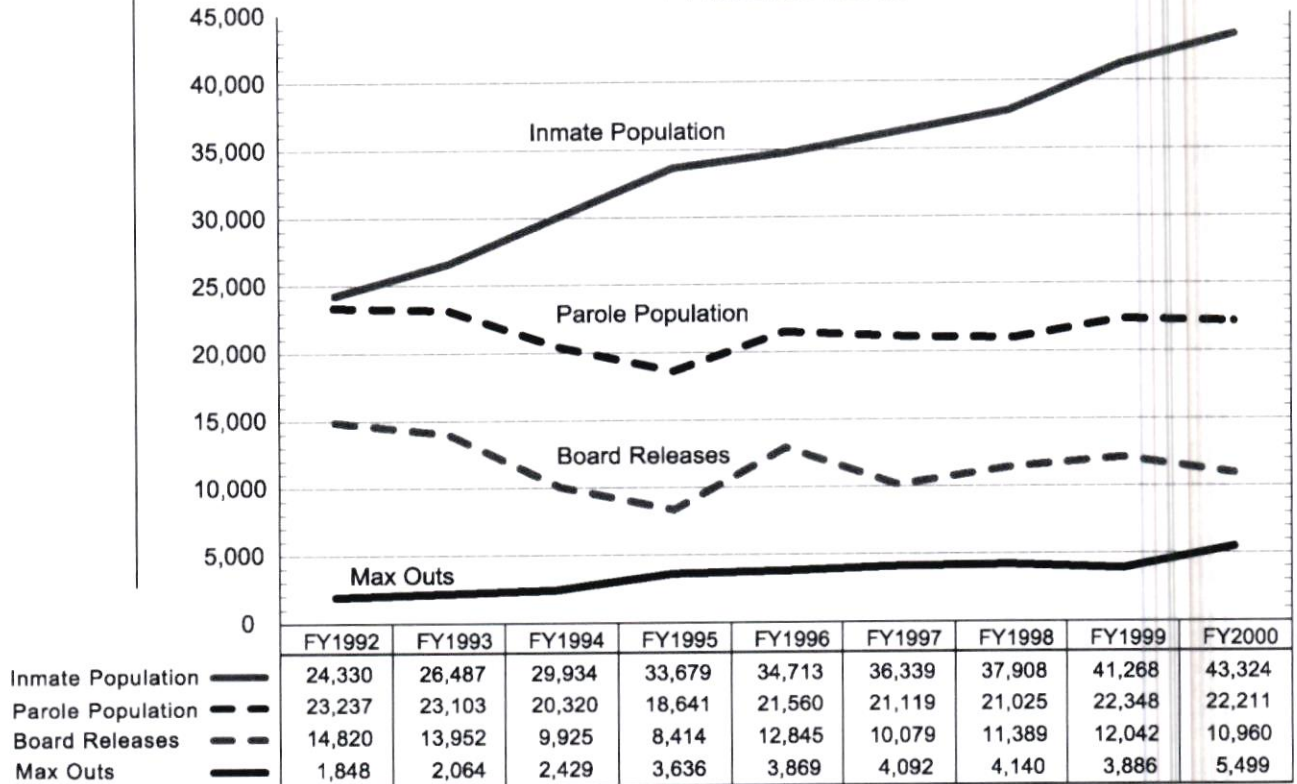
Total Cases Processed Under 90% Policy

Incest	19
Feticide	1
Robbery	1,024
Car jacking	18
Bus jacking	0
Statutory rape	203
Attempted rape	18
Child molestation	716
Attempted murder	1
Aggravated battery	183
Aggravated assault	1,383
Vehicular homicide	80
Cruelty to children	122
Residential burglary	1,399
Aggravated stalking	70
Vol. manslaughter	229
Invol. manslaughter	47
Enticing a child	16
Agg. bat.-Officer	1
Agg. asslt.-Officer	88
Total Decisions as of 10/3/2000	5,618

Parole population remains steady despite inmate rise

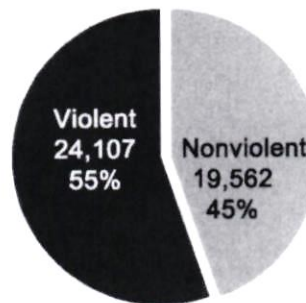
Parole Decisions

Inmate Population, Parole Population and Prison Releases
FY1992 to FY2000

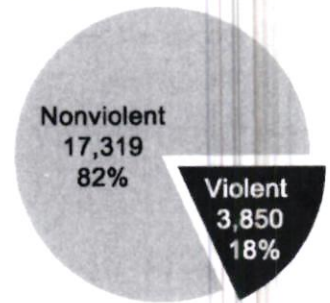


Note: Inmate and Parole Populations are as of June 30, 1992, 1993, 1994, 1995, 1996, 1997, 1998, 1999 and 2000.

Inmate Population



Parole Population



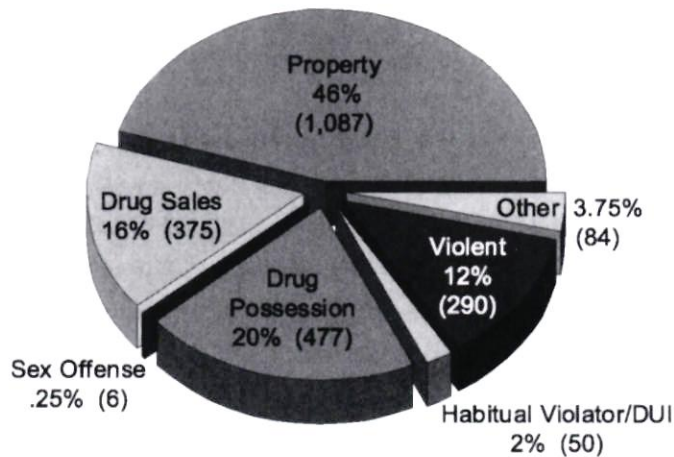
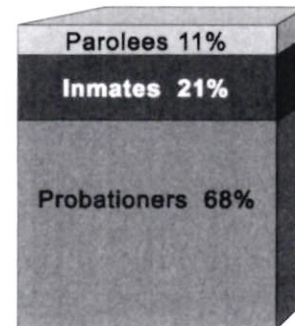
*Top graph includes
Georgia parolees released
to out-of-state supervision.

Georgia's Correctional Population — FY2000

CRIME TYPE	PROBATION		INMATE		PAROLE		TOTAL
Violent Personal	19,705	47%	18,680	45%	3,578	9%	41,963
Sex Offense	4,937	46%	5,427	51%	272	3%	10,636
Property	49,501	75%	9,716	15%	7,169	11%	66,386
Drug Sales	7,611	49%	3,823	24%	4,233	27%	15,667
Drug Possession	34,542	82%	3,352	8%	3,991	10%	41,885
Habitual Violator / D.U.I.	12,173	88%	648	5%	948	7%	13,769
Other	11,219	79%	2,023	14%	978	7%	14,220
TOTAL	139,688		43,669		21,169		204,526
% of STATE TOTAL	68%		21%		10%		100%

Inmate population does not include inmates in county jails awaiting transfer to state prisons. Parole population excludes out-of-state cases under supervision in Georgia. Probation population includes offenders in boot camps, detention or diversion centers, but not the 156,000-plus offenders under private probation supervision.

Georgia female parolee population by crime type
(2,369 under supervision)



Offender Population
Breakdown

Source: The Office of Criminal Justice Research, State Board of Pardons and Paroles (OTIS - 6/2000)

Professional panel unites experience and vision

Parole Decisions

Created by Constitutional amendment in 1943, the Georgia Parole Board is a national model for stable and professional leadership. The agency was well-constructed: It contains authority to carry out established needs of the criminal justice system, flexibility to address the unforeseen challenges, and protection to make decisions on paroles and policy free from political influence. What has made Georgia's Board such a leader, however, is the professionalism of its five members. Their collective experience and commitment to criminal justice ideals keep Georgia's Board continually attuned to long-term as well as short-term public-safety solutions.

WALTER S. RAY CHAIRMAN

Chairman Walter S. Ray, of Douglas, appointed to the Board in 1996, was at first reluctant to leave the State Senate where he had represented his friends and neighbors in the 19th Georgia District for twelve years. However, after serving in the leadership roles of President Pro Tempore, Majority Leader, and chairman of several committees, he recognized that the Parole Board appointment would enable him to contribute to public safety in a larger role, representing all Georgia citizens. Determined to remain connected to the communities and especially crime victims, he assumed his new position with that as a primary objective. Elected chairman in 1997, 1998, 1999, and again in 2000, he has led the agency in re-establishing its visibility in the community and, more importantly, its accountability to victims and to all citizens.

