

*Annual  
Report*

**State Board of Pardons and Paroles**



*FY04*

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## Chairman's Message

*The Honorable Sonny Perdue, Governor  
Members of the Georgia General Assembly  
Citizens of the State of Georgia*



I am pleased to present to you this annual report documenting the Parole Board's successes of Fiscal Year 2004.

Despite a continuing statewide trend of reduced funding and increased expectations of efficiency, the hardworking employees of the Parole Board have recorded a banner year of achievements.

Board members carefully selected offenders for parole release with the highest likelihood of reentering society as taxpaying, law-abiding citizens.

Reduced budgets and new management caused the Board's two largest units, the Clemency and Field Divisions, to sharpen their primary mission: to improve public safety through informed parole decisions and strict supervision of released offenders for safer communities.

Parole officers supervised caseloads as high as 90 and above, helping parolees find jobs, providing substance abuse counseling and teaching classes to change their criminal thinking patterns. Officers helped parolees suffering from mental illness obtain medical attention and find residential programs, all while holding parolees accountable to their parole conditions and taking swift action for revocation when appropriate.

From a financial perspective, the Parole Board has maintained low administrative costs of eight percent of the agency's total budget, one of the lowest in state government. Automated processes such as payroll, travel reimbursements, purchasing and leave requests have made the Parole Board a leader in administrative efficiency.

I am proud of the Board's accomplishments of Fiscal Year 2004 and I hope that you will read further to learn more about the Parole Board's hard work in each of these areas. I look forward to sharing the coming achievements of Fiscal Year 2005 that are already underway.

A handwritten signature in black ink that reads "Milton E. Nix, Jr." The signature is written in a cursive, flowing style.

Milton E. "Buddy" Nix, Jr.

## Executive summary

**T**he State Board of Pardons and Paroles is the only entity in the state with the constitutional authority to grant executive clemency. The Parole Board makes informed decisions on which inmates are deserving of parole, thereby ensuring hard prison beds are dedicated to the offenders who have committed the most serious crimes.

The Board's second priority is to manage prisoner reentry. Parole officers skillfully and carefully reintegrate offenders back into the community under strict supervision. Without the influence of parole's strict supervision, more offenders would return to Georgia prisons, creating a costly cycle of increasing recidivism.

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### **Our mission is to:**

Enhance public safety by making informed parole decisions  
and transitioning offenders back into the community;

### **Our vision is:**

A parole system that leads to a safe and crime-free Georgia;

### **Our core values are:**

Ethics, Integrity, Fairness and Honesty.

## Parole Board Members

**T**he Georgia Constitution provides that Parole Board members are appointed by the Governor to serve seven-year terms, subject to confirmation by the State Senate.

In 1943, when the Board was created, it had three members. In 1973 when the prison population reached 9,000 inmates, the Constitution was amended to expand the Parole Board to five members. Today, despite the increasing demands of a prison population of almost 50,000, the number of Parole Board members remains at five.

Parole Board members come from a variety of backgrounds including law enforcement, public policy, corrections, legal affairs and ministry.

**Chairman Milton E. Nix, Jr.** was appointed to the Parole Board in June 2002 to fill an interim term. He was reappointed to a full seven-year term in December 2002. Chairman Nix, a graduate of the University of Georgia's journalism program, began his career in 1964 with the U.S. Air Force, serving as a captain in the U.S. and Vietnam. In 1970 he joined the FBI as a Special Agent and later became a Supervisory Special Agent where his assignments included investigating large scale drug-trafficking operations, management of the Criminal Informant/Witness Security Program and supervision of an international terrorism section. In 1993 the Commerce, Georgia native and current Conyers resident was appointed to be Director of the Georgia Bureau of Investigation, a position to which he was reappointed in 1999. Chairman Nix brings to the Board a vast breadth and depth of law-enforcement expertise and an unbroken track record of integrity and honesty.



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Chairman Milton E. "Buddy" Nix, Jr.  
appointed June 13, 2002  
reappointed December 31, 2002

## Board Members

**Vice-Chairman Garland Hunt, Esq.** was appointed to the Parole Board in January 2004. Only one month later, Board Members elected Mr. Hunt Vice-Chairman of the Parole Board. After attending undergraduate and law school at Howard University in Washington, D.C., Mr. Hunt served as a staff attorney for the U.S. Court of Appeals, Fourth Circuit. Prior to becoming a member of the Parole Board, Mr. Hunt owned a consulting company and served as General Counsel and Executive Vice-President of the Fellowship of International Churches. An ordained minister, Mr. Hunt is the co-pastor of The Father's House in Norcross, Georgia. Mr. Hunt's background of ministry and law brings a unique skill set to the Parole Board. His focus on involving the faith-based community in the offender reentry process is invaluable.

**Vice-Chairman Garland R. Hunt, Esq.**  
appointed January 21, 2004



**Mr. Garfield Hammonds, Jr.** of Atlanta, appointed in 1995 and reappointed in 2002, has devoted his career to law enforcement since 1969 when he joined the U.S. Drug Enforcement Agency as a Special Agent working undercover in Detroit and New York. He quickly advanced to supervisory positions, including Country Attaché 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. In 1994, Governor Miller appointed him to head the Department of Children and Youth. One year later, Governor Miller appointed him to the Parole Board. Mr. Hammonds served as chairman of the Board during 1996. While a DEA leader, his concern about youth at risk for drug addiction and criminality led him to implement an award-winning prevention program. 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.**  
appointed January 10, 1995  
reappointed January 1, 2002



## Board Members

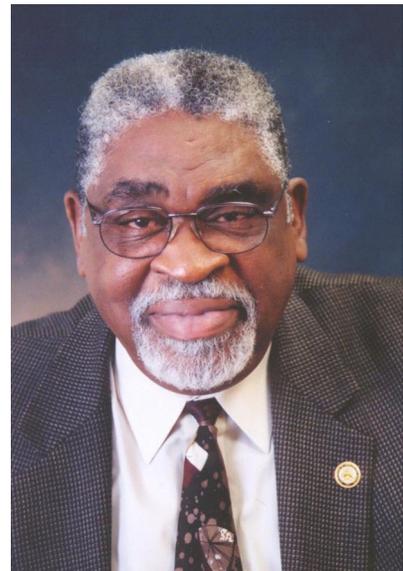
**J. Michael Light**, a native Atlantan, was appointed to the Parole Board in July 2002, twenty-two years after joining the agency as a parole officer. He rose to positions of chief parole officer, research manager, and public information director for the Parole Board and later for the Department of Corrections. He then served as executive assistant to the Commissioner of Corrections, responsible for the agency's planning and research functions, legislative liaison, and oversight of public information and victims' services. He brings to the Board a vast research-based knowledge of Georgia's prison and parole system and a record of accomplishments confirming his skills and vision in improving that system. Integral to his public service is a long-established commitment to making the criminal justice system more understandable and accountable to the public.

**J. Michael Light**  
appointed July 3, 2002



**Dr. Eugene Walker**, from DeKalb County was appointed to the Board in May 1999 and reappointed to a full seven-year term in December 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 he was named 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**  
appointed May 6, 1999  
reappointed December 31, 1999



## Board Members



L. Gale Buckner  
appointment effective  
January 1, 2005

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**Above:** Ms. Buckner is pictured with Governor Sonny Perdue on December 2, 2004, when he announced her appointment to the Parole Board.

On December 2, 2004 Governor Sonny Perdue announced that he will appoint L. Gale Buckner to the Parole Board. Subject to confirmation by the State Senate, Ms. Buckner begins her seven-year term as a Parole Board member on January 1, 2005. Ms. Buckner joins the Parole Board after serving as Executive Director of the Criminal Justice Coordinating Council (CJCC), the agency that manages \$30 million annually in federal grant money for criminal justice projects in Georgia. While directing CJCC, Ms. Buckner coordinated several criminal justice policy initiatives regarding offender reentry and victims services.

Prior to CJCC, Ms. Buckner worked for the Georgia Bureau of Investigation (GBI) as a Special Agent, Assistant Special Agent in Charge, Personnel Director and Director of Legislative & Intergovernmental Affairs. Ms. Buckner also worked for the Chatsworth Police Department as a sergeant and was honored as Officer of the Year in 1979.

Ms. Buckner is a native of Chatsworth, Georgia. She succeeds Board Member J. Michael Light.

## Board organization

**M**ost Parole Board employees work in one of the Board's two largest divisions, the Field Operations Division or the Clemency Division. The Board also has several smaller units that report directly to the Chairman or to the Director of Parole.

The [Director of Parole](#) oversees the day-to-day operations of the agency.

The [Clemency Division](#) determines inmate eligibility for parole, reviews cases and makes recommendations to Board members on parole decisions. This Division also processes pardon requests and maintains inmate records.

The [Field Operations Division](#) employs parole officers and field staff responsible for the daily supervision of approximately 21,000 parolees in Georgia.

The [Budget Division](#) oversees all fiscal related matters for the Parole Board, most importantly, preparing the annual budget proposal for the Governor and the Legislature.

The [Legal Services Office](#) reviews agency policy and procedure, and manages all legal matters for the Board.

The [Office of Victims' Services](#) provides Georgia crime victims with an opportunity to be heard in the parole decision process.

The [Public Affairs Office](#) manages the Board's media relations and general information publications, videos, and web site content.

