

Focused on

Solutions



PAROLE 2001

Georgia Board of Pardons and Paroles Fiscal Year 2001

Annual Report

FOCUSED ON SOLUTIONS

State of Georgia
Board of Pardons and Paroles

Annual Report 2001



Georgia's parole officers are POST-certified peace officers who work daily with their law-enforcement colleagues to protect communities from crime. As official partners of GEMA, the Georgia Emergency Management Agency, they are also trained and ready to respond to the community's needs during a crisis.

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

FY2001

I am honored to present the activities of the State Board of Pardons and Paroles for FY01. During this first full year of operations in the new century, our agency continued to focus on the development and application of public-safety solutions to better serve Georgia's citizens.

The Parole Board operates at the last stage of the criminal justice process, a critical realm of responsibility where punishment must be balanced with prison capacity and the knowledge that —with or without parole—the vast majority of Georgia's inmates return home. Public safety depends not just on removing offenders from the community, but on successfully reinstating them.

I am particularly proud that our agency maximizes that post-prison transition by immersing offenders in programs and structure to reduce the risk for future crime. A critical aid in that mission is our agency-pioneered technology which allows us to monitor parolee progress with the country's highest level of public accountability. Our offender supervision model has won several national awards since its implementation in 1997, but undoubtedly the most meaningful is the Governor's Public Safety Award honoring our executive director Charles Topetzes and our agency for developing the revolutionary new system. That recognition signifies that our work, while influencing national programs, directly benefits the intended recipients: Georgia's citizens.

Two months after the close of this fiscal year, our country suffered horrific crimes of terrorism which shattered our individual and collective sense of safety and freedom. Clearly evident to us was our duty and opportunity as a public-safety agency to help restore that security. The Parole Board will continue to meticulously fulfill its missions in parole selection, offender supervision, and services to victims and the community, while combining our skills and commitment with our law-enforcement colleagues to combat threats from any source.

At no time have all of us at the Parole Board been more grateful for the privilege of public service; at no time have we been more confident of success in finding better solutions to safeguard our communities.





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.

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to invest public funds for public security

Agreeing to the conditions of his release, an offender signs his parole certificate which mandates required behavior, including fulfillment of financial obligations such as child support or victim restitution. Nonviolent offenders comprise 83 percent of Georgia's parole population.



The Georgia Board of Pardons and Paroles is entrusted with critical public-safety duties: selecting which offenders can be released from prison so the most serious can remain; and then equipping those who are released with skills to prevent their return to crime. The challenge is heightened by the reality of limited resources. No state can continue to build prisons to accommodate the growing pool of felons without siphoning money from health, education, or other areas which foster the well-being of all citizens while providing society's first level of crime prevention. Nor can taxpayer dollars be showered at a vast array of experimental offender re-entry programs in the hope that one will eventually prove effective in lowering recidivism. Georgia's citizens expect and deserve public-safety solutions which respect all levels of their security, including financial.

Investing for public security

The Georgia Parole Board maintains unrelenting focus on its objective to invest state resources for optimal public-safety results. Ultimately it comes down to determining—one by one—which offender we as a society elect to confine at \$49.80 per day, which offender we can provisionally release to community supervision at \$2.90 per day, and which of those paroled offenders then require the greatest allotment of agency resources to circumvent their return to crime.

With more than 90 percent of Georgia's inmates eventually returning to society, prison is a temporary crime deterrent for most and one that contributes its own risk factors for future crime. Without effective post-prison support an offender's exit and return to prison may be separated by only a brief, unstable sojourn in society. The Board applies strategies to weaken, intercept, and ultimately break the crime cycle at that most vulnerable point.

A tradition of leadership

The State Board of Pardons and Paroles has been in continuous operation since 1943, establishing it as one of the nation's most stable and influential paroling authorities. More than 20 years ago the Board designed Parole Decision Guidelines, a risk-assessment tool which aided the Board in making consistent, sound decisions on parole. Guidelines installed the Parole Board as a national leader in providing solutions that raised standards of both public safety and public accountability.



During his four-year tenure as chairman Walter Ray has led the Parole Board in expanding its alliances with law-enforcement agencies as well as civic organizations.

The Board's leadership reputation was reinforced in 1997 with the introduction of a parole supervision system emphasizing measurable results. Criminal justice practitioners across the country hailed Georgia Parole for providing a model of intensive intervention programming for parolees accompanied by a long-sought master key: the ability, through technology, to evaluate the results of those supervision strategies in real time. Effort—and money—could now be allocated to recidivism-lowering strategies with the confidence that immediate feedback would enhance public safety while conserving public funds.



Parole Board Member Bobby Whitworth, shown above, receives stacks of offender files daily to review for parole suitability. Board members make parole selections by studying agency investigations on the offender’s crime, criminal history, family and educational background, medical and psychological evaluations, and prison conduct. Also included in those files are comments from police and justice officials and communication from victims and their families. Those views are solicited by the Board to gain more facts about the case and to fully understand the crime’s impact on the community.

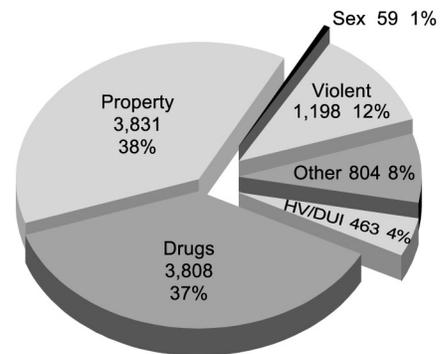
Informed input for better solutions

In developing its public-safety strategies, the Parole Board strives to predict the impact of its procedures on other public-safety agencies as well as private citizens. Board officials and field professionals meet frequently with local and state criminal justice representatives, public officials, victims, community leaders, and private citizens, inviting their suggestions and questions that will guide the agency to better solutions for Georgia’s security.