BOBBY WHITWORTH SENIOR BOARD MEMBER

Senior Board Member Bobby Whitworth, of Hartwell, was appointed to the Board in 1993 to fill an interim term, and then reappointed in 1996. He joined the Georgia Department of Corrections in 1973 and rose through the ranks until being named Commissioner in 1989. In that position he oversaw the most aggressive prison-building program in Georgia's history, resulting in the eventual construction of 35,000 prison beds. He is considered one of the most knowledgeable criminal justice professionals in the country — one who can transform ideas into workable policy. The Board depends on his in-depth experience, his broad-based knowledge of parole and corrections, and his strategic planning expertise to propel the agency to design and implement effective, innovative agency policy with the greatest impact on the safety of Georgia.

Parole
Decisions

Garfield Hammonds, Jr., of Atlanta, appointed in 1995, has devoted his career to law enforcement beginning in 1969 when he joined the DEA as a Special Agent working undercover in Detroit and New York. He quickly advanced to supervisory positions, including Country Attache in Jamaica, and subsequently became the Special Agent in Charge of the Southeast Region, from which he later retired so he could remain in Georgia. Shortly afterward, Governor Miller appointed him to the Parole Board. While a DEA leader, his concern about youth at risk for drug addiction and criminality led him to implement an award-winning prevention program which he later duplicated for the Parole Board. His tough stance on criminals, his expert knowledge of the impact of drugs, and his dedication to divert youth from crime add impetus to the agency goals of public safety.

GARFIELD HAMMONDS, JR.
BOARD MEMBER

Dr. Betty Ann Cook was appointed in January 1997, 25 years after she began her career as a criminal justice instructor at Morris Brown College. She rose to academic leadership positions at Atlanta University Center and Chicago-based Argonne National Laboratory and the Opinion Research Center. In 1995 Governor Miller appointed her as Deputy Commissioner for the Department of Natural Resources and later that year as Director of the State Office of Highway Safety. Dr. Cook is a nationally recognized researcher and author on topics including criminal justice and women's issues. She has won numerous awards for community activism, a tradition she continues by meeting frequently with church, civic, and victims' groups. She merges vision, experience, and research to create policy and programs that improve the security of Georgia's communities.

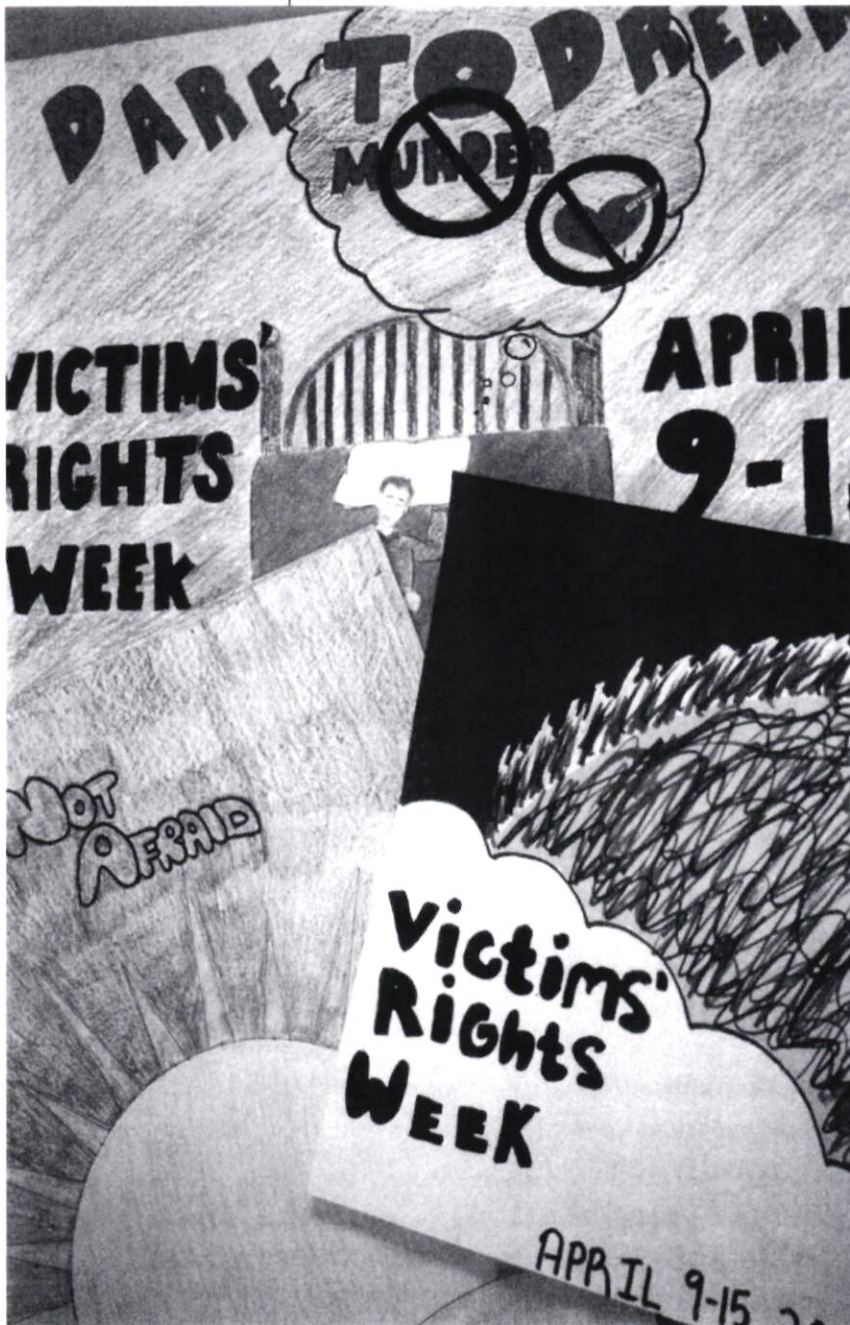
DR. BETTY ANN COOK
BOARD MEMBER

Dr. Eugene Walker from DeKalb County was appointed to the Board by Governor Roy Barnes in April 1999. His distinguished educational background includes a Rockefeller Foundation Fellowship and Ph.D. in History from Duke University. He was a professor of history at Clark College and a vice president at DeKalb College before advancing to other administrative positions with the DeKalb County school system. Elected to the State Senate in 1984, Dr. Walker served until 1992 as a member of several committees and as Majority Whip. In January 1995 Governor Zell Miller named him the Commissioner of the Department of Juvenile Justice. His experience in working with juveniles both in the educational and judicial settings accelerates the Board's mission to prevent crime by breaking the generational cycle of crime.

DR. EUGENE WALKER
BOARD MEMBER

Advocating for victims enhances accountability

Victims' Advocacy



Worth County students produced posters for a Victims' Rights Week project sponsored by the Worth County Sheriff's Department, the Tift Judicial Circuit District Attorney's Office, and the Cordele Parole Office.

When the Parole Board renamed its Office of Victim Services to Victims' Advocacy in 1998, it intended to prove that a parole authority could aggressively promote the rights of Georgia's crime victims. The agency saw no conflict: the Parole Board is a community corrections agency, and victims — or potential victims — comprise the communities the Board is pledged to protect. Plus the Board had only to review its progress since establishing a victims' program in 1991. With each elevation of its services to victims and involvement in the victims' movement, all functional areas of the agency improved by becoming more responsive to the community.

Parole Board staff, working from 60 field offices around the state, are members of the communities they serve. They know crime victims personally, may have been victimized themselves, and worry about the safety of their families. Moreover, they understand the devastating long-term effects of crime on victimized families and communities. Before the Parole Board had formally structured its victims' programs, field staff had initiated ways to increase victim input in the parole process and had formed alliances with local victims' advocates. Their self-motivated work informed the Board of needed services and built the community networks for success.

Because of the agency's official and grassroots commitment to victims, the evolution from "assistance" to "advocacy" was inevitable. But the transformation took on the urgency of a top-ranked mission as Parole Board Members, who had already established a positive reputation in victims' circles, assumed a more visible role in Georgia's communities. They traveled to meet with victims, and to discuss with public officials, media, and concerned citizens the agency's strategies to prevent crime and to help restore communities harmed by crime. With "victim advocacy" as the agency's goal and challenge, Board Members defined the course by promoting as well as responding to the needs of victims.

Communication is heart of program

At the inauguration of its victims' services program in 1991, the agency specified a primary goal: to respond promptly and thoroughly to the questions and needs of crime victims. That element remains the top priority. During FY2000, the Parole Board Victims' Advocacy Office registered more than 4,500 direct communications with victims or advocates, and in its annual Victim Response survey, received assessments of excellent or good totaling 99 percent.

The agency remains diligent in increasing its accessibility to victims of crime across the state. Through its Web site, victims can submit a Victim Impact Statement or Victim Notification form electronically as well as e-mail inquiries on specific cases. Meanwhile, parole field workers continue to forward Victim Impact Statements contained in local

district attorney files, and, if not located at that source, they contact victims of serious crimes by letter or phone to ensure the opportunity for their input to Board Members.