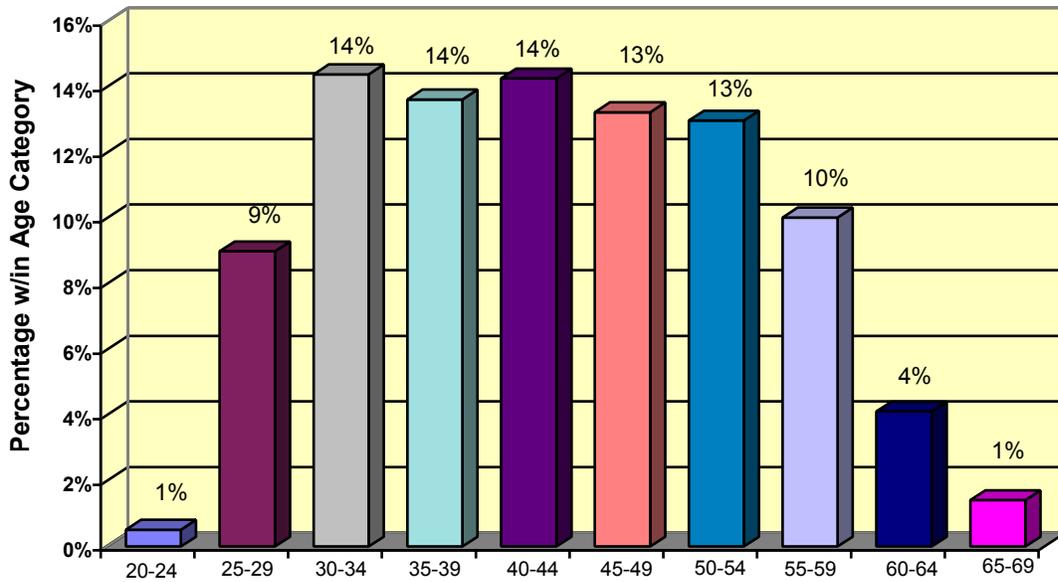
The [Internal Affairs Office](#) manages internal investigations and security for Board members and Board events.

The [Executive Assistant/Legislative Liaison](#) is the Board's primary contact with the Georgia Legislature and assists with special agency projects.

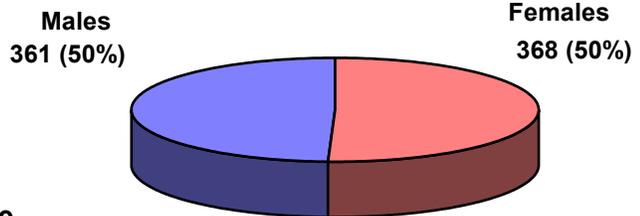
The [Personnel Division](#) performs human resources functions for the agency. During most of FY04, the Personnel Division coordinated the Board's Training program.

Agency demographics

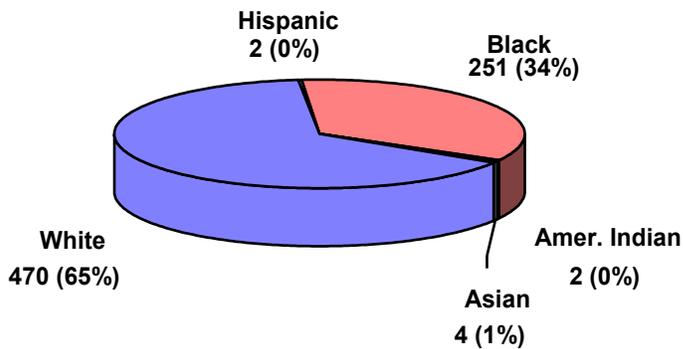
**Age Distribution of Employees**  
Employee Total = 729



**Agency Employees by Gender**  
Employee Total = 729



**Agency Employees by Race**  
Total = 729



## FY04 agency highlights

**G-8 SUMMIT:** More than 250 Parole Board employees provided security for the historic G-8 Summit, held on Sea Island, Georgia from June 8-10, 2004. Parole officers, chief parole officers and others worked at prisoner processing sites, venue security, on intelligence details and tactical riot squads during the summit. Officers were assigned to teams alongside federal, state and local law enforcement officers. Security teams traveled the coastal area, responding to potential security scares such as bomb threats and crowd protests. The Parole Board dedicated one employee to work for the summit in a full-time planning capacity under the direction of the Georgia Homeland Security Director. In preparation, parole staff attended a total of 8,500 training hours, learning skills ranging from intelligence techniques to riot control tactics. The 2004 G-8 Summit was the largest statewide security initiative since the 1996 Olympic Games in Atlanta.

Parole officers, like Mike Bobo from Jesup, who were stationed at the Multi Agency Command Center (MACC) on St. Simons Island during the G-8 Summit enjoyed a surprise visit from President George Bush and National Security Advisor Dr. Condoleezza Rice. The MACC served as the central point of communication for summit security efforts.



**PAROLE'S FAITH-BASED INITIATIVE:** During FY04 the Parole Board formalized its faith-based program to match volunteers from the faith community with offenders reentering society on parole. Board staff began writing both an agency policy governing the initiative and a training manual. The Board produced a 12-minute video that was distributed to faith-based organizations across the state to encourage member participation. Throughout the fiscal year, 31 volunteers were trained and 33 parolees were matched to receive faith-based services. Volunteers embraced parolees' traditional needs of housing, transportation, childcare and mentoring.

## FY04 agency highlights

**NEW ORGANIZATIONAL PRIORITIES FOR FIELD & CLEMENCY:** Budget cuts and new management caused the Parole Board's Field and Clemency Divisions to "get back to basics" in FY04 by resetting their organizational priorities. The Field Division redefined its mission "to safely transition offenders into the community," cutting out all non-mission-critical efforts that were underway by field staff. The Field Division practices a balanced approach to parole supervision, coupling offender treatment and self-help with surveillance and law enforcement strategies. The Clemency Division also improved its ability to gather the most complete and accurate information available, providing clear and concise recommendations to Board members on parole case summaries.

**DAY REPORTING CENTERS (DRC):** During FY04, the Parole Board worked closely with the Georgia Department of Corrections to strengthen the day reporting center program in Atlanta, preparing for the opening of four new centers in FY05. The nine-month DRC program targets offenders in the community who are failing to abide by the conditions of their parole or probation, primarily due to drug use. Without the day reporting center (DRC), these offenders would be prison-bound. Instead, offenders are allowed to continue living with their families but required to spend all day at the center to attend intensive drug treatment, thinking and problem solving skills counseling, and job skills training. After one month, they are required to work during the day and report to the center after work. Offenders are drug-tested three times each week. By the end of FY04, the Atlanta Day Reporting Center (ADRC) had graduated more than 165 offenders with only six being rearrested for new felony charges. In FY05 new centers will open in Jonesboro, Macon, Rome and Tifton.

**TPCI INITIATIVE:** In March 2004, the State of Georgia was selected as one of nine states for participation in a unique federal/state partnership focusing on prisoner reentry into the community. Funded through the U.S. Department of Justice, the "Transition from Prison to the Community Initiative" (TPCI) will provide Georgia officials with intensive consulting, training and technical assistance by experts in the field of prisoner reentry. The TPCI consultants are assessing Georgia's transition plans and offering their technical expertise for improvements. Other states chosen for the initiative are Indiana, Michigan, Missouri, New York, North Dakota, Oregon, Rhode Island and potentially the District of Columbia.

## FY04 Agency highlights

**CHANGES TO OFFICE OF VICTIM SERVICES:** During FY04, the Office of Victim Services was internally audited, providing an opportunity for staff to refocus their mission and critical goals. As a result of the audit, the unit established goals for staff training and the solicitation of volunteers to assist staff in serving victims of crime in Georgia. In FY04, the office of Victim Services mailed approximately 4,425 letters to victims or victims' family members who registered with the Board for parole notification on specific inmate cases.

**CARL VINSON INSTITUTE OF GOVERNMENT ASSESSMENT CENTER PROJECT:** In FY 04 the Parole Board partnered with the University of Georgia's Carl Vinson Institute of Government to develop an assessment process for the position of chief parole officer. The assessment center identifies a job candidate's strengths and weaknesses based on an evaluation by professionally trained raters. Simulated situations are used to analyze the management capabilities of inter-agency candidates for promotional purposes. In addition to making recommendations for individual promotions, the assessment center will be helpful in developing agency-wide management training.

**NEW MANAGERS TRAINING COURSE:** The Board's personnel department established a training course for all new managers during FY04. The program is a three-module course designed to cover management basics. The course is offered once each year and is open to current supervisors who have not had formal management training, newly promoted supervisors, and employees identified as having supervisory potential.

**NEW PC TABLETS FOR PAROLE OFFICERS:** Equipping all parole officers with new tablet computers has been carried over as a priority from FY03 to FY04. Officers use the computers to quickly document all contacts and interactions with parolees. The agency began replacing outmoded laptops with smaller tablet computers during FY03. By the end of FY04, 165 new computers were distributed to officers across the state. An additional 140 computers have been purchased and are being distributed during the beginning of FY05.

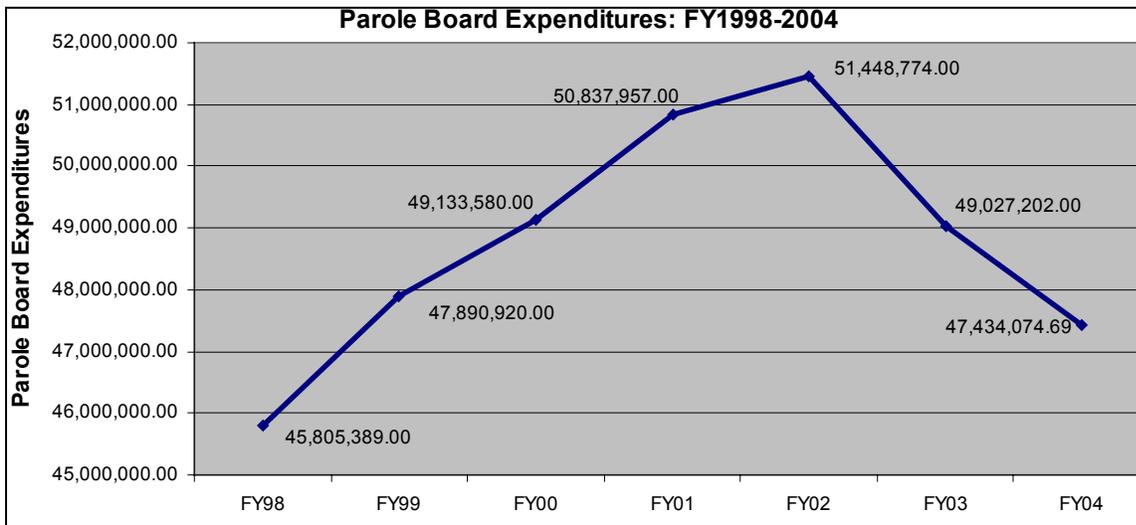
### FY04: Continued budget cuts in state funding

In another year of belt tightening across state government, the Parole Board made significant cuts to its already reduced budget in FY04. The Board began the fiscal year with a \$1.5 million reduction in funding. The majority of this cut (\$1.2 million) was made in the area of personal services. The remaining balance was cut in the areas of regular operating, travel and real estate. Each of these three areas was cut by \$100,000.