Philosophy in practice

The Parole Board overlays innovative public-safety solutions on the sound framework of its history and experience. Listening, evaluating, and constantly improving—those activities form the spokes of the wheel driving all agency operations. More than a process, it describes the attitude that has propelled Georgia Parole to its national reputation as a model of public accountability.

Board releases in FY2001



Total = 10,163

Source: Georgia Board of Pardons and Paroles, Office of Criminal Justice Research

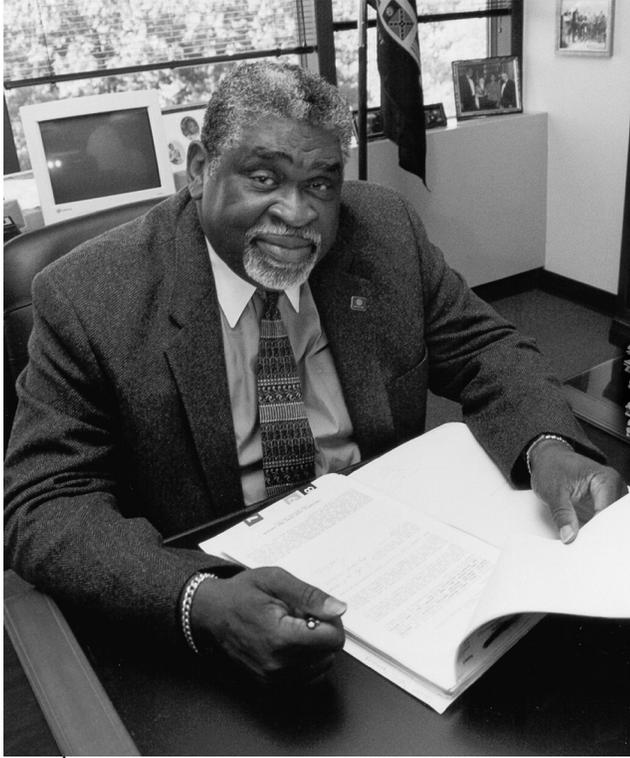
Parole Decision Guidelines

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 success on parole. A Board hearing examiner reviews the inmate's file and extracts specific factors such as educational level and prior criminal history. Using a grid, the examiner then links the risk factor score with the appropriate crime-severity level, from level one incorporating such offenses as shoplifting, to level seven, which includes crimes such as aggravated assault. The cross reference grid reveals the typical prison time served by other offenders with similar offenses and risk factors. Board members may agree with the recommended time or, as they consider the unique factors in the case, may reduce or extend it. Individual votes by Board members are then averaged to obtain a tentative parole date.

Board members do not apply Parole Decision Guidelines to life-sentence offenders, whose suitability for parole is dictated by the nature of their crime. The offense severity may preclude any eventual release despite stellar prison conduct, remarkable family support, or other factors which might tip the scales favorably for offenders with lesser crimes.



Former DEA official Garfield Hammonds, Jr. is one of the five panel members who grants or denies parole to Georgia's inmates, voting privately on a ballot contained in the inmate's file. A majority determines parole. Board members frequently insert special parole stipulations to the standard conditions which appear on all parole certificates. These add-on conditions typically mandate psychological treatment, electronic monitoring, restitution to victims, banishment from certain areas of the state, or periodic offender-funded polygraph examinations.



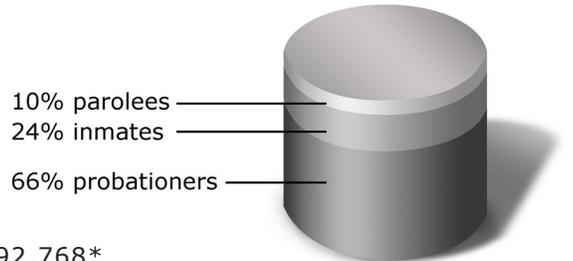
Board Member Dr. Eugene Walker studies a parolee’s case which has been referred for a final hearing. Minor parole violations are handled at the district level through a channel of progressive discipline. However, if the parolee does not respond to local sanctions or if his behavior threatens public safety, the parolee appears before Board members to determine if revocation to prison is appropriate. These hearings are held at selected state prisons.

Rating Risk

Board members select the lowest-risk offenders for parole, acknowledging that a certain number of inmates must be paroled to allow room for newly sentenced, incoming prisoners. The “least risky” offender is therefore correlated to the characteristics of an ever-changing prison population, with its steady influx of both violent and non-violent, first-time and serial felons. One of Georgia Parole’s strengths, in addition to its careful parole-selection process, is its ability to tailor parole community supervision strategies to the risk and needs presented by each offender.