Parole Board seeks advice

In November 1997 the Board created the 14-member advisory council composed of victims' advocates and criminal justice professionals from around the state. These volunteer panel members, all leaders in their respective fields, serve as liaisons who campaign for improved victim programs while educating their communities about Board services now available. They assist the Board in assessing current initiatives and designing policy and direction for future victim advocacy services.

Restorative Justice expands

Restoring justice to the community is the goal of the Restorative Justice Program which, with federal grants, began in FY98 as a pilot project in four areas of the state. The project mission is to restore healing to victims and communities, to restore offenders to the community, and to restore trust in the criminal justice system. The Board now has three full-time and three part-time restorative justice coordinators who serve as liaisons with victims and victims' advocates in their local areas, who advocate for victims in their communities, and who establish work projects for certain non-violent parolees.

A law effective July 1, providing immunity for qualified program participants, will promote expansion of the Restorative Justice Community Work Project.

*Parolee supervision fees returned
\$1,117,228 to the state treasury
in FY2000*

Field advocate keeps momentum high

The Georgia Board was one of first parole authorities in the nation to assign an agency representative to visit district attorneys, local victim advocates, community groups, and field parole offices to create more regional working relationships in all corners of the state. The agency-sponsored victim advocate also determines which local programs or parole office activities can be models for other areas and, during periods of national emphasis such as Victims' Rights Week in April and Domestic Violence Month in October, serves as liaison with Board headquarters, local districts, and community activists. As in the previous year, all 52 parole districts participated in these observations and, in many instances, initiated and led those activities.

Parole and Corrections sponsor workshop

The Parole Board and the Department of Corrections together conducted the first Post-Conviction Services workshop from May 30 to June 1, 2000. More than 65 representatives from district attorneys' offices and other victims' advocacy groups attended the seminar to learn about parole functions, victims' rights, and opportunities for communication during the parole decision process.

Fee collection provides direct aid to victims

The agency focus on advocacy has not detracted from another important element of its duties to citizens and victims: fee collection. During FY2000 the agency collected \$1,117,228 in supervision fees which were returned to the general treasury plus another \$225,683 specifically earmarked for deposit to the Crime Victims Emergency Fund. And Georgia's parolees paid \$187,142 in direct restitution to victims.

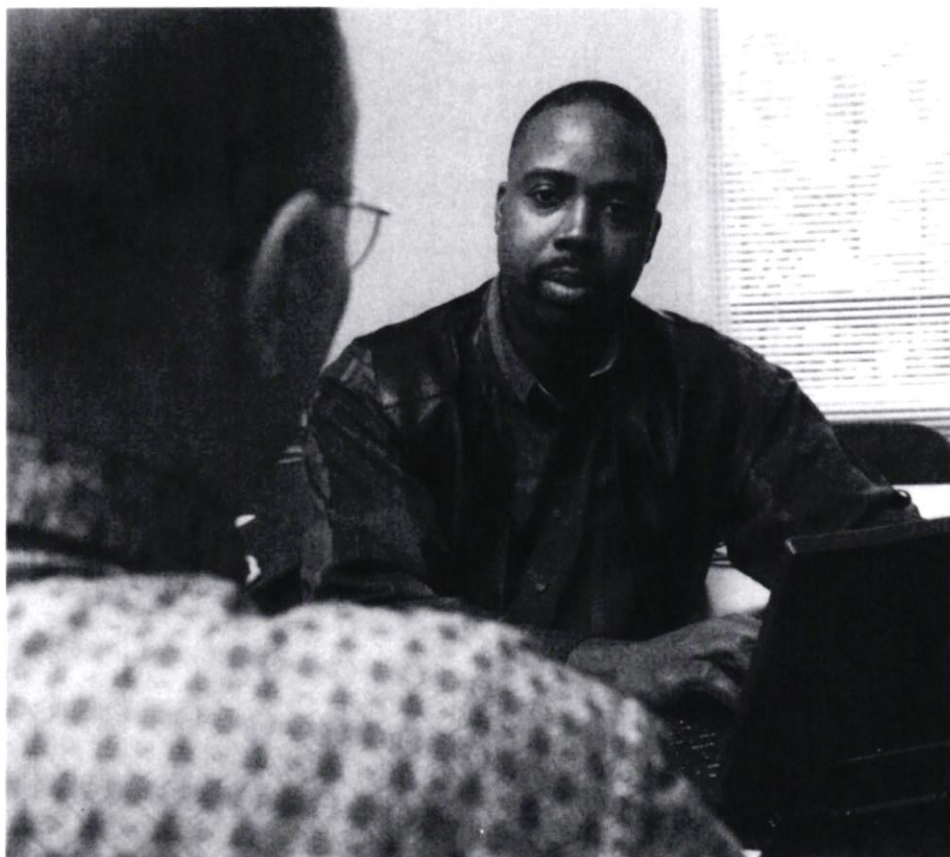
Victim protests are heard

The Parole Board's commitment to victims of crime is demonstrated by its continual refinement of procedures to secure their input for their parole deliberations. *During FY2000 the Board denied or postponed parole to 97 percent of those cases protested by victims or communities.*

Perhaps more than any other crusade at the turn of the century, the victims' movement resulted in heightened public accountability and consequently greater public-safety measures across all segments of the criminal justice system. The Board acknowledges the positive impact on its own operations, and — as a professional goal, but above all from personal commitment of Board Members and agency staff — vows to raise the victims' advocacy bar even higher during the new decade.

Georgia's parole supervision sets national standards

Parolee Supervision



*ACA accredited
since 1994*

*Council of State
Governments
Innovations Award
1999*

*American Probation
and Parole Association
President's Award 2000*

Parole Board Chairman Walter Ray calls Georgia's Results-Driven Supervision model "an inspired product" created by "an inspired staff." His agency pride is confirmed by the Council of State Governments as well as the American Probation and Parole Association: Both awarded the Georgia model their respective national innovations awards, praising it as a prototype of effective public policy, and acclaiming the agency that produced it as a pioneer in 21st century vision.

Results-Driven Supervision is more than an evolution of 20th century parole practices: it is a quantum leap into an age of focused intervention and accountability. By targeting releasees most likely to return to prison, matching them with intervention programs proven to reduce that likelihood, and tracking results electronically for real-time assessments, the Parole Board seeks to lower recidivism with the most efficient use of the state's funds.