In the first quarter of FY04, the agency was required to reduce its funding again, this time by 2.5 percent. This round of reductions took \$1.2 million more from the agency's coffers. The deepest cut was again found in the area of personal services. Additional cuts were made in contracts and real estate.

In the supplemental budget for FY04 the General Assembly and the Governor approved the \$1.2 million reduction, but also authorized additional funding of \$300,000 to fill vacant parole officer positions. Taking the additional funds into consideration the Parole Board's budget was reduced by a total of \$887,427. By the end of FY04, agency's budget had dropped from \$47,497,086 to \$46,609,659.

The chart below illustrates the Board's declining expenditures from 1998 through 2004.



## Agency expenditures FY04

**PERSONAL SERVICES**

Salaries	28,859,465.10
Temporary Labor	31,023.84
Overtime	311,175.05
Fringe Benefits	8,905,516.47
Personal Liability	0.00
Unemployment Insurance	16,660.00
Workers Compensation	0.00
Merit System Assessments	122,451.00
Drug Testing Services	2,691.26
<b>TOTAL</b>	<b>38,248,982.72</b>

**REGULAR OPERATING**

Motor Vehicle Expenses	412,799.03
Publications and Printing	12,221.74
Supplies and Materials	845,114.19
Repairs and Maintenance	113,719.90
Equipment Purchases <\$1,000	477,837.56
Water & Sewage	8,750.95
Energy	181,136.33
Rents - other than Real Estate	309,630.32
Insurance and Bonding	59,319.59
Freight	3,523.29
Other Operating Expenses	208,703.94
<b>TOTAL</b>	<b>2,632,756.84</b>

**OTHER**

Travel	303,372.33
Motor Vehicle Purchases	409,058.58
Equipment Purchases	45,691.30
Computer Charges	217,479.58
Real Estate Rentals	2,818,059.00
Telecommunications	1,015,633.99
Per Diem and Fees	867,350.31
Contracts	179,427.05
Health Services Purchases	38,767.99
County Jail Subsidy for Parolees	657,495.00

**TOTAL EXPENDITURES** **\$47,434,074.69**  
(state & other)

## Parole's business innovations: Automation

In FY04, the Parole Board's Budget and IT units critically reviewed the agency's paper based, error prone processes such as travel expense statements, distribution of employee check stubs, subsidy payments to county jails, payments of utility & telephone bills, payments of gasoline & related charges for vehicles, leave requests, time sheets, personnel action requests, imaging of operating checks, and purchase requisitions. Each of these processes was re-engineered to computerized, on-line systems which allowed timely and accurate handling of financial data and resulted in significant labor and cost savings.

The automated financial systems reduced costs and errors, eliminated paper, reduced redundancy, simplified entry, reduced filing, sped processing and ultimately made the financial department more responsive to all agency personnel and outside vendors.

The cycle for completing travel reimbursement payments, which once took weeks or months, is now one business day. All paperwork is submitted online.

Use the TAB key or MOUSE to move to next field.

Travel Expense Period: From: 10/16 To: 10/16 Date Created: Report Total:  Without Receipts  With Receipts  In State  Out of State

Name:  PeopleSoft #:  Title:  Office City:  Version:

Office Street Address:  Office Phone:  Residence Street Address:  Residence City:  Res State:  Res Zip:

Select Organization To Charge Your Expenses To:  Regular Travel  PO Basic Training  Mandated POST Training  Mandated Non-POST Training  Edit Org Code

Organization Charged:

Enter name of Person who will APPROVE your report:  Approver Name:  Budget Coordinator:  PeopleSoft ID:  PeopleSoft Loc:

▼ Mileage using your Personal Vehicle (no Receipts Required)

Date	End Miles	Begin Miles	Total Miles	State Use Miles	Tag # no state vehicles	Points Visited	Purpose of Trip
10/16							
10/16							
10/16							
10/16							
10/16							

**Left:** A travel expense reimbursement form, like the one pictured on the left, is now generated, submitted and approved online. Payments that once took weeks now are completed in one business day.

**FY04 automation of the Board's business functions reduced costs and errors, eliminated paper, simplified entry and sped processing of the following:**

- travel reimbursements
- payments to county jails
- leave requests
- personnel action requests
- payments for gasoline & vehicle related expenses
- distribution of employee check stubs
- payments of utility and phone bills
- time sheets
- purchasing requisitions

Georgia's correctional population: 6th largest in U.S.

With approximately 49,000 inmates, Georgia has the sixth largest prison population in the U.S. and is expected to surpass Michigan to become the fifth largest during FY05. Georgia has the seventh largest parole population in the nation with more than 21,000 offenders under supervision in the state and over 2,000 under supervision out-of-state.

GEORGIA'S CORRECTIONAL POPULATION: FY2004							
CRIME TYPE	PROBATION		INMATE		PAROLE		TOTAL
Violent	19,578	43%	21,860	48%	3,731	8%	45,169
Sex	5,859	46%	6,687	52%	249	2%	12,795
Property	46,681	73%	10,289	16%	7,164	11%	64,134
Drug Sales	9,599	52%	3,818	21%	5,130	28%	18,547
Drug Possession	34,939	81%	3,562	8%	4,645	11%	43,146
Habitual Violator / D.U.I.	2,678	79%	313	9%	394	12%	3,385
Other	9,532	72%	2,094	16%	1,692	13%	13,318
<b>Total</b>	<b>128,866</b>		<b>48,623</b>		<b>23,005</b>		<b>200,494</b>
<b>% of State Total</b>	64%		24%		11%		

\* The inmate population does not include over 2,000 offenders in county jails awaiting transfer to state prisons. The parolee population does not include 590 from other states but under supervision in Georgia. The probation population represents state probationers only which includes those serving in detention and diversion centers and probation boot camps. Percentages are by crime type.

Source: Parole Board Research, Evaluation and Technology Section

## Interstate supervision of parolees

**G**eorgia is a member of the Interstate Commission for Adult Offender Supervision. This national commission provides oversight for states with offenders crossing state lines. The Commission is responsible for the creation and management of the rules that govern the transfer of such offenders.

The Commission allows Georgia to transfer a Georgia-sentenced parolee to the supervision of another state for legitimate, verifiable reasons. Primarily, offenders are transferred so they can return to their original residence or family, particularly if the environment is conducive to the parolee's successful rehabilitation. For those same reasons, Georgia agrees to supervise approved parolees transferred from other states. Out-of-state parolees must obey the parole conditions of the sentencing state as well as the state accepting their supervision.

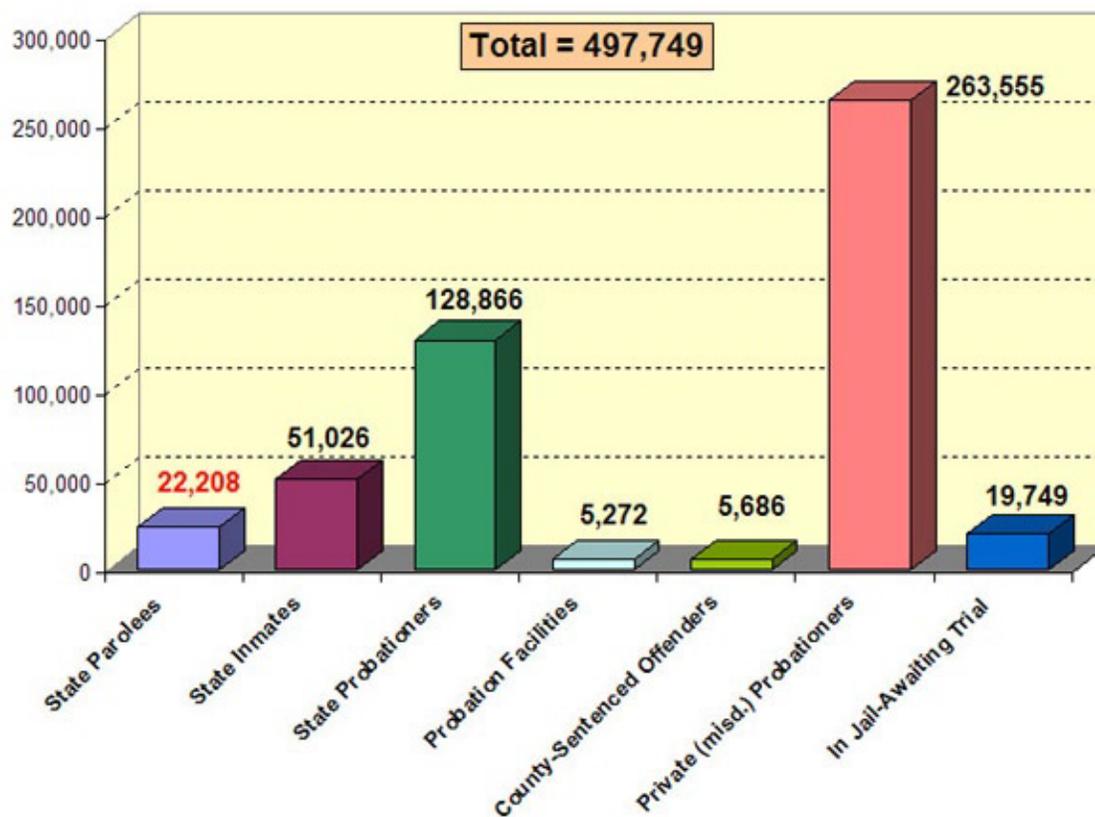
In FY04, the Parole Board's Interstate Compact Unit downsized by three positions as a result of the tightening budget. Despite the cutbacks, the unit developed and adopted a process by which paperwork for interstate offenders can be transferred electronically to field offices and other states. This effort reduced time for transferring cases, ultimately saving taxpayer dollars. The new electronic system is now being used as a model for similar cases across the country. By the end of FY05, all states participating in the Interstate Compact will be using the automated system.