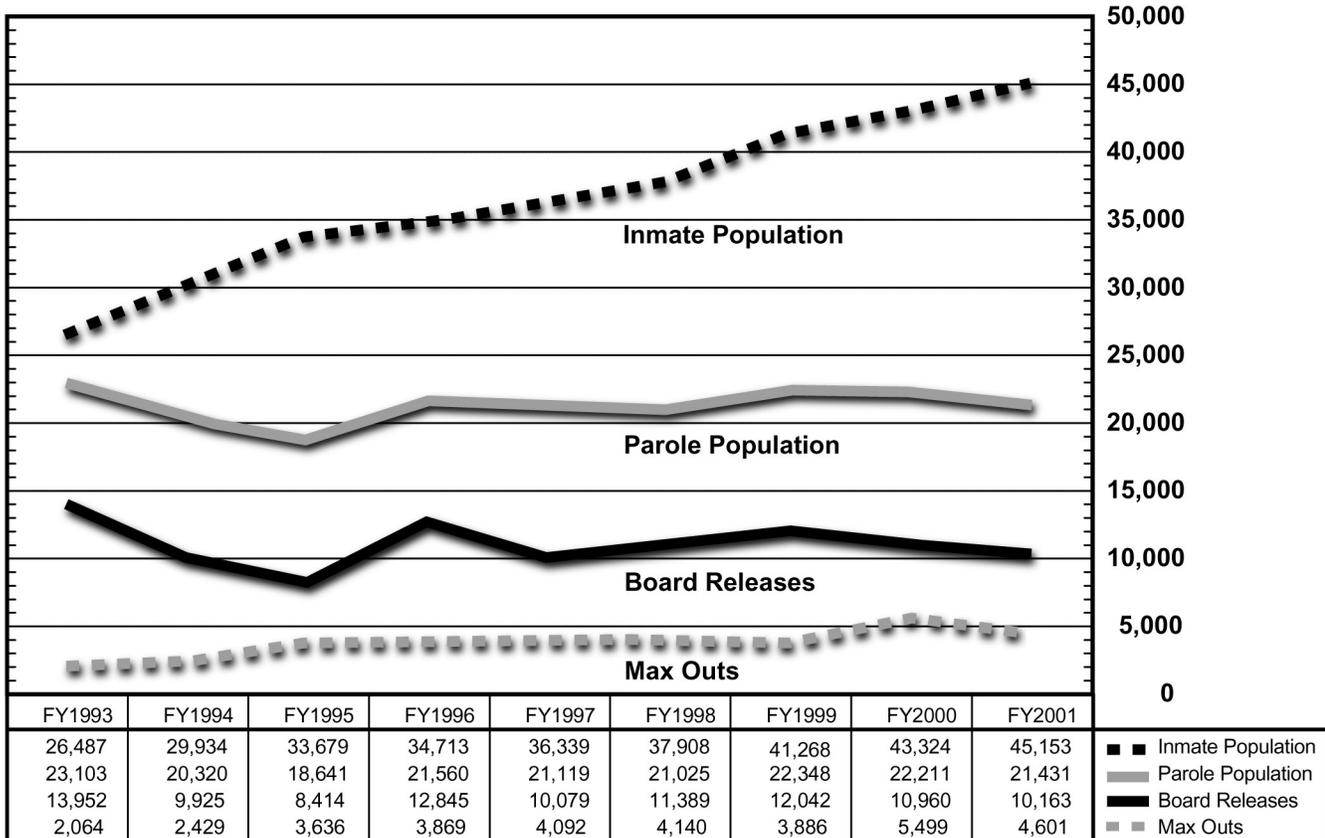
Eligibility vs entitlement

No Georgia prison inmate is legally entitled to parole. Most, however, are *eligible* for parole and entitled by law to a *parole consideration*, during which parole may be denied or granted for a future date, contingent on progress during the intervening months or years. Life sentence inmates who are denied parole are not entitled to another review for eight years, although the Board may reconsider any case at any time at their discretion.



FY01 correctional population — 192,768*
*does not include offenders under private probation supervision

Inmate Population, Parole Population and Prison Releases FY1993 to FY2001



Note: Inmate and Parole Populations are as of June 30th for each year.
Source: Office of Criminal Justice Research, State Board of Pardons and Paroles

Inmate Population
Total 45,503*



Parole Population
Total 20,325**



*Inmate population excludes jail detainees awaiting transfer to prison
**Parole population excludes out-of-state cases under Georgia supervision
Source: Georgia Board of Pardons and Paroles, Office of Criminal Justice Research



Board members gain and impart information about public safety concerns through community involvement. Dr. Betty Ann Cook, above, considers her active participation with community issues such as family violence and children and victims' advocacy to aid her effectiveness as a criminal justice policymaker. Last year Dr. Cook received the National Women of Achievement Profiles of Excellence Award, the Women of Morris Brown Excellence Award, and the Frontiers International Distinguished Service Award.

Parole's 90% rule

Offenders convicted for certain violent crimes are subject to the Parole Board's policy requiring 90 percent service of their court-imposed prison term before possible parole. From the implementation of the self-initiated policy in January 1998 through the end of FY01, the Parole Board had rendered 8,664 decisions under its provisions.

Total Cases Processed Under 90% Policy	
Incest	36
Feticide	2
Robbery	1,568
Car jacking	27
Bus jacking	0
Statutory rape	297
Attempted rape	27
Child molestation	1,158
Attempted murder	3
Aggravated battery	291
Aggravated assault	2,184
Vehicular homicide	118
Cruelty to children	190
Residential burglary	1,986
Aggravated stalking	114
Vol. manslaughter	364
Invol. manslaughter	64
Enticing a child	26
Agg. bat.-Officer	1
Agg. asslt.-Officer	136
Crime not reported	72
Total Decisions as of 6/30/01	8,664

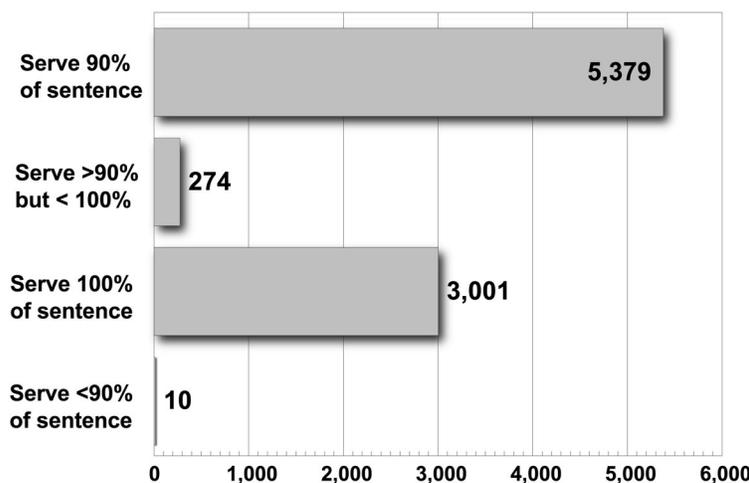
An interview with Dr. Cook on female parolees is posted at: [www.pap.state.ga.us>Library>FeatureArticles>Returning home after prison: women offenders face unique challenges](http://www.pap.state.ga.us/Library/FeatureArticles/Returning_home_after_prison_women_offenders_face_unique_challenges)

GEORGIA'S CORRECTIONAL POPULATION — FY 2001							
CRIME TYPE	PROBATION		INMATE		PAROLE		TOTAL
Violent Personal	17,960	44%	19,813	48%	3,321	8%	41,094
Sex Offense	5,189	47%	5,730	52%	207	2%	11,126
Property	46,578	74%	10,058	16%	6,694	11%	63,330
Drug Sales	8,525	50%	4,198	25%	4,260	25%	16,983
Drug Possession	34,448	82%	3,454	8%	4,084	10%	41,986
Habitual Violator / D.U.I.	5,684	81%	588	8%	787	11%	7,059
Other	8,556	76%	1,662	15%	972	9%	11,190
TOTAL	126,940		45,503		20,325		192,768
% of STATE TOTAL	66%		24%		10%		100%

Note: 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 probation facilities (boot camps, detention centers and diversion centers), but not the 156,000-plus offenders under private probation supervision.