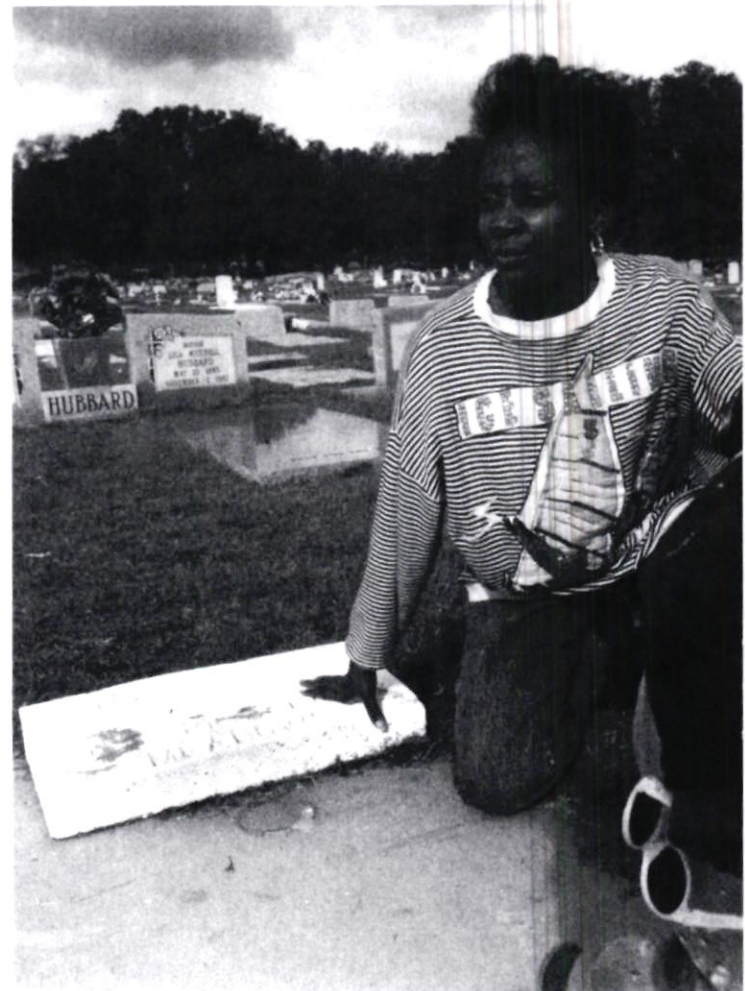
Georgia's parole population in 2000

Parolee Supervision

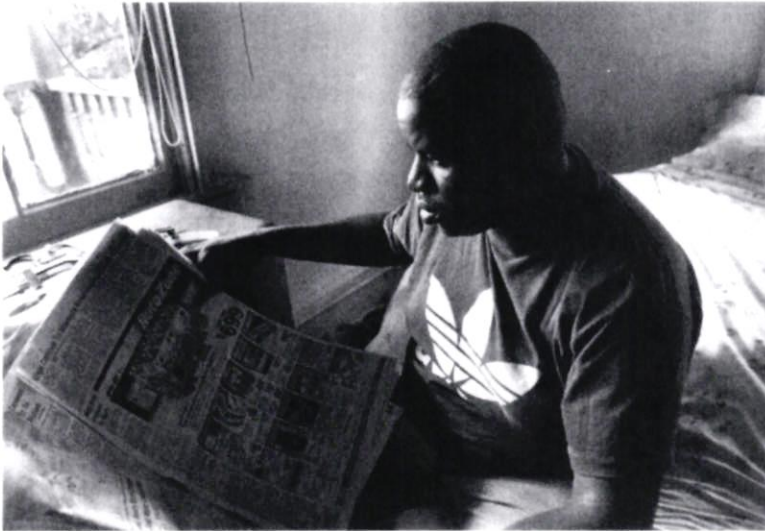


Women gain ground

Georgia's parole population of 21,169 is 89% male, but the female population of 2,369 represents a significant increase since 1990. Minorities comprise 68% of the total for men, and 62% for women. The average age of Georgia's female parolees is 36.2 years, slightly older than the 34.8 years for males. According to the National Institute of Justice, nearly 6 in 10 female state prisoners have experienced physical or sexual abuse, which may contribute to their high rates of mental illness. In Georgia, 26.8% of female inmates are classified mentally ill, compared to 10.5% of their male counterparts.



Parolee Supervision



Reading newspapers is a homework assignment for this parolee studying for his GED. The average reading level for male offenders is grade level 7.6, and for females 8.9, despite self-reported grade level completion of 12.9 for women, and 11.2 for men.

Average sentence length
(excluding life)
males: 8.9 years
females: 6.3 years



A parolee with her son visits the graves of three family members, all killed directly or indirectly by drugs. The parolee served prison time for crimes related to her own addiction. Approximately 70% of Georgia's inmates have substance abuse problems which in many cases contributed to their criminal behavior. Parole mandates professional assessment of all parolees whose history, behavior, or self-report indicates a problem with drugs or alcohol. Appropriate treatment is then expedited.

Ninety-nine percent of Georgia's female parolees have at least one child; the average is 2.5 children.

RDS incorporates research, theory, and technology

Parolee Supervision

Georgia's front-line parole officers and their managers developed the Results Driven Supervision (RDS) model by merging the latest recidivism research with the insight of hands-on experience. The RDS system was embraced and standardized by agency leaders who recognized the vision and practicality of the system, as well as its timeliness. The challenge was to rapidly and accurately evaluate the effectiveness of intervention strategies which promised tangible results to the public.



An ACA auditor reviews records with Board managers. The agency was re-accredited in 2000 with a score of 99.5 out of 100 maximum points.

A computerized case-management system was critical. When Parole's technology specialists were unable to locate ready-made software, they created a tailor-made system to meet demands of parole officers, agency management, and the public. The translation of Results-Driven Supervision from theory to working application reflected the cost-saving concepts of the model itself: By developing its own computer programs, the agency saved the state at least half a million dollars in projected vendor costs.

The bottom line is accountability. With the public's awareness that no state can build enough prisons to free itself of crime, intervention programs that claim to lower recidivism are scrutinized for results.

Only an agency confident of its professional delivery of services creates a system to facilitate that public review. The Parole Board has a history of voluntarily subjecting its practices and policy to outside appraisal in order to improve them. The Georgia Parole Board remains one of only a handful of community corrections agencies in the nation to undergo the exhaustive accreditation process by the American Correctional Association. Continually accredited since its first application in 1994, this year the agency retained its elite status by achieving an overall score of 99.5 out of 100 points in 195 areas ranging from victim notifications to arrest procedures.

Even while ACA auditors were announcing the outstanding score, plans to correct the element costing the 0.5 percent deduction were underway.

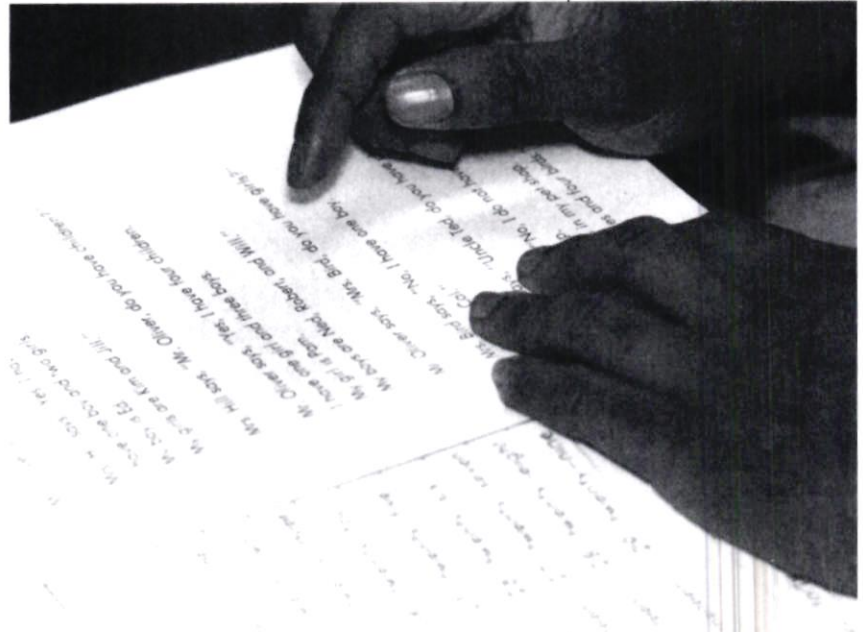
Focusing intervention where it counts

Parolee Supervision

Researchers have found that specialized intervention in four critical behavioral areas — education, substance abuse, employment, and cognitive skills — yields significant results in deterring crime, even in offenders formerly considered intractable. Under the Results Driven Supervision approach, Georgia's parole officers assess each parolee under their supervision to determine weaknesses in those areas and then, factoring in the unique circumstances of the case, establish "tracks" of short- and long-term goals to achieve objectives. Failure to stay "on track" results in appropriate sanctions, including revocation to prison.

Georgia Parole's computerized case-management system — the Field Log of Interactive Data, or FLOID — aids the parole officer in monitoring progress by the ease of its point-and-click case-entry, its action and deadline prompts, and its continuous summation of the parolee's performance.

Using RDS as the supervision model and FLOID as the organizing tool, Georgia's parole officers gain control over their extensive caseload documentation to provide what was more difficult in a manual system: timely, progressive encouragement or punishment to prod the parolee toward specified goals. Swift, appropriate reinforcement — positive or negative — is well-documented as a powerful change force.



Education track

Although many offenders could benefit by upgrading their education, their motivation must be strong to attend classes and complete assignments while working and attending other parole-mandated programs.

However, if the educational deficit prevents their job placement or advancement, if it significantly hampers daily interactions, or if it impedes their progress toward desired goals such as advanced academic or vocational training, they are placed on the education track. Many parole districts offer in-house GED classes as a convenience to parolees. The classroom setting with other offenders facing similar experiences can also facilitate the learning experience.

Monthly,
nearly 200
parolees are
referred to the
education track

Substance abuse track

Parolee Supervision



Electronic monitoring provides additional structure for serious offenders, including those with substance abuse problems.

1200+ parolees
are referred to
the substance
abuse track
each month

Approximately 70 percent of offenders have serious problems with alcohol or drug abuse which often is correlated to their criminal activity. Parole Board Members may stipulate a parolee's participation in substance abuse recovery programs as a parole condition, or the supervising parole officer may determine the need for referral during the initial interview or later. Substance abuse is an ongoing, causative factor in recidivism and the Board employs several intervention strategies which address the chronic nature of addiction without sacrificing public safety.

The Board contracts with 23 part-time substance abuse counselors and five vendors to deliver substance abuse services in field

parole offices or in locations accessible to parolees. The Board also depends on 12 Community Service Boards to fulfill these same needs, but, because timeliness of assessment and service is critical to public safety, the Board contracts with these providers to expedite placements for parolees.

At the close of the fiscal year the Board tallied more than 9,000 parolees on the RDS substance abuse track, with 6,026 who had been referred to a structured program. This is an 18 percent increase over the agency's goal for FY2000 which was to have at least 5,000 parolees in higher-intensity treatment programs.

Drug screens administered in FY2000 rose from last year's figure of 102,000 to 124,299, yet the rate of positive drug screens declined by 19 percent.

Parolees who lapse to drug or alcohol use are assessed individually. Those who need stabilization and residential structure may be confined at the 236-bed Whitworth Detention Center which offers a six-month program addressing their substance abuse and related issues. Offenders who successfully complete the program return automatically to parole status; otherwise, they are revoked to the general prison population.