<b>Out-of-state parolees supervised by Georgia</b>	<b>590</b>
<b>Georgia parolees supervised by other states</b>	<b>2,242</b>

## Georgia's full correctional picture

Georgia's offender population includes more offenders than those in state prisons, under state adult probation or parole authority. The total offender population also includes several thousand in juvenile facilities, under federal probation, and supervised in other states (Likewise, Georgia Parole supervises offenders sentenced elsewhere who have moved to Georgia.) Moreover, more than 263,000 misdemeanants serve their probation with private probation authorities contracted by county or city governments.

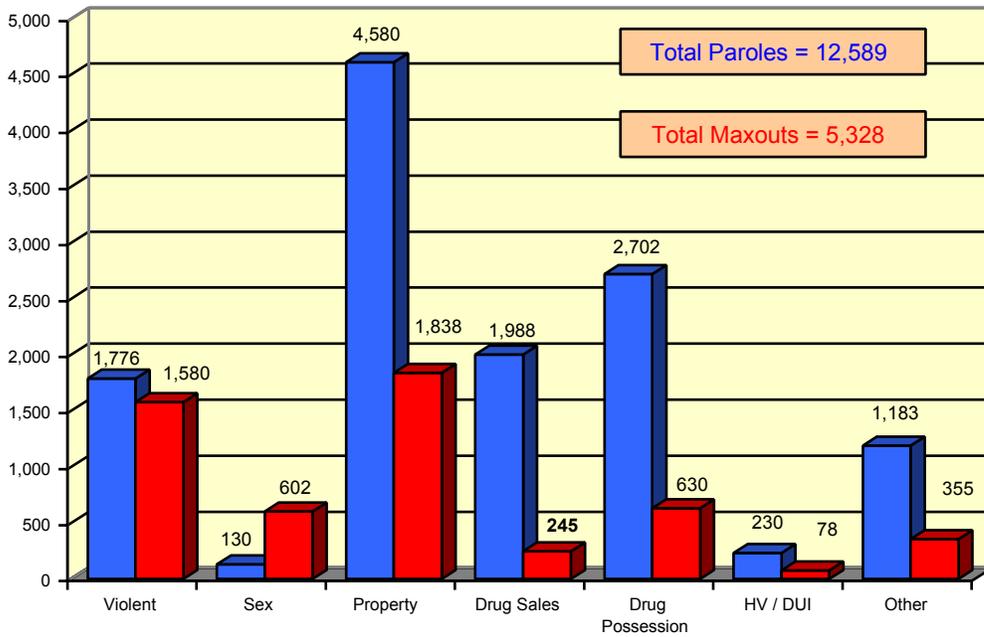
**Georgia's Adult Offender Population**  
June 30, 2004



### Parole releases are low-end offenders

As is illustrated in the chart below, the largest portion of paroled offenders fall into the low-end crime type categories of property or drug offenders. More than 73% of parole releases in FY04 were convicted of crimes relating to property offenses, drug possession or drug sales. Alternatively, violent and sex offenders usually serve most, or all of their court-imposed sentences.

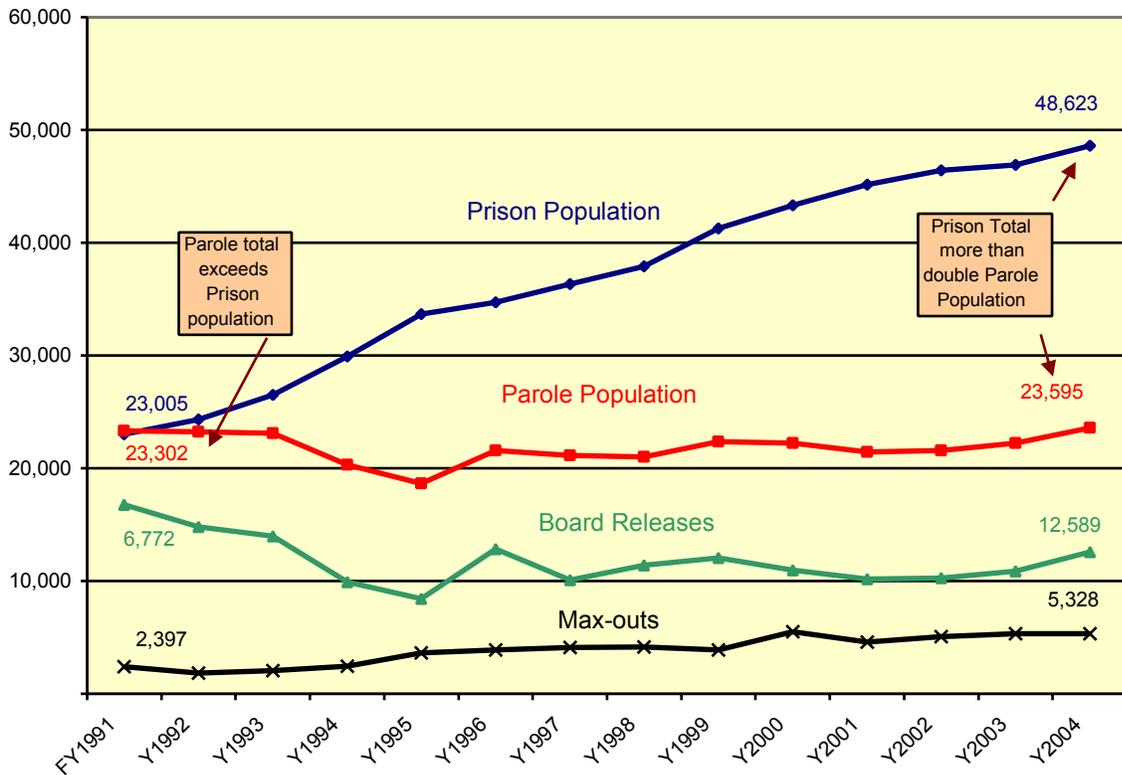
**FY 2004 Prison Releases by Crime Type**



### Parole population holds steady

At the close of FY04, the parolee population stood at 23,595 which included over 2000 Georgia parolees supervised out of state, and almost 600 of other states' parolees living in Georgia. While the inmate population has grown each year since 1992, the parole population has remained stable or has slightly fallen.

**Prison Population, Parole Population and Prison Releases  
FY 1991 to FY 2004**



Source: Parole Board Research, Evaluation and Technology Unit

## Board members' workload increases

Since 1973, the state's prison population has grown exponentially while the number of Parole Board members has remained the same. Statistics from the Department of Corrections indicate that there are almost 50,000 inmates serving in Georgia's prisons, equivalent to a 470% increase since the Board was made a five-member body in 1973. Board members also travel the state weekly to hold revocation hearings, determining whether parolees have violated conditions of their parole and must be returned to prison.



Parole Board Member Garfield Hammonds, who has served on the Board since 1995, is surrounded by inmate files. Cases are reviewed independently by Board members until a majority of three determines when, or if, the inmate will be released.

## The Parole Process

In Georgia no prison inmate is entitled to parole. Most, however, by law are eligible to be considered for parole at some point, usually after serving one-third of the prison sentence. A favorable parole decision results in the Board establishing a “tentative parole month” (TPM) for the inmate, contingent on positive progress reports and other information received during the intervening months or years. A tentative parole may be withdrawn by the Board at any time prior to the scheduled prison release date.

The typical parole consideration follows this path:

**THE INVESTIGATION:** When an offender enters the prison system, parole investigators begin studying arrest and court records and talking with arresting officers, victims and witnesses to determine the details of the offender’s crime, and any prior offenses. Next, a parole investigator interviews the inmate in prison to gather information about the offender’s personal history, including previous residences, employment, family situation, educational background and an account of the crime. Finally, a Board employee will conduct a series of interviews with family members, former employers and friends of the inmate. This step identifies critical factors important to the offender’s return to the community.

**HEARING EXAMINER REVIEW:** A Board hearing examiner reviews the inmate’s file and extracts specific factors such as educational level and prior criminal history to prepare a summary for the Board and establish a risk score. Using a grid, the examiner then links the risk factor score with the appropriate crime-severity level. The crime severity level begins at level one with offenses such as shoplifting, to level seven, which includes crimes such as kidnapping or armed robbery. The cross-reference grid reveals the typical prison time, including the maximum, served by other offenders with similar offenses and risk factors. The hearing examiner makes a recommendation to the Board members based on the inmate’s risk assessment and other factors.

**BOARD VOTE:** Board members independently review the inmate’s file. They may agree with the recommended time to serve, or as they consider the unique factors in the case, may vote to reduce or extend it. The file travels individually to each Board member until a majority of three agree upon the final parole determination.

NOTICE OF TENTATIVE ACTION  
 PAROLE SUCCESS FACTORS - YOUR PAROLE SUCCESS LIKELIHOOD SCORE IS FOUND BY ADDING THE POINTS WHICH APPLY TO YOU.