Source: Georgia Board of Pardons and Paroles, Office of Criminal Justice Research (OTIS - 6/2001; 8/2001)

Parole Board action since the implementation of 90% Service Policy



90% policy decisions

From January 1, 1998 to June 30, 2001, the Board processed 8,664 inmates under the 90% service policy. Only 10 cases received a less than 90% decision.

Source: Georgia Board of Pardons and Paroles, Office of Criminal Justice Research

Georgia Parole's decision-makers are criminal justice experts

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 each year since 1997, 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.

GARFIELD HAMMONDS, JR. BOARD MEMBER

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 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. 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.

DR. BETTY ANN COOK 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. EUGENE WALKER, 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.

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to advance victims' rights



Under the Board's Restorative Justice Program, a parolee donates labor to a Southeast Georgia fire station.

Twenty years ago no one could have predicted the resurgence of the victims' influence in today's criminal justice process; a hundred years ago no one would have guessed its decline. In early 20th century American society, victims were often neighbors and friends of judge and jury. In the urban mobile society that followed, victims entered the judicial process formally, as needed for prosecution of the crime against the state. Forgotten, if it had ever been realized, was that victims of crimes are further injured by a criminal justice system that fails to honor their need for participation as well as information. The Parole Board strives to do both, acting from ethical conviction and receiving in return invaluable information about the personal and societal impact of crime. That ongoing education spurs its development of more responsive and effective practices not just in victims' services, but in all areas of its work, including the supervision of parolees in communities harmed by crime.

In FY01 the Board's victim advocates communicated with nearly 6,000 victims or representatives through written correspondence, and 3,000 more by phone

Evolution to advocacy

Evolving from a one-person victim assistance program created in 1991, Georgia Parole's Office of Victim Advocacy now employs four full-time staff members at the Atlanta headquarters. Adding to their effectiveness are the Board's Restorative Justice coordinators who are assigned to field offices around the state to work with local victim advocates while overseeing parolee community work projects.

"Independent" advocates

Parole's victim advocates occupy a unique role: viewed by the public they are Board representatives who understand legal and functional processes of the agency and have direct access to Board members; within the agency they are recognized as committed spokespersons for victims, presenting information and views about the case which affect parole decisions. Last year, as in previous years, 97 percent of the cases that were strongly protested by victims and the community were postponed or cancelled.

The Office of Victim Advocacy routinely seeks evaluations from the public they serve. Fiscal 2001 year-end surveys reflect a 99 percent good or excellent rating, with many respondents adding comments of gratitude or surprise that a parole agency could provide attention and respect for both their information and emotional needs.

Partnering with Georgia activists

Aiding the Board in its mission of victim advocacy is its council of citizen advisors, a panel of 14 members who represent community and victim interests across the state. These volunteers selected from both civic and professional realms meet regularly with the Board to develop agency strategies that improve services to victims and promote understanding of Parole Board operations in their area.

Community connections

Operating 60 field offices across the state, the Parole Board is intricately tied to Georgia's communities through its employees. These men and women parole officers, investigators and support staff often personally know the police officer investigating a crime, the district attorney prosecuting a case, or, in many cases, the victim. From personal conviction as well as professional mission, they advocate for victims' rights in the criminal justice system and diligently communicate victims' opinions and needs to Parole Board members. During Domestic Violence Awareness Month in October and National Crime Victims Week in April, all of the Board's field offices participated in, and frequently coordinated, local events of commemoration or awareness.

In FY01 parolees provided 1,000 hours of labor monthly to non-profit agencies



Above, a Parole victim advocate updates the mailing address for the victim of a serious crime who will be kept notified of any Board action on the case. The Parole Board solicits information and opinions from victims and their families and continually improves ways to facilitate communication. Both Victim Impact Statements and Victim Notification forms can now be submitted electronically through the Board's Web site. Victims may visit the Board headquarters at any time to speak personally to a victim advocate, but those outside of Atlanta may prefer to meet with a Board representative who visits Albany, Savannah, Augusta, and Macon one day each month. For scheduling information please call 404-656-5712.