Parolees with repeated failures or whose conduct threatens public safety may be revoked to Homerville State Prison which delivers an intensive seven-to-nine month program. The Whitworth and Homerville facilities are for male offenders; females with severe substance abuse problems can receive similar residential intervention at Pulaski State Prison.

Employment track

Parolee Supervision

Steady employment has always been the bedrock of the offender's successful merger in society. After the Board's establishment in 1943, but before parole officer positions were authorized, offenders selected for release were placed under the community supervision of responsible employer "sponsors."

Common sense and research confirm that offenders who support themselves and their families with productive work, who feel valuable to their bosses and co-workers, and who have a chance for advancement, will build the confidence and self-control which deter them from criminal behavior.

Parole officers routinely observe the large number of employers who patiently coach parolees attempting to learn new work habits and skills. The Parole Board salutes such employers for their altruism, their community spirit, as well as their wise business practices. Parolees who work with specific, clear expectations from parole officers and employers, while receiving the support to fulfill those demands, frequently become model employees who continue their job growth long after their paroles expire.

Because employment is so highly correlated to successful assimilation in the community, the Parole Board, the Department of Labor, and the Department of Corrections combine their expertise in TOPPSTEP — The Offender Parolee Probationer State Training Employment Program.

The TOPPSTEP collaborative effort begins within the prison as Corrections personnel prepare the inmate's Job Development Package which contains the social security card, birth certificate, and labor screening application. This Package expedites the parolee's referral to the local Department of Labor representative who specializes in offender placements. The parolee may also be assigned to pre-employment training on interview techniques or workplace expectations. By applying his highest skills to compatible employment, the parolee returns to society with better wages than he would garner otherwise and more potential for job growth.

During FY2000 the Board developed TOPPSTEP brochures to inform community corrections personnel and potential employers about the advantages of the program, including tax credits and the availability of federal bonding for parolees.

Because of the individualized nature of Results Driven Supervision, parolees not in the TOPPSTEP program may be placed on the employment track to pursue other vocational goals, or to address job issues which arise during the parole term.

At the close of FY2000, the parolee employment rate was 88 percent — a figure that contrasts sharply with the pre-prison employment rate of 50 percent.

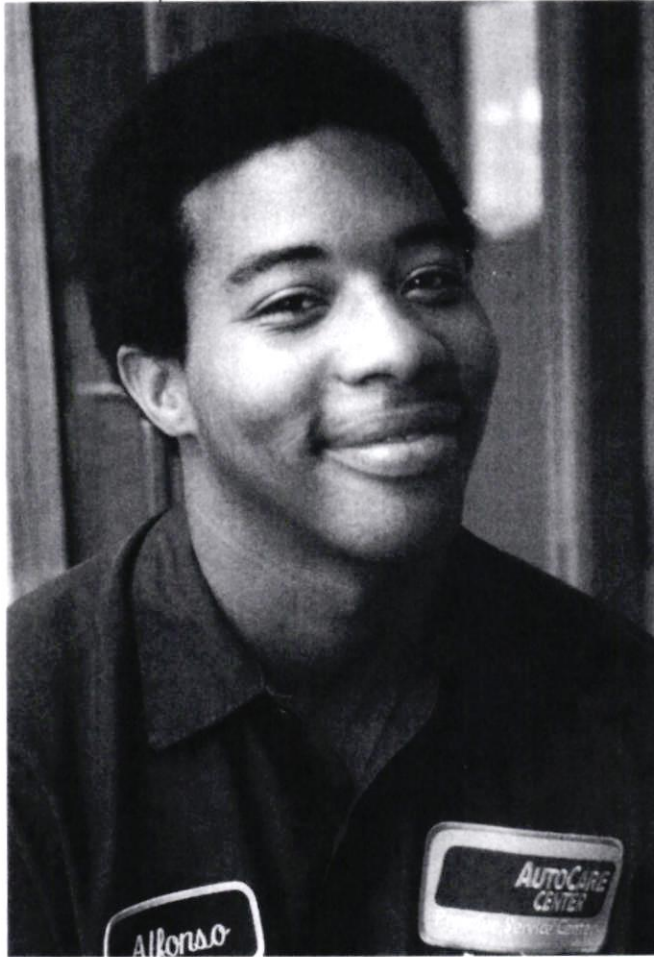
FY2000 parolee
employment rate
88%

Pre-incarceration
employment rate
50%

The pre-prison employment rate for Georgia's female parolees is 33%. TOPPSTEP and Parole help women offenders — many of whom are heads of households — achieve self-sufficiency.

Cognitive skills track: changing attitudes and behavior

Parolee Supervision



A recent "Reasoning and Rehabilitation" graduate says he was initially skeptical of the training, but soon changed his mind. "Now I think so much more about the outcome of things," he says. "I'm trying to make a better life for myself and this training gave me the tools. I'm using these skills enough so that it really feels natural. That is really good, when something positive becomes part of you."

Of the four major intervention tracks, cognitive-skills training has the broadest sweep of impact in the campaign to reduce recidivism. Encompassing programs and strategies designed to alter criminal thinking and therefore behavior, it provides the substructure to enhance the effectiveness of all other intervention programs.

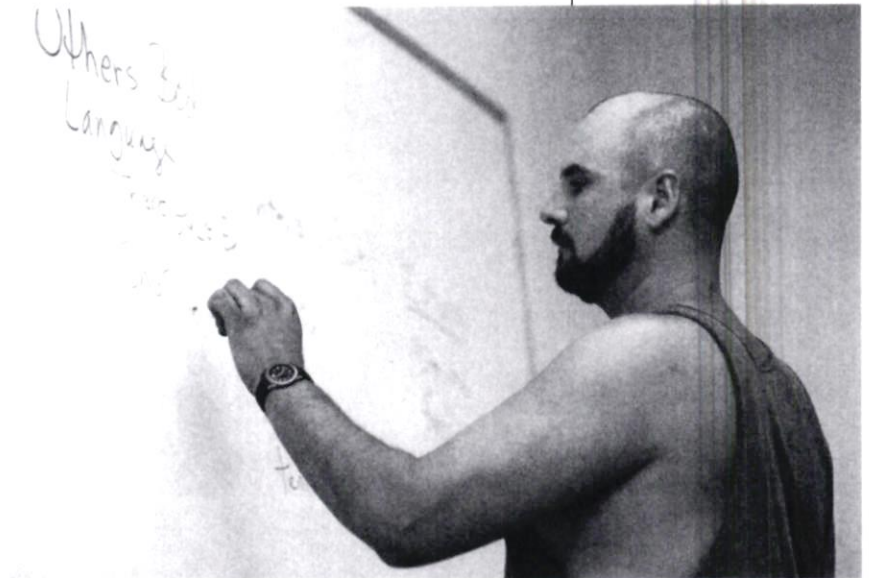
Georgia's Results-Driven Supervision model, with its emphasis on maximizing resources while customizing services, integrates community and agency programs to provide the best training to overcome the offender's cognitive deficits. Local programs which address domestic violence, parenting, and anger management, for example, and which meet the agency's standards for quality and convenience, are incorporated into the parole district's intervention resources. In areas which do not provide the specific cognitive-skills courses most useful to the parole population, the Parole Board arranges offender-funded training through specialists.

However, it is Georgia's professional parole officers who best understand parolee thinking patterns and training needs. They continually design and deliver in-house courses which utilize community resources while overcoming problems like inadequate child care or transportation. The Board also entrusts delivery of its most intensive cognitive-skills training program — Reasoning and Rehabilitation — to instructors drawn from its professional parole staff.

Interactive learning works best with parolees. Their preference for novelty and activity — qualities which in some cases contributed to their criminal behavior — is channeled positively through the Parole Board's cognitive skill training.

During FY2000 the Parole Board certified 16 new instructors in Reasoning and Rehabilitation, bringing the total to 63 specially trained professionals who deliver the program in parole offices across the state. The 70-hour federally funded course seeks to rewire the offender's faulty thinking patterns which lead to criminal behavior. It is unique in that it targets serious offenders who are more prone to relapse and yet less responsive to traditional programs because of their entrenched criminal-thinking patterns and their attention-seeking behavior which often disrupts typical classroom training.

While Georgia's Parole Board stays abreast of offender cognitive-skills research, it is on the brink of significantly contributing to the field. Operating under the "results-driven" philosophy, the Parole Board has applied meticulous research standards to its delivery of the Reasoning and Rehabilitation program. Impressed by the initial results of the program and Georgia's commitment to the evaluation process, the National Institute of Justice is funding an independent study of the program's effect on Georgia's recidivism. Results will be available in 2001.