A. AGE AT FIRST COMMITMENT: (26 OR OVER = 5, 22 - 25 = 3, 18 - 21 = 2, 17 OR LESS = 0)	2
B. PRIOR CONVICTIONS - JUVENILE AND ADULT: (NONE = 3, 1 = 2, 2 - 3 = 1, 4 OR MORE = 0)	3
C. PRIOR INCARCERATIONS SINCE AGE 17: (NONE = 2, 1 = 1, 2 OR MORE = 0)	2
D. PAROLE OR PROBATION FAILURE: (NO FAILURE = 4, PROBATION ONLY = 2, PAROLE ONLY = 1, BOTH = 0)	2
E. NO USE, POSSESSION OR ATTEMPT TO OBTAIN HEROIN, COCAINE, DRUGS AND/OR COCAINE = 1, OTHERWISE = 0	1
F. COMMITMENT OFFENSE (S) DID NOT INVOLVE HONOLARY OR PROBATION = 2, OTHERWISE = 0	0
G. FULLY EMPLOYED DURING SIX (6) MONTHS PRECEDING ARREST OF CURRENT OFFENSE = 1, OTHERWISE = 0	0
H. HAD A WATP SCORE OF EIGHT (8) OR HIGHER AT TIME OF INITIAL TESTING = 2, OTHERWISE = 0	2
<b>TOTAL PAROLE SUCCESS LIKELIHOOD SCORE</b>	<b>12</b>
CRIME SEVERITY LEVEL	1
RECOMMENDED MONTHS TO SERVE FROM GRID	16

THE BOARD HAS DEPARTED FROM THE GUIDELINES RECOMMENDATION AND HAS TAKEN THE FOLLOWING ACTION:  
 GRANT TENTATIVE PAROLE MONTH ..... JULY

IF SPECIFIC REASONS FOR DEPARTING ARE LISTED BELOW:  
 THE BOARD FINDS THE CIRCUMSTANCES OF YOUR CRIME(S) CALLS FOR MORE TIME IN PRISON THAN RECOMMENDED BY THE GUIDELINES SYSTEM.  
 DECISIONS MADE BY THE BOARD ARE TENTATIVE AND MAY BE CHANGED AT THE DISCRETION OF THE BOARD AT ANY TIME.

**Above:** Inmates receive notice of the Board’s decision on their parole. If parole has been approved, the inmate is given a “tentative parole month” and cautioned that the decision may be rescinded up to the hour of release.

## Parole Guidelines: a work in progress

Since 1979 the Parole Board has reviewed non-life sentence cases under “Parole Decision Guidelines,” one of the country’s first standardized methods of predicting an offender’s success on parole. Under the guidelines system, hearing examiners use factors such as educational level and prior criminal history, coupled with the crime severity to evaluate the inmate’s risk and likelihood for success outside of prison walls.

Periodically the Parole Decision Guidelines system must be revised to reflect new sentencing legislation or current Board clemency practices. A thorough reevaluation ensures continued reliability.

During FY04, the Board reviewed the Parole Decision Guidelines. Current success factors were analyzed to determine their accuracy in predicting the inmate’s likelihood for success. An analysis of prior Board decisions allowed staff to critique crime severity levels and time-to-serve recommendations. Although no official guideline changes were made in FY04, over the next year, staff members plan to make recommendations on changes in the system to more accurately reflect current voting patterns.

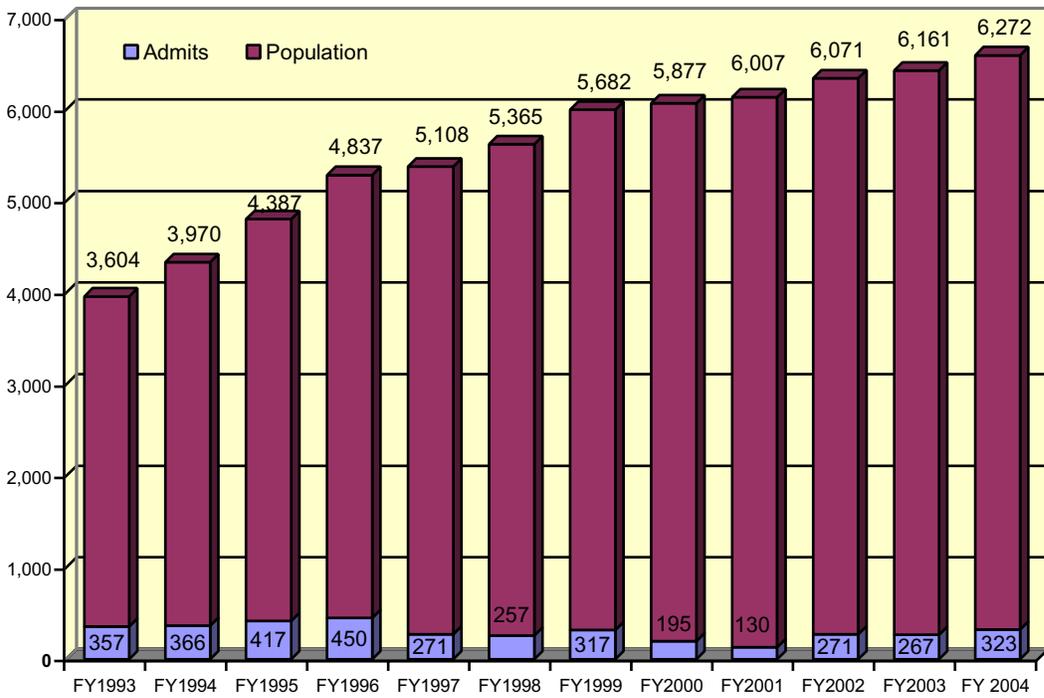
In FY05, the Board also plans to look at options for automating the risk factor scoring process, hopefully resulting in increased efficiency and consistency.

## Life-sentenced inmates

Georgia law requires that inmates serving life sentences for violent offenses who were convicted after January 1, 1995 be considered for parole after serving 14 years in prison. Those who are denied parole are legally entitled to reviews at intervals not exceeding eight years, but, as with all cases, Georgia's Parole Board can reconsider a case at any time. As is illustrated by the graph below, eligibility for review in no way implies that parole will be granted. In FY04 there were more than 6,000 inmates serving life sentences in Georgia. More than 3,000 of those life-sentenced inmates have been considered and denied parole at least once.

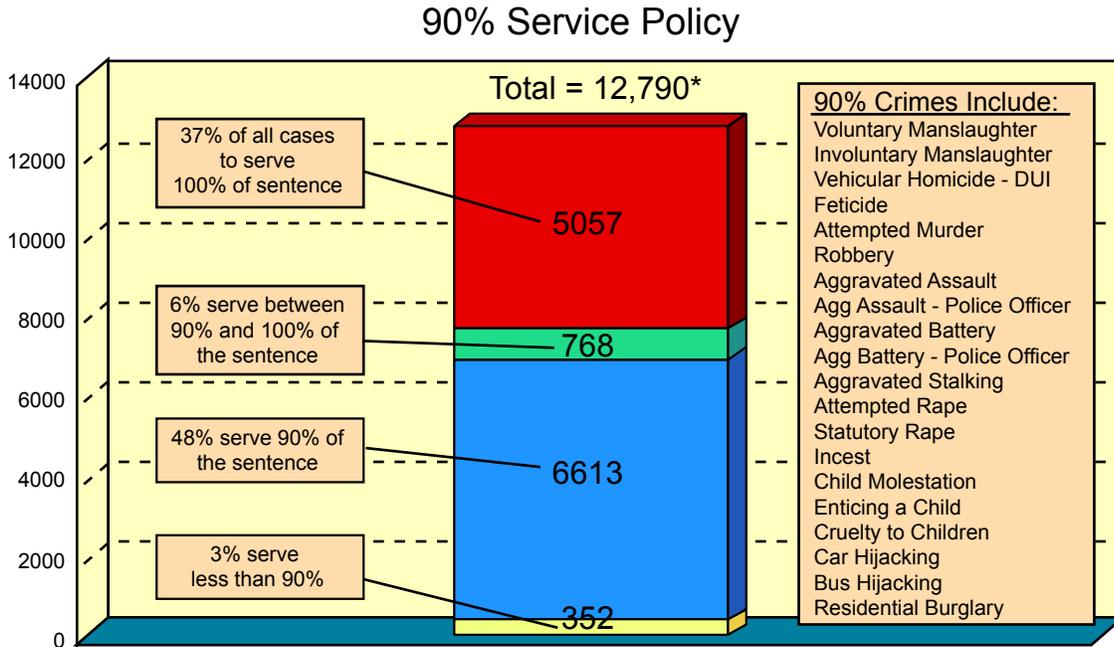
### Inmates Serving a Life Sentence

(Source: Georgia Department of Corrections)



### 90 percent policy

In January 1998, the Parole Board implemented a new guideline policy that recommends inmates convicted of one of 20 violent crimes serve ninety percent of the court-imposed sentence before release to parole supervision. As shown in the graph below, since 1998 the Board has deviated from the policy only on very few occasions. In a small number of carefully selected cases, the Board voted to release the inmate prior to ninety percent so that the offender would have up to one year of supervision under the strict eye of a parole officer.



\*Note: Total cases processed - January 1998 through June 30, 2004. An additional 592 cases are in final processing. Carefully selected inmates are released before 90% primarily to ensure up to one year of strict community supervision.