Restorative Justice

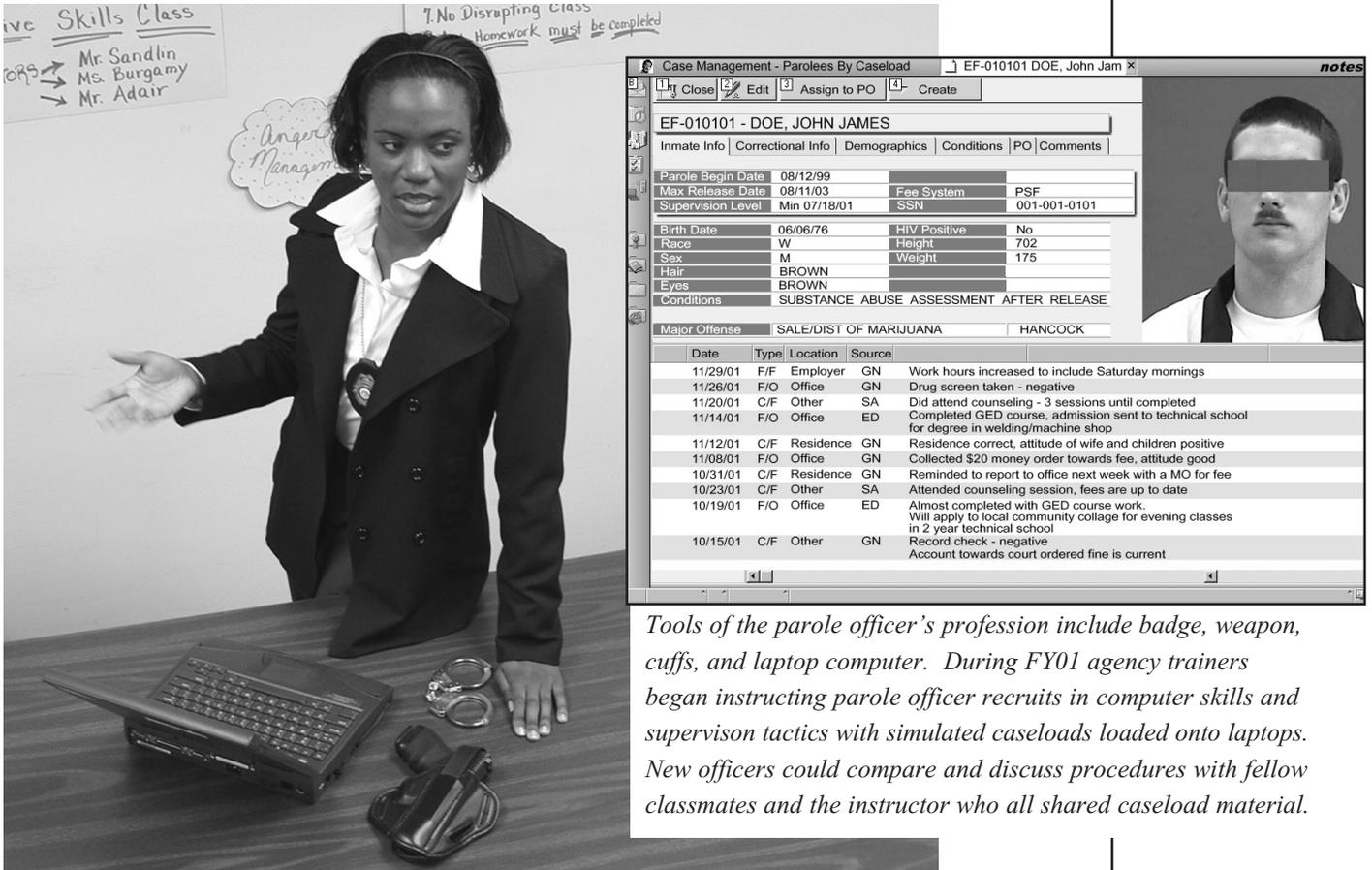
The Restorative Justice Program encompasses projects designed to aid, symbolically and literally, communities harmed by crime. Under the community service program, non-violent parolees perform jobs for qualified, non-profit agencies that would otherwise draw on taxpayer funds or be left undone. Even though the offender's prison service helps to offset his debt to society, his contribution to local needs reminds him of his ability and obligation to repair some of the injury sustained by the community. Parolees are often proud of their civic work, pointing out to their parole officers, family, and employers, the city park they helped to landscape or the senior citizens center they restored with fresh paint.

Parolee fees* collected in FY2001
supervision: \$1,129,047
restitution: \$210,022
victims compensation: \$196,367
TOTAL: \$1,535,436

*supervision fees are returned to the state treasury general fund; restitution fees reimburse specific victim(s) harmed by an offender's crime; and victims compensation fees are deposited to the fund which provides payment to other Georgia victims of crime.

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building technology to enhance public safety



Tools of the parole officer's profession include badge, weapon, cuffs, and laptop computer. During FY01 agency trainers began instructing parole officer recruits in computer skills and supervision tactics with simulated caseloads loaded onto laptops. New officers could compare and discuss procedures with fellow classmates and the instructor who all shared caseload material.

By building its technology, the Parole Board can envision and implement public-safety strategies on a far-reaching scale, bolstering not only the agency's effectiveness but that of Parole's law enforcement colleagues. The Board's technological progress has been realized through its long-standing practice of turning to its experienced staff to create original solutions from available resources. That philosophy has resulted in leading-edge public-safety solutions with public accountability at its core.



Parole managers can easily assess parole field office activity at any time, thanks to Georgia Parole's award-winning caseload management system. Goals established for parolees, parole officer, and the office are tracked electronically, providing managers with the ability to redirect resources, standardize procedures, and provide the immediate oversight which is critical to public safety.

Paper or computer? The challenge of documenting behavior

In days when word-processing typewriters were state-of-the-art, the agency's intent to transform operations from paper to computer seemed wise but daunting. Particularly challenging was the goal to replace manual notebooks of parolee activity with an electronic system which would provide multiple-person access and a myriad of up-to-date reports.