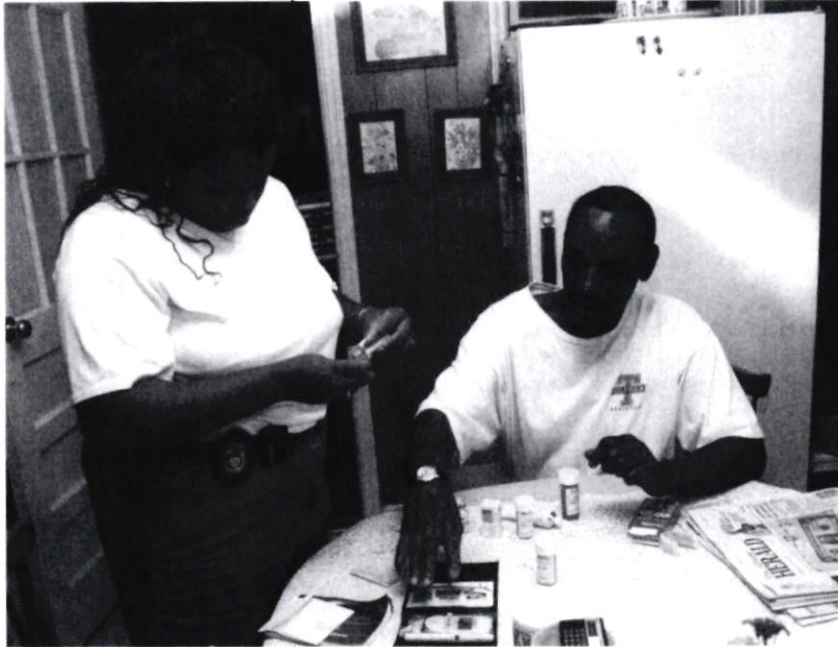


Community corrections professionals agree that many offenders missed critical life-skills training during childhood and adolescence. Those gaps — such as an inability to ask for clarification or help — grow in magnitude with experiences created by the deficits until the offender is split from mainstream social skills and thinking patterns. The Board's cognitive-skills training offers techniques which may not alter the offender's fundamental impulsive disposition, but can delay his reactions long enough for him to see options and redirect his habitual response.

Many offenders who complete the program feel they have been given "secrets" that others knew instinctively. The program points out the continued capacity for change in the serious but not sociopathic criminal, just as it emphasizes the long-term damage of poor guardianship during the formative years.

Special focus for the new decade

Parolee Supervision



A parole officer does a "pill count" to determine if her parolee is taking his medication properly. Parole officers make frequent checks on mentally ill parolees to evaluate their adherence to medical as well as parole instructions. With the new TAPP program in operation since July, parole officers now have a community-based mental health professional as a team partner to help supervise these high-need offenders.

In Georgia's correctional population, 10.5% males and 26.8% females are classified as mental health cases.

Mentally ill offenders

During FY2000 the Parole Board intensified its efforts to improve mental health support for offenders under its supervision. The agency brought in its own specialist to coordinate mental health services for parolees and to upgrade agency training and procedures. The Board also re-evaluated its mental health service providers, built new inter-agency alliances to strengthen services, and created an on-line manual of approved resources.

Now a new program — Treatment and Aftercare for Probationers and Parolees (TAPP) — will boost post-prison support for Georgia's mentally ill and retarded offenders as well. Begun in 1998 as a Department of Corrections' pilot project, it was picked up statewide by the Department of Human Resources in July 2000. Under the program, a TAPP mental health professional in each of DHR's service areas acts as case manager to mental health offenders returning to that area. The special-need parolee now has a professional team of parole officer plus mental health professional monitoring his behavior and arranging ongoing community support.

Community resources for the non-violent mentally ill offender are still inadequate. By cycling in and out of Georgia's prisons for medical stabilization, the offender afflicted with a biochemical disorder merely escalates court and correctional processing costs and occupies a prison bed needed for a more dangerous felon. The Board is actively working on solutions that fulfill the demands for community security while responding to the unique treatment and monitoring needs of non-violent but disruptive offenders.

Women offenders



A mother's criminal behavior has significant repercussions on the well-being of her family. New research indicates that it is an especially potent indicator of her daughter's likelihood of similar conduct. Parole officials are focusing on ways to address the unique needs of women returning from prison to families that have been ruptured by her absence.

Researchers have long documented the six months following prison release as a vulnerable-for-relapse period for all offenders. Women, due to their smaller representation in the correctional system, were seldom studied independently. Now it appears their critical transition phase may be longer due to the complex family issues which await their return and supersede their own support needs.

Criminal justice practitioners recognize the lack of suitable community resources to help the female offender succeed in her real world. Several Georgia parole offices offer training for women addressing concerns not covered in traditional offender-based programs. The Parole Board is now studying those grassroots programs as well as others from around the country to design a standardized agency program which can be tailored for local application.



Read more about women parolees and mentally ill offenders on the Parole Board Web site: www.pap.state.ga.us

If intervention fails to modify behavior

Parolee Supervision



While Results-Driven Supervision is optimistic in tenor, it is pragmatic in execution. As the agency provides more intervention strategies for change, it allows less tolerance for failure to change. Georgia's college-educated parole officers undergo some of the nation's toughest hiring and training to become POST-certified peace officers. They are respected law-enforcement professionals who, by nature, training, and Board directive, place the public safety of their communities above all offender rehabilitative efforts.

The agency continues to use electronic monitoring, most of it offender-funded, to aid its surveillance of serious offenders. Sex offenders, in addition to the intensive supervi-

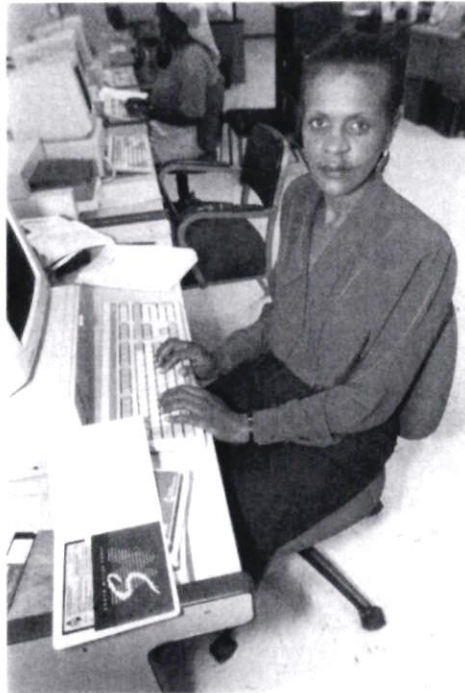
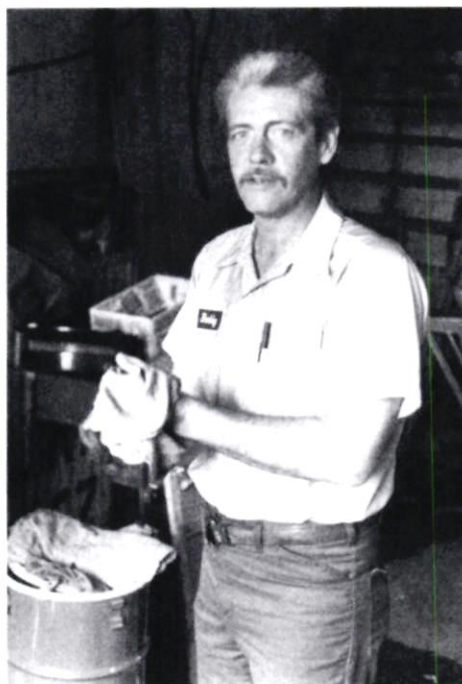
sion which includes electronic monitoring, undergo polygraph examinations with Board-approved providers at the discretion of parole authorities and at the parolee's expense.

The Parole Board's computerized case-management system contains comprehensive up-to-the-day offender information, including digital photos, which accelerates the discovery of violations and the subsequent execution of warrants and arrests to get suspected parole violators off the street quickly. Just as importantly, this electronic system can convey critical public-safety information to local and state police. Parolees are constantly under the watchful eye of Georgia's law-enforcement authorities.

But strict enforcement of parole conditions and goals does not conflict with intervention programming. Researchers and practitioners know that intensified monitoring to check compliance, accompanied by swift and appropriate sanctions for non-compliance, is a proven strategy to effect change. Results Driven Supervision, which is based on goal setting and attainment, detects "off-track" conduct earlier, and consequently provides opportunities for correction or, if warranted, a swifter return to prison.