**Total number of 90% cases processed since January 1998 = 12,790**

## Clemency action in FY04

**RELEASE ACTIONS**

Parole	9,565
Supervised Reprieve	1,981
Conditional Transfer	1,041
Commutation	2
Remission	0
Other Release Actions	0
<b>TOTAL RELEASES</b>	<b>12,589</b>

**TOTAL PAROLE REVOCATIONS** 3,363

**DISCHARGES**

Discharge from Parole	5,839
Discharge from Supervised Reprieve	1,449
Commutation to Discharge Parole	199
<b>TOTAL DISCHARGES</b>	<b>7,487</b>

**TOTAL DECISIONS UNDER GUIDELINES** 13,548

**LIFE DECISIONS**

Deny Parole to Life Cases	755
Grant Parole to Life Cases	134
<b>TOTAL LIFE DECISIONS</b>	<b>889</b>

**OTHER BOARD ACTIONS**

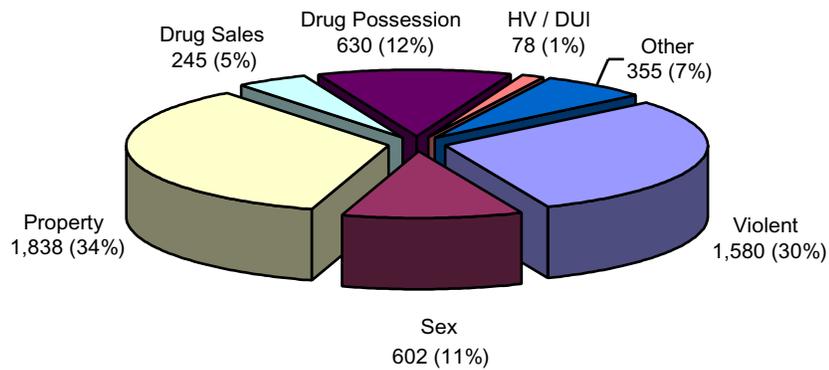
Pardon	354
Commutation Reducing Sentence	0
Medical/Compassionate Reprieve	97
Restoration of Rights	255
Visitor Interview	3,123
Revocation Hearing	550
Preliminary Hearing	86

**RELEASES UNDER SUPERVISION**

Georgia Releases in Georgia	20,763
Out-of-State Releases in Georgia	590
Georgia Releases Out of State	2,242
<b>TOTAL PAROLEE POPULATION</b>	<b>23,595</b>

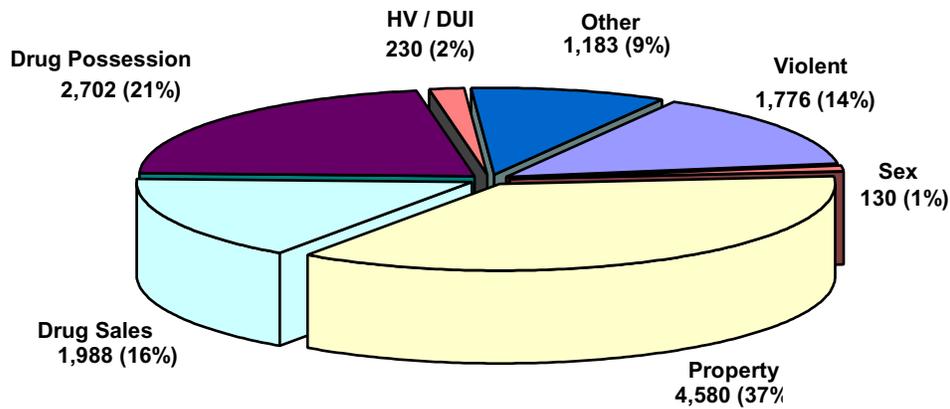
Parole releases v. Prison max-outs by crime type

**FY2004 Prison Max-Outs by Crime Type**  
Total = 5,328



Source: Offender Tracking Information System (OTIS)

**FY 2004 Board Releases by Crime Type**  
Total = 12,589



Source: Offender Tracking Information System (OTIS)

## Death case appeals

The Parole Board has the sole constitutional authority to reduce capital punishment cases to a sentence of life or life without parole. Once a death row inmate exhausts his judicial appeals an execution date is set. At that time, the condemned inmate can request an appointment before the Board to ask for executive clemency.

Prior to the appointment, the Board staff compiles an exhaustive set of reports about the circumstances of the offense, criminal history and life of the condemned inmate. Each Board member reviews the file and the appointment is scheduled to allow those in favor of clemency to appear before the entire Board. Usually the appointment is attended by the inmate's attorneys, family or friends. The condemned inmate does not attend the appointment.

At the conclusion of the appointment, Board members each cast a confidential vote on the request to to commute the death sentence. A majority of three affirmative votes is required to commute a death sentence.

In FY04 the Board considered the appeals of four death-sentenced inmates. Only one was commuted to a lesser sentence than death.

From Georgia's reinstatement of the death penalty in 1976 until the end of FY04, the Parole Board has considered 47 death-sentenced inmates. Eight have been commuted to a lesser sentence.

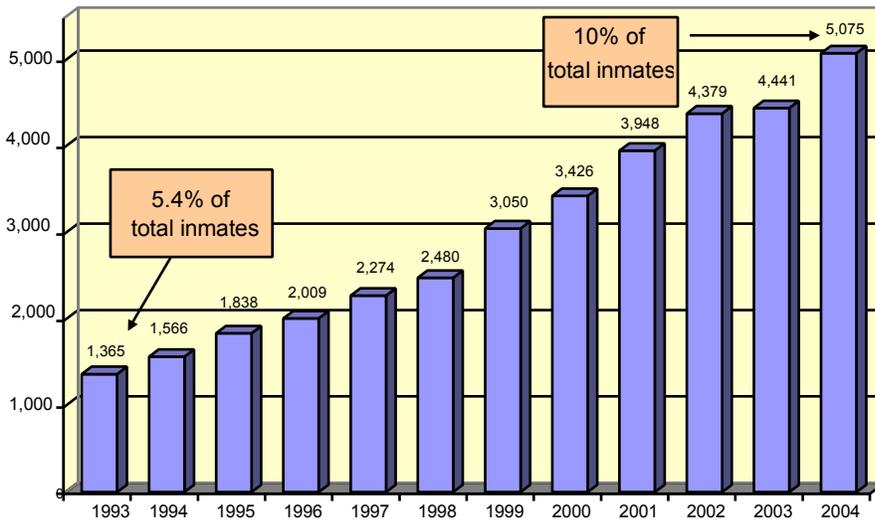
The four inmates considered by the Board in FY04 were James Willie Brown, Eddie Albert Crawford, Willie James Hall and Robert Karl Hicks. Only Willie James Hall was granted executive clemency. The Parole Board commuted his sentence to life without parole on January 26, 2004. The other three inmates were executed.

## Parole's medical reprieve process

Georgia defines its "elderly inmate" population as those who are 50 years of age or older. Many aging inmates have chronic medical conditions that often reflect a history of unhealthy lifestyles. Elderly inmates comprise almost ten percent of Georgia's inmate population but consume more than 31 percent of the state prison healthcare budget set aside for all inmates.

The Parole Board has the power to grant medical reprieves to inmates who are incapacitated due to age, a health condition, or a terminal illness. Department of Corrections medical staff recommend inmates for reprieve. The Board balances the medical cost of maintaining the inmate in a state prison with the severity of the crime and the inmate's likelihood and ability to commit a new crime. Although they are usually fully debilitated, medically reprieved offenders are supervised by a parole officer. If the offender's medical condition improves, the release may be returned to prison to complete their sentence. In FY04, the Parole Board released 97 inmates on medical reprieve status.

**Inmates 50 Years of Age and Older**  
(Source: Georgia Department of Corrections)



In FY04 inmates 50 or older made up 9.7% of the prison population and consumed 31.5% of health care dollars spent for hospital and specialist care delivered outside the prison infirmary.

## Victim services

**A**s new offenders enter the Georgia prison system, the Board encourages victims, their survivors or other interested parties to contact the Board's Office of Victim Services. All letters and contacts to the office are made a permanent and confidential part of the case file on the inmate. When the offender becomes eligible for parole consideration, the victim's wishes, fears, and concerns become a critical part of the parole decision process.

Victims can also complete a Victim Impact Statement, which will permanently remain in the inmate's file. If requested, the victim will be notified when the Board considers an inmate for parole and, if the Board considers the offender to be a candidate for parole, the exact release date.

Since 1991 the agency has required certain parolees to pay a victim compensation fee. The proceeds of this fee are deposited in the Georgia Crime Victims Compensation Fund.

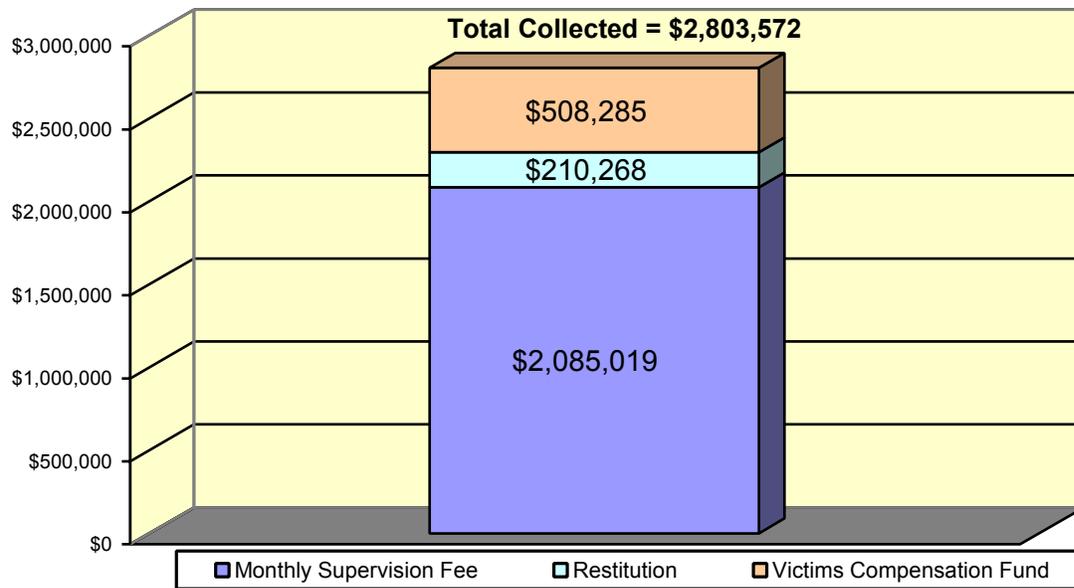
During FY04 the Office of Victims Services was internally audited, providing an opportunity for staff to refocus the mission and critical goals. As a result of the audit, the unit established goals for staff training and for the solicitation of volunteers to assist in serving victims of crime in Georgia.