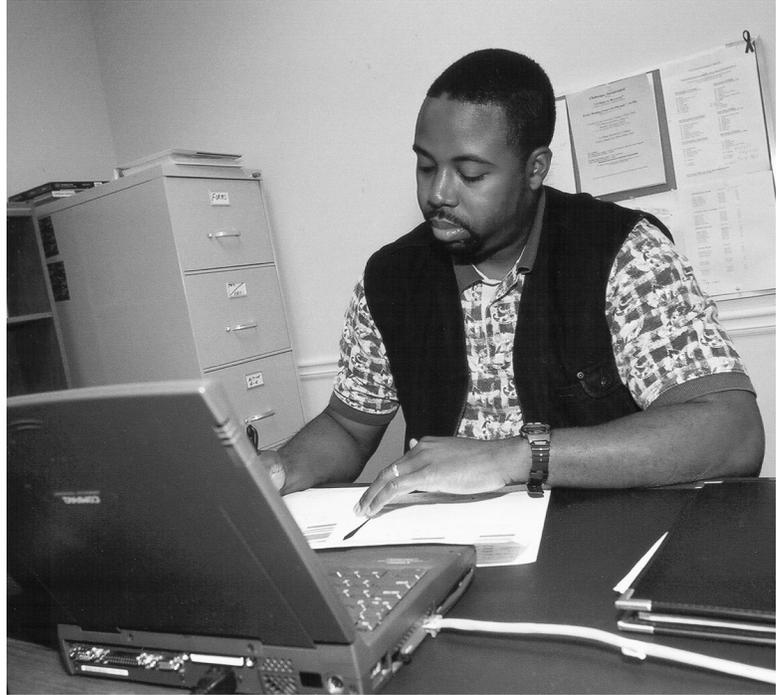
Agency leaders assigned a small core of in-house specialists to begin the conversion. They worked side by side with parole officers and managers to assess needs while building enthusiasm for the vastly different system which would require parole officers to add computer skills to a profession already demanding a wide range of expertise.

By the time Georgia Parole's electronic parolee case management system was implemented statewide in December 1997, the software had been fine-tuned, the staff trained, and the technology support team ready for action. Because of that methodical preparation, the software was tailored to Georgia Parole's specific case-work needs, produced at a fraction of the cost originally quoted by outside vendors, and has since become a model for adaptation by other community corrections agencies across the nation.

Momentum spurs advances

Parole's technology has come a long way since parole officers experimented with caseload documentation on home computers or canvassed for surplus state computers to place in field offices. Yet it is precisely that internal conception and nurturing which has allowed it to flourish. Thanks to the agency's overlapping databases and its employees' above average computer literacy, conversion of tasks from paper to computer has evolved to a familiar routine. During FY01 agency employees began receiving pay stubs as well as submitting travel expense forms electronically, saving mail and labor costs. This year the accounting division began storing financial reports on CDs, continuing the administrative conversion which progresses smoothly within the agency and is noticeable to those outside of it who have requested and received instruction in the Board's efficient procedures.

Soon the voluminous background investigations required for all parole-eligible offenders will be entirely electronic, bringing Georgia Parole close to that "paperless" goal, once a distant destination and now the launching site for a new level of criminal justice effectiveness.



Documenting their parolees' progress through point-and-click entries, parole officers save time, provide more complete updates, and accumulate the comprehensive data needed by parole managers to enhance the agency's effectiveness in offender supervision.

In FY01 parole officers logged more than 170,000 face-to-face field visits with parolees, including 7,000 on weekends

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reintegrating the offender into the community



By the time an offender reaches the adult correctional system, he or she may have been on the margins of society for years, pushed to the edges by the accumulation of deficits: poor education, lack of vocational and social skills, and, often, chemical addiction. Building life experiences within the constraints of ever-diminishing options, and joined by others with similar limitations, a person may develop ways of perceiving and responding to the world which perpetuate a cycle of failure harmful to himself and others. Breaking that pattern is critical to public safety; parole is often the last opportunity to do it.

Reducing motivation for crime

Most Georgia inmates will return to the community. Unable to cope in society before their confinement, they reenter a more challenging culture with even fewer resources. Parole is a critical, and often last, window of opportunity for the parolee to become anchored in the community instead of drifting back to its edge. A parole certificate opens the prison door, but responsible parole supervision helps the offender emerge from the destructive confinement of his own deficits. Good parole supervision intercepts crime at its core.

Success through structure

Nearly all offenders are deficient in ways that dramatically affect their ability to earn money in the world and to participate easily in its daily functions. Even if the offender is insightful enough to admit the need for improvement, he or she may lack the tenacity or organization to pursue specific goals on their own.

With its leverage of revocation to prison, the Parole Board has undeniable power in its role of change agent. The agency uses its authority to ensure that offenders who would otherwise forgo training through fear, denial, or passivity, receive it. Through individualized supervision strategies, parole officers brace offenders with the structure of short-term goals, motivate them through encouragement as well as consequences, and establish the trajectories of success which offenders can follow with momentum when parole ends.



While electronic monitoring may be used as a punitive sanction for noncomplying parolees, its more common application is as a transitional tool to add structure for high-need parolees just released from prison. The Board is aiming to have this program completely parolee-funded in the near future.

Targeting for impact

Georgia Parole targets its resources to address areas where deficiency is most correlated to criminal behavior: education, vocation, substance abuse, and cognitive skills. Frequently, these critical four are intertwined so that progress in one area improves all.

Impossible to measure, but unmistakable to parole officers, is the secondary impact of the offender's progress on another at-risk group: his or her children. When a parole officer reports that a parolee's son, formerly indifferent to school and rude to teachers, now does his homework nightly with his father who is preparing for his GED, the significance of one change in breaking the generational cycle of crime is clear.



Assessing the offender's relapse risk is the first step of the supervision process. Parole officers place at-risk parolees on one or more intervention tracks and establish short- and long-term goals for each track. An offender with a drug addiction history may also have poor vocational skills and demonstrate the impulsiveness that could be addressed by cognitive skills training. The parole officer works subsidiary goals around the demands of the primary intervention, all the while enforcing standard parole conditions of responsible societal conduct.

Redefining offender supervision

The Georgia Parole Board implemented "Results Driven Supervision (RDS)," a new model of parole management, in December 1997. Theory, research and practical experience provided the raw elements of the model emphasizing intervention, while Georgia Parole's advanced technology delivered continuous analysis of those strategies. That breakthrough was revolutionary, finally allowing practitioners to quickly, consistently, and thoroughly evaluate supervision practices and programs in real time, discarding those that fail and refining those that work.

Accountability

Georgia's parole supervision model provides a pyramid of oversight. Managers at all levels can quickly retrieve information on individual parolee progress or district level activity, calling up specific reports designed for their needs. Just as a parolee is placed on "tracks" to which he is held accountable through goal setting and review, the Parole Board employs the technology to keep itself on track with performance goals for the ultimate review by Georgia's citizens.