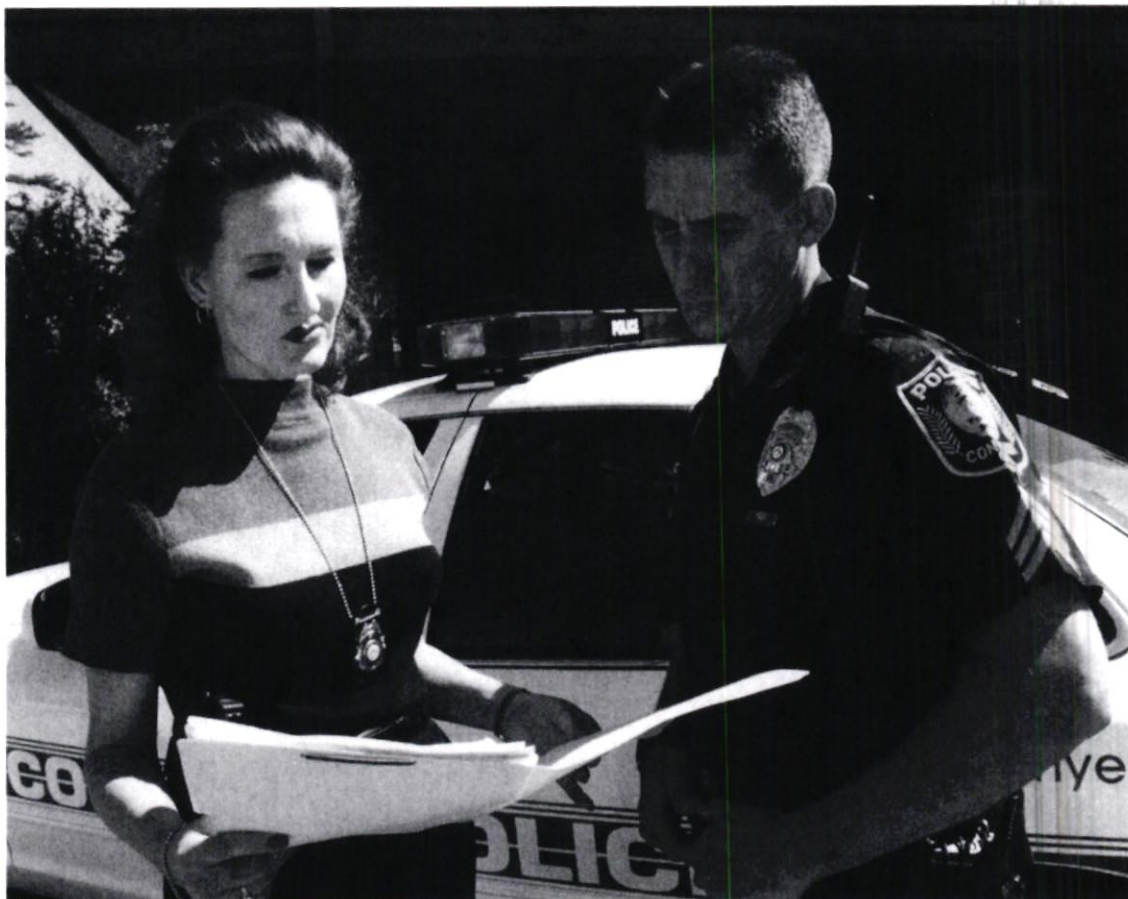
And "off track" may not result in a complete derailment. Working with the Department of Corrections, the Parole Board is seeking to keep offenders on those intervention tracks even if they failed on parole and were returned to prison. By working on identified deficits while incarcerated, offenders will stand a better chance of success upon their eventual release.

Enforcement and programming provide the counterweights to stabilize the offender returning from prison to the community. During that transition the offender is vulnerable to influence, a condition which usually implies potential for relapse, but which is used to advantage with Results Driven Supervision. Specialized programs and strict monitoring during the critical window of susceptibility can create dramatic changes in the way the offender perceives and conducts himself in the world — new patterns which lead not just to assimilation in the community, but success.



Building partnerships for public safety

Community Alliances



The Parole Board's public safety mission can only be accomplished in partnership with the community. Coalitions with victims' groups, church and civic associations, state and community service providers, to name just a few, are interwoven into every functional area of the Board's operations. Both the daily activities and the long-term strategic directions of the agency are shaped by resource-sharing, communication, and collective commitment to the mission of creating safer communities for Georgia's citizens.

While collaborations with other public-safety agencies flourish from the field to headquarters' level, the Parole Board was honored this year to form an official partnership with the Georgia Emergency Management Agency. For years, Georgia's POST-certified parole officers have responded without hesitation to the public-safety needs of their communities, including those imposed by natural disasters. Due to their intensive training in police procedures, their in-depth knowledge of the communities they serve, and especially due to the

commitment illustrated by their voluntary performance, Georgia's parole officers are now designated GEMA partners. Should a disaster hit a Georgia community, these trained professionals will immediately assume community relations roles which expedite evacuation and relief efforts.

The GEMA-Parole alliance exemplifies the Parole Board's dedication to respond to urgent and immediate public safety threats, but the agency is equally dedicated to initiatives targeting long-range crime prevention. Since 1996 the Parole Board has worked closely with school authorities to divert Georgia's youth from crime by providing mentors for at-risk children, and by delivering specialized training and presentations drawn from the Parole Board's extensive crime-information repository. During FY2000, more than 35,000 students learned about Georgia's tough sentencing for juveniles, ways to avoid negative peer pressure, and the critical need to continue their education. Meanwhile, teachers and principals heard the latest information on drugs and on youth gang codes and behavior, which could affect school security.

The Parole Board also works with the Department of Juvenile Justice to offer several intervention programs in juvenile correctional facilities. The Board's emphasis on programming for adult offenders motivates parole staff volunteers to apply similar strategies to youthful offenders in the fervent attempt to intercept their progression to adult prisons.

For years, "safety net" has been the metaphor for post-prison support to keep the offender from slipping back to criminal behavior. Community corrections agencies struggled to create it or enlarge it or repair it. In this pivotal year 2000, the net has evolved to a tapestry, woven finer and stronger by the merger of technology, enhanced alliances and communication, and the resurgence of community activism. In this fertile context, rich with potential for new multi-dimensional crime-intervention strategies, the Parole Board raises its standards even higher as it continues to serve Georgia with experience, innovation, and accountability in the 21st century.

Parole and GEMA:
allies responding
to communities
in crisis



FY2000 Expenditures

Budget

PERSONAL SERVICES

Salaries	28,184,325
F.I.C.A.	2,004,111
Retirement	4,108,368
Health Insurance	3,673,426
Personal Liability	88,200
Unemployment Insurance	17,640
Workers Compensation	140,280
Merit System Assessments	115,079
Drug Testing Services	7,319
TOTAL	38,338,748

REGULAR OPERATING

Motor Vehicle Expenses	377,630
Publishing and Printing	25,650
Supplies and Materials	608,695
Repairs and Maintenance	174,647
Equipment Purchases < \$1,000	299,269
Energy	180,591
Water & Sewage	10,061
Rentals < 3 Months	18,154
Insurance and Bonding	76,030
Freight	13,861
Other Operating Expenses	196,790
TOTAL	1,981,378

OTHER

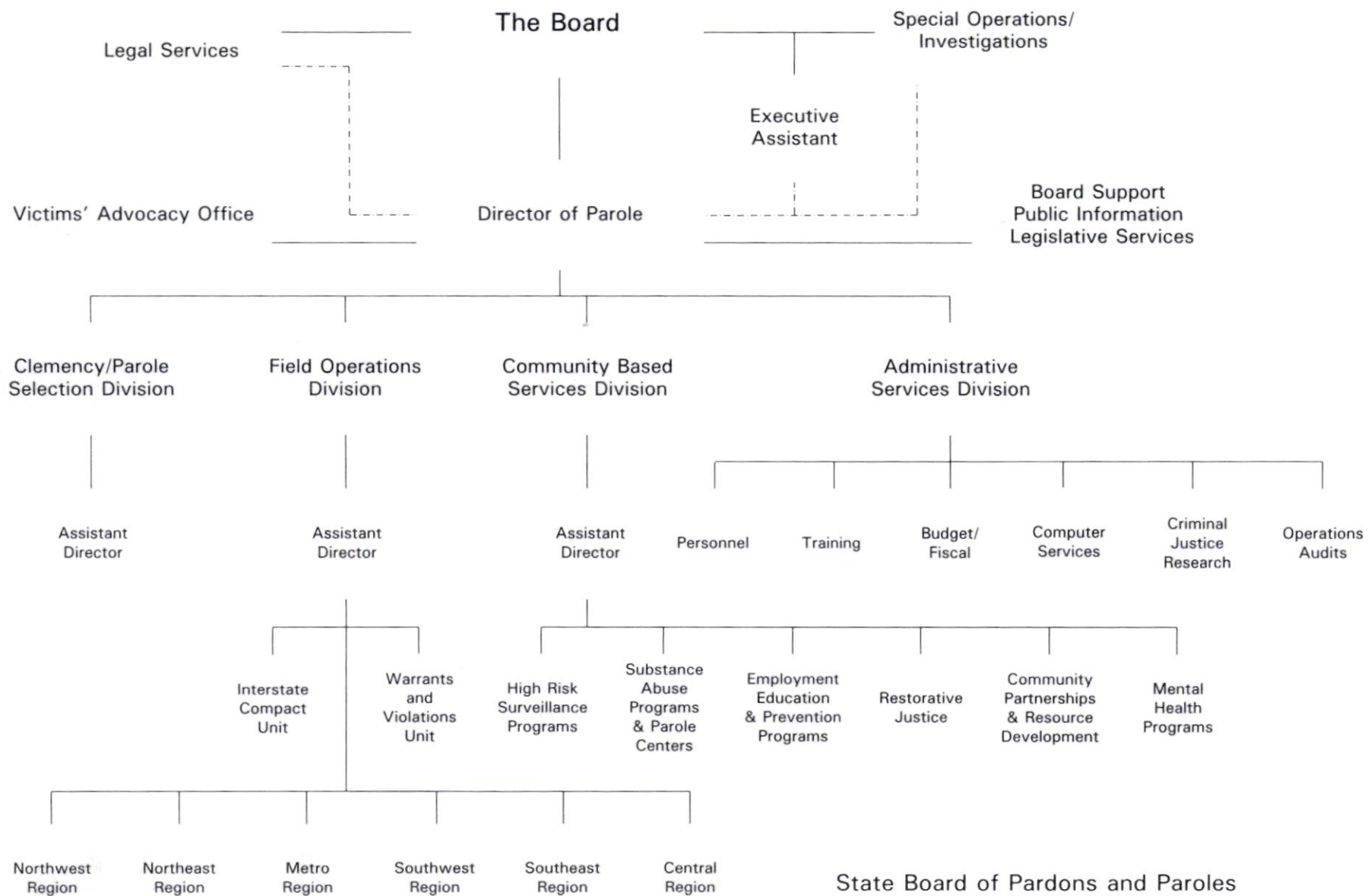
Travel	569,693
Motor Vehicle Purchases	287,639
Equipment Purchases	191,234
Computer Charges	720,120
Real Estate Rentals	3,038,405
Telecommunications	1,177,519
Per Diem, Fees, Contracts	2,078,217
Health Services	8,092
Year 2000 Project	7,040
County Subsidy for Parolees	735,495