**During FY04 the Office of Victim Services sent out 4,425 pieces of correspondence, provided assistance to more than 6,000 callers, and personally met with many individuals on specific parole cases.**

### Victim services

Georgia parolees are required to make monthly payments that directly benefit victims and communities. Releasees pay a \$30 monthly supervision fee that goes to the state treasury's general fund. Restitution fees, which may be imposed by the sentencing court or by the Parole Board, reimburse specific victim(s) harmed by an offender's crime. Victims' compensation fees, paid by violent-crime offenders in lieu of the supervision fee, are deposited in the Crime Victims Compensation Fund which provides payment to those personally impacted by crime.

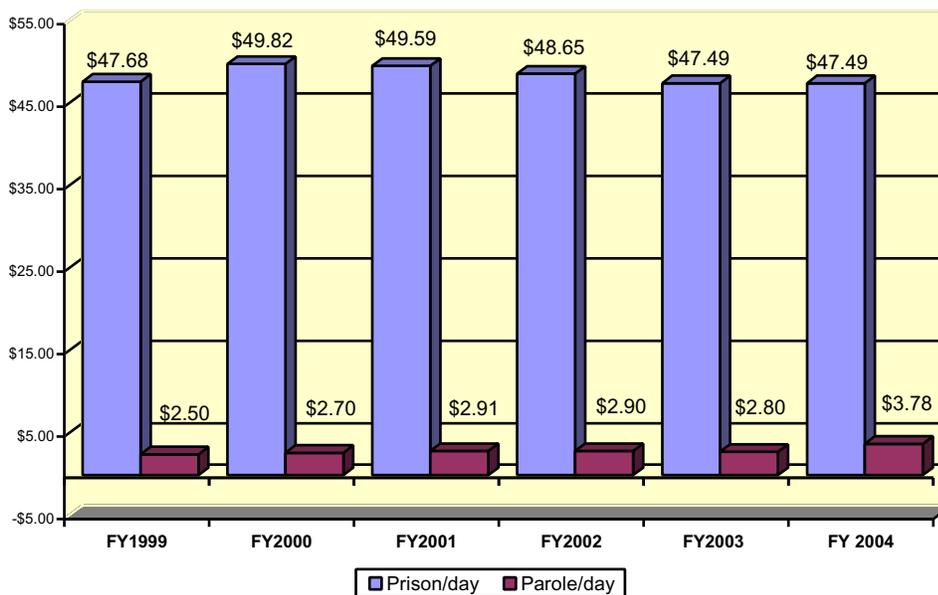
**Parolee Payments in FY2004**



### Prison costs v. Parole costs

Georgia's alarming prison population accentuates the need for alternative solutions to hard prison beds for some offenders. Georgia allows carefully selected low-end drug and property offenders to be supervised by a parole officer, saving hard prison beds for violent, sex and repeat offenders. As seen below, daily parole supervision fees are a mere fraction of the cost to clothe, house, and feed an offender in prison.

**Cost Comparison: Parole Supervision vs. Prison Incarceration**



## Georgia's parole officers: A balanced approach

**D**uring FY04, the Parole Board's Field Division redefined its mission to "safely transition offenders into the community," refocusing field staff towards mission-critical efforts. Parole officers honed their balanced approach to supervision, which couples offender treatment and self-help with surveillance and law enforcement strategies.

In FY04, ten new parole officers graduated from the agency's Basic Training Academy in Forsyth, Georgia at the Georgia Public Safety Training Center (GPSTC). Parole officers spend eight weeks studying defensive tactics, constitutional law, supervision techniques, victims' rights and other subjects. Officers qualify with a semiautomatic weapon, a skill they maintain through semi-annual requalifications. Graduates of the rigorous training are certified by the Peace Officers Standards and Training (POST) Council to serve as Georgia Peace Officers sworn to protect the public.

Parole officers have authority to execute Board warrants for parolees, which they do with precision and safety resulting from their extensive training. Parole and the Georgia Emergency Management Agency are official partners and the agency's parole officers are specially trained to assist in state emergencies or other statewide law enforcement events such as the G-8 Summit held in June 2004.



**Above:** Marietta Parole Officer Victor Thompson briefs fellow arrest team members before going out to serve a warrant on a fugitive parolee.

**All parole officers have four-year college degrees and are P.O.S.T. certified peace officers. During FY04 Georgia parole officers arrested 6,354 parole violators, averaging 530 arrests per month.**

## Georgia's parole officers: A balanced approach



**Left:** Dublin Parole Officer Shevondah Fields is awarded for her service as a cognitive skills coach. Presenting her award is Central Regional Director Caryl Deems.

**In FY04:**

389 parolees graduated from cognitive skills programs.  
1,925 completed substance abuse programs.  
2,743 were required to attend mental health counseling.

A parole officer's job hardly begins and ends with strict surveillance and law enforcement tactics to keep parolees on the straight and narrow path. Parole's balanced approach to supervision requires the parole officer to provide intervention when the offender struggles with substance abuse, a mental health condition, a lack of education or job skills, or a myriad of other obstacles that face individuals upon release from prison.

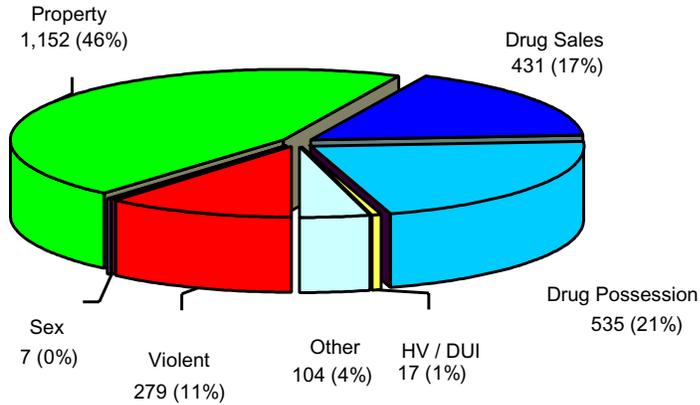
At the end of FY04, the Parole Board issued a request for proposals for parolee substance abuse services to obtain one statewide vendor (or up to six regional vendors) to deliver outpatient substance abuse services to offenders identified by the Board. The use of a small number of vendors, versus multiple vendors across the state, will provide stability and a standardized assessment tool for offenders' improvement. Implementation is expected in FY05.

In FY04, the Board continued its focus on altering criminal thinking patterns through cognitive skills coaching. Certain parole officers, each of whom continues to carry a full caseload, volunteer to take on the additional responsibilities of a parolee class, teaching methods of avoiding the thought patterns that lead to criminal behavior.

Parolees with mental illness are often the most challenging cases for parole officers. During FY04, parole officers referred increasing numbers of parolees to the Treatment and Aftercare for Probationers and Parolees (TAPP) program, specializing in treatment for mentally ill offenders. TAPP provides case managers for mentally ill offenders who facilitate mental health treatment, find funding for medication, and help offenders find appropriate housing and other support services.

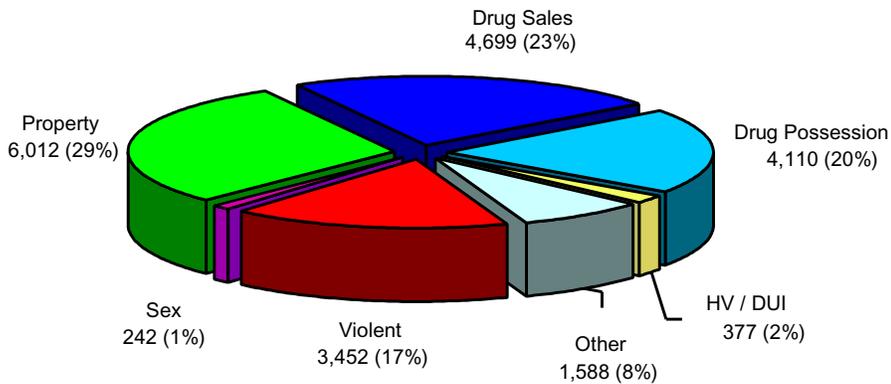
Male vs. female crime patterns

**Female Parole Population by Crime Type**  
Total = 2,525



Source: Offender Tracking Information System (OTIS)  
Excludes other states' parolees under supervision in Georgia.

**Male Parole Population by Crime Type**  
Total = 20,480



Source: Offender Tracking Information System (OTIS)  
Excludes other states' parolees under supervision in Georgia.

## Tools of the trade: electronic monitoring and drug screening

The Board uses electronic monitoring devices and drug screens as tools to monitor parolee compliance with the conditions of parole.

### ELECTRONIC MONITORING

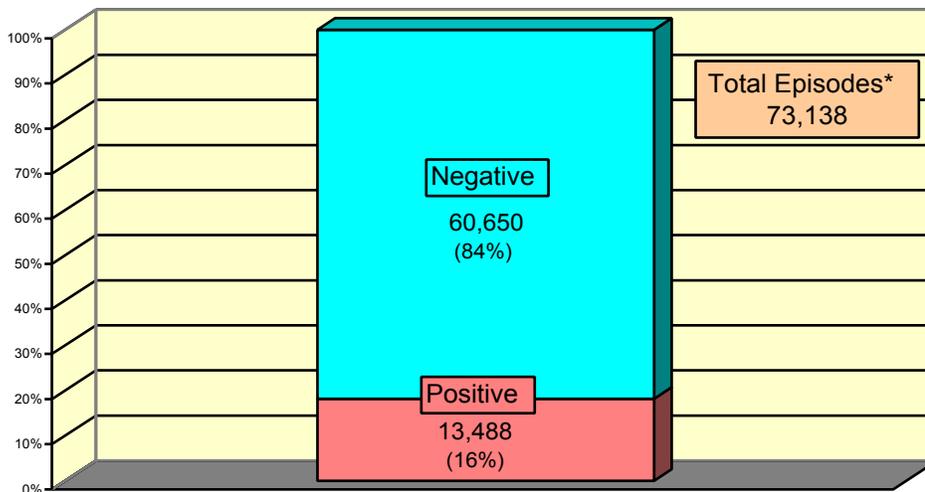
In August 2003, using the state's competitive bid process, the Board contracted with ADT Security Services to supply electronic monitoring devices at a cost of \$2.80 per day per parolee. These costs are paid by the offender, typically those at higher risk for relapse, or those who have violated certain technical conditions of parole but whose conduct is not threatening to the public. During FY04, the Board increased the number of parolees on electronic monitoring from approximately 700 in June 2003, to 862 in July 2004.