The parolee at right works for a firm which offers steady hours, benefits, plus praise and increased pay for dependable performance. Job success is a potent catalyst for improvement in other areas of the parolee's life.

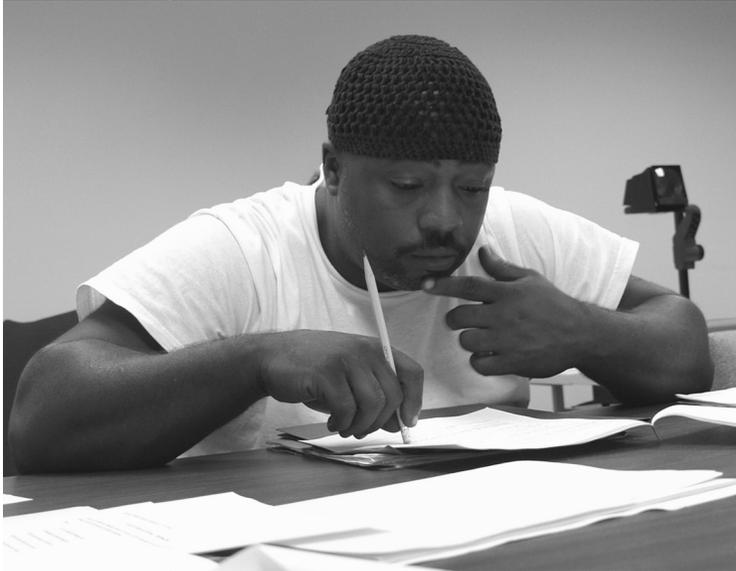
Interventions that work

For some offenders placement in a steady job under a boss who will challenge yet guide them may be the only intervention necessary to start a pattern of success. The Board requires parolees to work but recognizes the importance of matching them with employers who provide opportunities for job growth.

Employers receive a tax-credit for hiring offenders, an incentive which can open job doors for parolees with limited work experience. Supervisors who may have been skeptical about managing parolees often learn they are dedicated employees, enthusiastic and enormously responsive to encouragement and fair treatment. While under supervision parolees are required to hold a steady job but those who have shown good work habits on parole generally continue the pattern even without that mandate.



FY01 parolee employment rate was 87 percent vs. pre-arrest rate of 50 percent



Parole officers and Labor Department counselors offer job-readiness training for parolees which includes techniques of effective job interviewing and ways to build productive working relationships with supervisors and coworkers.

For more information about TOPPSTEP, call 404.657.9400

Equipping with tools for success

While many parolees thrive when matched with a fair employer and opportunities for growth, some do not have reading skills to advance beyond entry level roles. Nor can they attend vocational schools to obtain specialized skills. Nearly 40 percent of Georgia's inmates read at less than 6th grade proficiency, and parole officers routinely discover parolees who cannot complete even a simple job application form. Officers coordinate the parolee's placement in community or in-house GED classes to help them hurdle a major obstacle to their success.

A step ahead

Prison counselors prepare a job packet for the soon-to-be-released parolee which includes identification and other paperwork necessary for post-prison employment. The parolee can then be referred immediately to a community-based Labor Department counselor. That jumpstart is one of many benefits provided by The Offender Parolee Probationer State Training Program—TOPPSTEP, a partnership of Parole, the Department of Corrections, and the Department of Labor to expedite the offender's re-entry to society while matching his or her skills to positions of highest pay and growth potential.

Intercepting crime by breaking chemical addiction



A parole officer, right, visits her parolee and child at a residential drug treatment facility, one of few providing family accommodations and child-care support.

Drug tests conducted
in FY01: 59,545

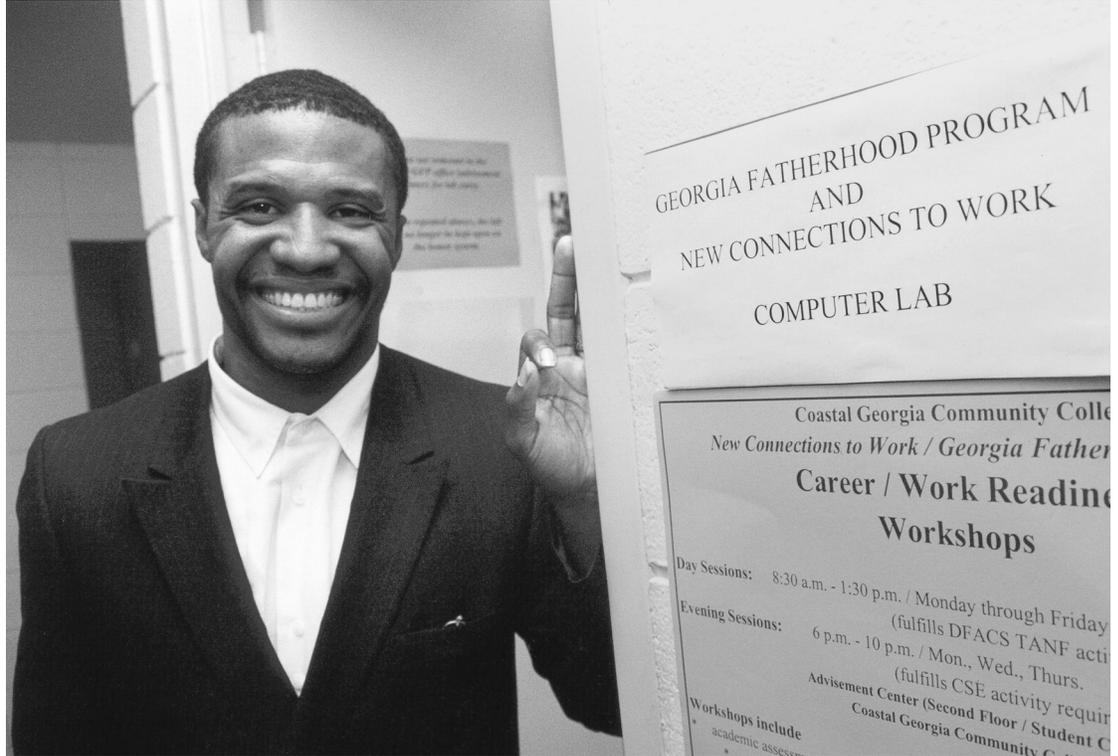
More than 70 percent of Georgia's offenders have abused drugs or alcohol, and many of those were convicted for crimes directly or indirectly related to its effects. The Parole Board continually expands its strategies for dealing with the problem of chemical addiction, believing that a multi-level approach is needed to combat its chronic nature.