TOTAL EXPENDITURES \$49,133,580

FY2000 Activities

Releases

RELEASE ACTIONS	
Parole	8,099
Supervised Reprieve	2,319
Conditional Transfer	542
Commutation	0
Remission	0
Other Release Actions	0
TOTAL RELEASES	10,960
 TOTAL PAROLE REVOCATIONS	 3,463
 DISCHARGES	
Discharge from Parole	5,499
Discharge from Supervised Reprieve	1,613
Commutation to Discharge Parole	239
TOTAL DISCHARGES	7,351
 TOTAL DECISIONS UNDER GUIDELINES	 12,562
 LIFE DECISIONS	
Deny Parole to Life Cases	466
Grant Parole to Life Cases	98
Grant Parole at 1st Consideration	51
TOTAL LIFE DECISIONS	564
 OTHER BOARD ACTIONS	
Pardon	321
Commutation Reducing Sentence	73
Medical/Compassionate Reprieve	88
Restoration of Rights	313
Visitor Interview	1,991
Inmate Interview	0
Revocation Hearing	633
Preliminary Hearing	78
 RELEASES UNDER SUPERVISION	
Georgia Releases in Georgia	20,243
Out-of-State Releases in Georgia	631
Georgia Releases Out of State	1,337
TOTAL PAROLEE POPULATION	22,211



State Board of Pardons and Paroles

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Parole
Directory

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Derek Singleton, Chief
2052 Gordon Highway
Augusta, GA 30909
(706)731-7062

51 CORDELE
James Vick, Chief
1207 South 7th Street
Cordele, GA 31015
(229)276-2363

51-1 AMERICUS
Jody Dillard, Assistant Chief
710 MLK Jr. Blvd
Americus, GA 31709
(229)931-2531

54 CARROLLTON
Anthony Newman, Chief
202 Tanner Street
Carrollton, GA 30117
(770)836-6894

55 DOUGLAS
Doyle Wooten, Chief
202 West Bryan Street
Douglas, GA 31533
(912)389-4040

56 ELLIJAY
Jeff Perry, Chief
26 River Terrace, Ste 201
Ellijay, GA 30540
(706)276-7066

57 HARTWELL
Jerry Crawley, Chief
331 Memorial Road
Hartwell, GA 30643
(706)856-2663

58 CLARKESVILLE
Roy Fry, Chief
105 Professional Park
Clarkesville, GA 30523
(706)754-6701

59 DAHLONEGA
Pat Calmes, Chief
109A Tipton Drive
Dahlonega, GA 30533
(706)864-1972

60 LOUISVILLE
Carl DeLoach, Chief
202 East 5th Street
Louisville, GA 30434
(478)625-8940

61 EATONTON
Walter Donnelly, Chief
824 Oak Street, Suite 1
Eatonton, GA 31024
(706)485-4554

INSTITUTIONAL SERVICES

GEORGIA DIAGNOSTIC AND
CLASSIFICATION PRISON
Newton Maddox, Chief
P. O. Box 3877
Jackson, GA 30233
(770) 504-2239

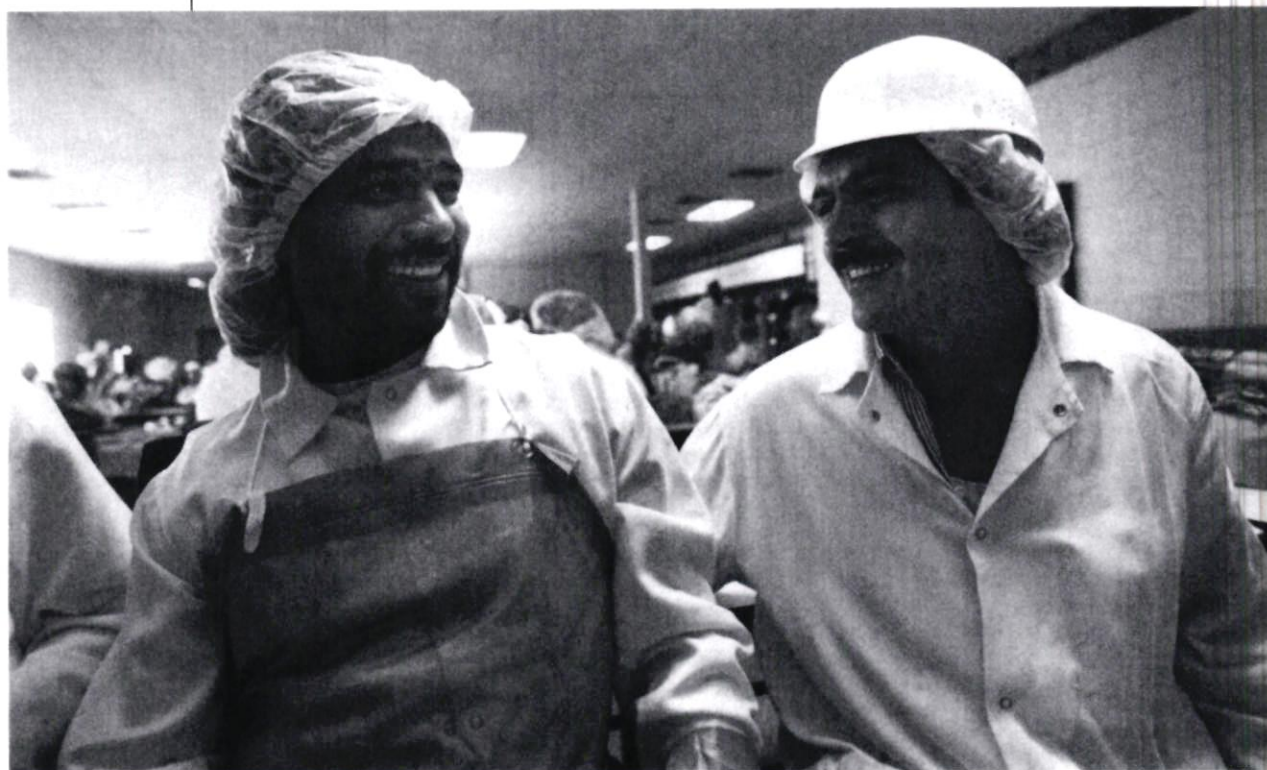
LEE ARRENDALE STATE PRISON
Milton Turk, Parole Manager
P. O. Box 797
Cornelia, GA 30510
(706) 776-4826

GEORGIA STATE PRISON
Larry Thompson, Assistant Chief
HC01, Highway 147
Reidsville, GA 30453
(912) 557-7939

COASTAL STATE PRISON
Jimmy Parker, Chief
P. O. Box 7150
Garden City, GA 31418-7150
(912) 965-6309

MIDDLE GEORGIA STATE PRISON
Roy Pounds, Chief
P. O. Box 1329
Milledgeville, GA 31061
(912) 445-6155

METRO STATE PRISON
Diagnostic Unit - Parole Office
1301 Constitution Road, S.E.
Atlanta, GA 30316
(404) 624-2309



A supervisor praises a parolee (above, left) for his dependability on the job — a good indicator that he is adhering to other parole conditions as well. Georgia's Results Driven Supervision provides the scaffolding to help offenders become stable, self-sufficient, and law-abiding contributors to society.

For more information about the Georgia Parole Board, please visit the Web site: www.pap.state.ga.us, or contact the Office of Public Information at 404.651.5897.

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State Board of Pardons and Paroles

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