At the end of FY04, the Board began the bidding process for a pilot project to evaluate Global Positioning Satellite (GPS) electronic monitoring in ten cities across the state. The GPS EM uses satellites to track parolee movements as they go through their daily routines, notifying officers when the offender has violated the conditions of his or her parole by entering into a restricted zone. Implementation of the program is scheduled for FY05.

### DRUG SCREENING

Random and scheduled drug screens are used by parole officers to encourage compliance with release conditions. In FY04, more than 74,000 drug screens were completed on parolees throughout the state with 84 percent reporting negative for drug use.

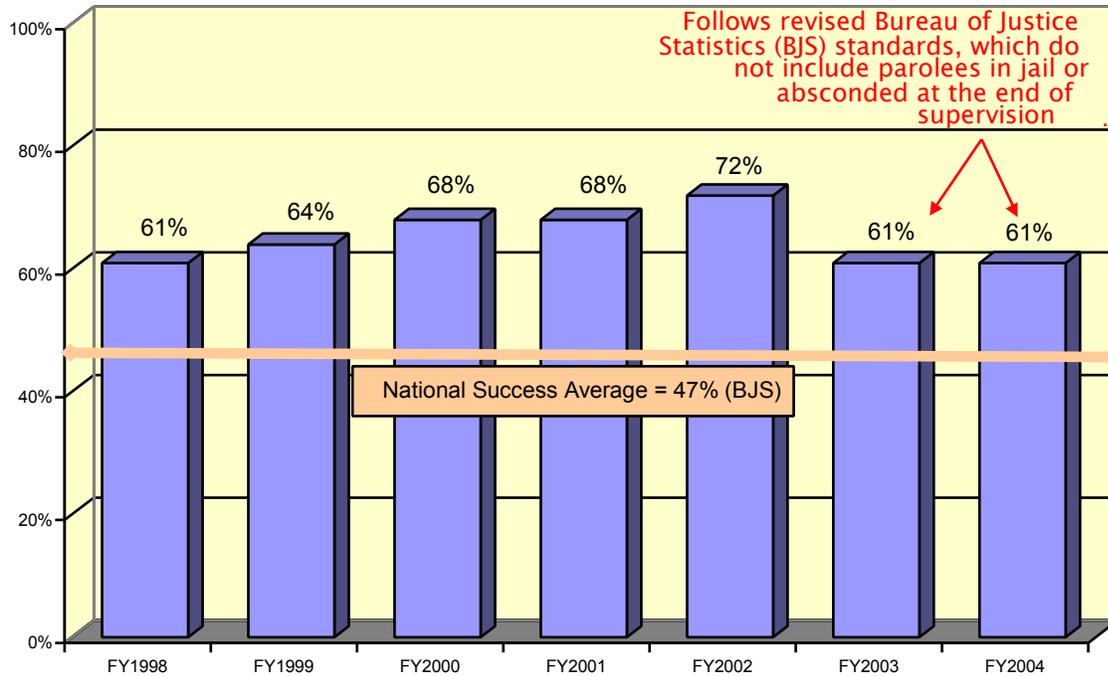
**Drug Testing: FY 2004**



\* Note: A test episode is 1 set of drug tests for 1 parolee on 1 day regardless of the # of tests conducted.

Georgia's success rate exceeds national average

Percentage of Successful Completions



**\*Over the last seven years the Georgia Parole Board's success rate has exceeded the national average by 14% or more. In FY03 the Board began to apply a stricter measure of "parolee success," excluding from successful outcomes those parolees in county jail or on absconder status at the expiration of their parole period. This accounts for the decrease in the successful percentage from FY02 to FY03.**

## Looking ahead to FY05

Many of the Parole Board's accomplishments in FY04 are projects that will continue into FY05 and later. The following is a list of projects the Parole Board anticipates will be highlights of FY05.

**GPS ELECTRONIC MONITORING:** The Board began testing new electronic monitoring equipment using global positioning satellite (GPS) in October 2004. The evaluation period will end in October 2005. A criminal justice professor with Georgia State University will prepare an independent recommendation on the future use of GPS electronic monitoring based on outcomes from the yearlong evaluation period.

**PAROLE GUIDELINES REVISION:** In FY05, the Board plans to complete revisions to the parole guidelines system adjusting crime severity levels and time-to-serve recommendations to more accurately reflect current Board decisions.

**EXPANSION OF DAY REPORTING CENTERS:** The Parole Board will partner with the Department of Corrections in FY05 to expand the day reporting center concept to three new cities: Jonesboro, Macon and Rome.

**NEW DATABASE FOR PAROLE RECORDS:** During FY05, the Parole Board will begin the process of moving its portfolio of applications from Lotus Notes to a web based application. This long term project is expected to decrease future equipment costs and allow applications to be shared more easily with other agencies.

**PERSONNEL ASSESSMENT CENTER:** During FY05 the Carl Vinson Institute of Government will begin the work of a job task analysis for the position of chief parole officer. The institute will help the Board develop criteria and procedures for using the assessment center to evaluate applicants for job promotions and new hires.

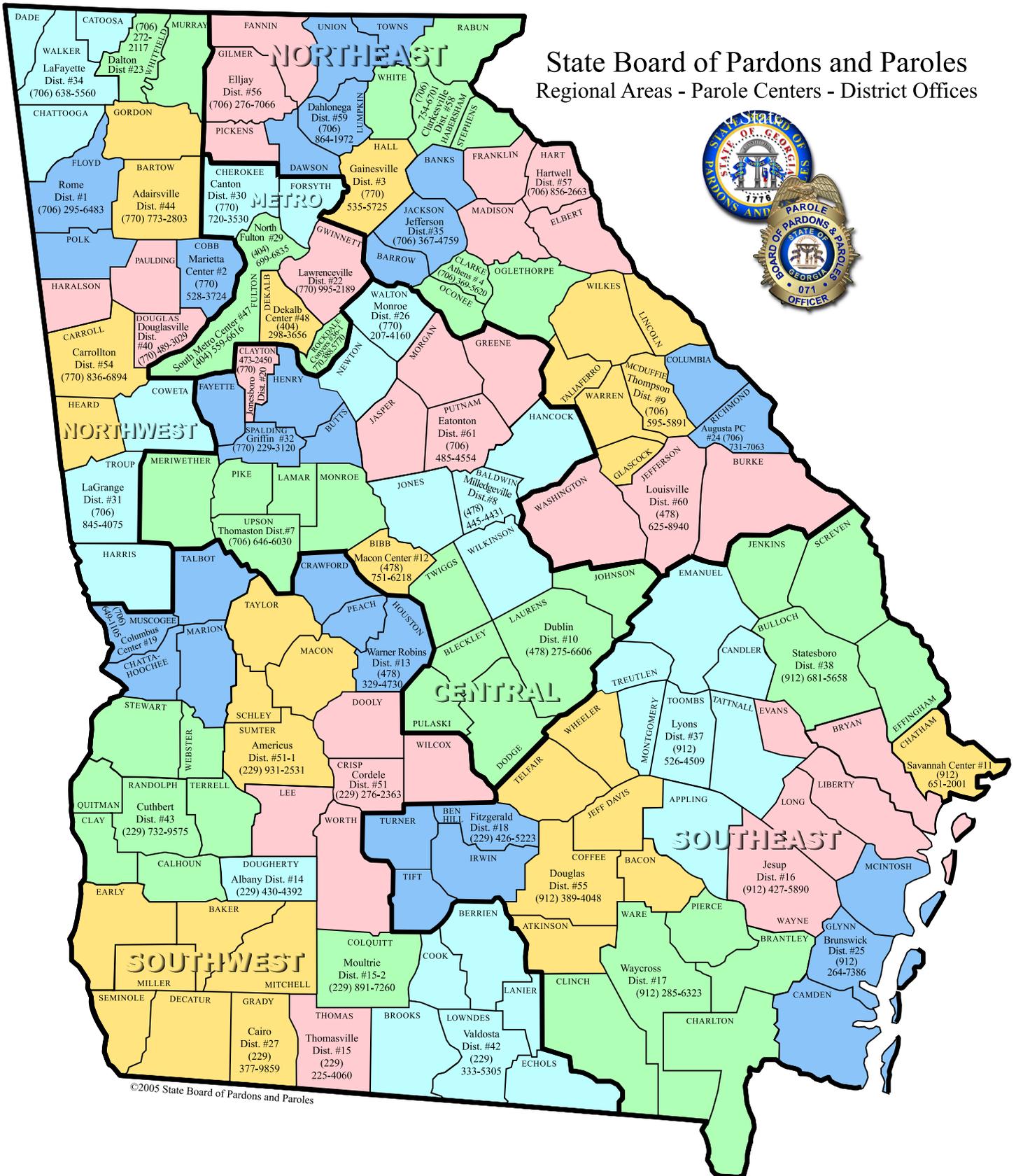
**NEW WEB SITE:** The Board plans to revamp its web site during FY05, bringing popular components such as the Parolee Database, Contact Registry, Pardon Application, Parole laws and rules, and the Victim Impact form to the forefront for easier navigation.

For more information

The FY04 Annual Report was prepared by the Parole Board's Offices of Public Information and Research, Evaluation and Technology. For further information please contact:

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State Board of Pardons and Paroles  
Regional Areas - Parole Centers - District Offices



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