Upon their initial report to the parole office, at-risk offenders are referred to professional substance abuse counselors for assessment and treatment recommendations which parole officers then coordinate. Officers conduct routine and random drug tests on parolees, using progressive sanctions for failure, including electronic monitoring, inpatient treatment, and revocation to a prison with specialized programs.

Substance abuse recovery is a tenuous path, especially for the long-term addict. Parole professionals know that relapses may occur before new patterns of behavior are established. Unless the offender poses a public threat, parole officers and substance abuse professionals work with a parolee in the community to maximize the benefits of continuity.

If those measures fail, the Parole Board employs other options which include a six-month confinement at facilities with substance abuse programs: Whitworth Detention Center for males, and Pulaski State Prison for females. Even more intensive is the program available at the Homerville Parole Revocation Center which houses revoked parolees needing long-term substance recovery treatment.

Changing perceptions to change criminal behavior



Smiling with pride, a Brunswick parolee arrives for his Fatherhood Initiative Program graduation.

What are criminal thinking patterns? Uniquely formed, they are characterized by rigid, faulty perceptions of everyday situations. What separates the criminal pattern from that of an ordinary reactive personality is the offender's lifetime of negative experiences from which he draws conclusions, the isolation from those who could modify his attitudes, and the reflexive, destructive ways he acts on them.

The Parole Board employs several interactive programs which teach parolees how to slow down, observe, and clarify situations which prompt inappropriate words or action.

Through practice, parolees build a repertoire of new skills in such areas as anger management, decision-making, and communication. Enrolled in the program by parolee directive, they often begin the training with closed minds and crossed arms until recognizing some connection to their experiences. Then they enter a world of options which some parolees have described as a "foreign land," accessed by a code that others knew all along.

Read more about cognitive skills training at: ww.pap.state.ga.us>Library>Feature Articles>Paroles [stay crime-free with new thinking patterns](#) and [Intensive program alters offenders' attitudes and behavior](#)

The Board enrolls parolees in a variety of programs to enhance their reasoning and decision-making skills. The most intensive course is Reasoning and Rehabilitation, a 72-hour federally funded curriculum led by specially trained parole officers. Evaluations now being conducted by independent researchers show an 18 percent reduction in recidivism when class graduates are measured against control groups. The Parole Board also delivers Thinking for a Change, a shorter course emphasizing problem solving and communication skills, and contracts with an outside vendor to provide similar training with the offender-funded Moral Reconciliation Therapy.

Mental health parolees

Mentally ill or retarded parolees require special supervision support from the community. Approximately seven percent of the parole population has a history of mental health problems and 58 percent of those are also substance abusers. The Board uses community and agency specialists to provide treatment and also trains parole officers in specific supervision techniques.

The Treatment Aftercare for Probationers and Parolees (TAPP) program, a collaboration of Corrections, Parole, and Human Resources, now operates statewide to provide a specially assigned mental health caseworker for offenders released from prison. Parole officers work closely with TAPP counselors to ensure the parolee adheres to medication and medical and social service evaluations.



Parolees may need multi-level support, from housing to mental and physical health services. The above parolee resides in a small group home where staff work with her parole officer to establish an ongoing community structure for her higher-than-average needs.

In developing supervision plans for their parolees, parole officers look to the community's service providers first. Agency-wide partnerships, such as that with the Fatherhood Initiative, often follow from local successes. If necessary programming is unavailable, parole officers train for or create their own in-house programs, tailoring it to the needs of their parolee population.

Read more about mentally ill offenders and the TAPP Program at: [www.pap.state.ga.us>Library>Feature Articles>Mentally ill parolees: Providing a chain of care to break the cycle of crime](http://www.pap.state.ga.us/Library/Feature%20Articles/Mentally%20ill%20parolees/Providing%20a%20chain%20of%20care%20to%20break%20the%20cycle%20of%20crime)

More women on parole; more families at risk



Rebuilding trust with their children is a major concern for female parolees, and one which parole officers seek to facilitate by providing parenting or counseling aid. Women also need training in marketable job skills, and in particular areas of communication such as self-assertion and how to maneuver effectively through the chains of social service, medical, and educational agencies. In FY01 the Board created a statewide program manager for Women's Services who will develop new gender-specific programs for the 2300 women on parole, and oversee the many successful programs already created by parole officers to serve their local districts.

Reporting Center provides model for future

The Atlanta Day Reporting Center, which opened in June, is a model of what criminal justice officials say is needed for the future. Developed as a joint project by the Parole Board and the Department of Corrections, the complex provides 125 probationers and parolees with structured daily programs in GED preparation, substance abuse recovery, and cognitive skills training. Although offenders return to their homes at night, the center intensifies training and support and therefore affords many of the well-documented benefits of traditional halfway houses.



Atlanta Day Reporting Center staff merge their skills and schedules as they arrange classes for the incoming probationers and parolees.



A teacher discusses with her student an exercise on goal-setting. Probationers and parolees assigned to the center attend substance abuse recovery counseling, educational or job-readiness classes, and cognitive-skills training where they identify and work toward goals for success on their jobs, with their families, and within the community.

For more information about the Atlanta Day Reporting Center, please call 404.699.5151

Read more about Angela, shown on opposite page, bottom, at: www.pap.state.ga.us>Library>Feature Articles>[Constructing a new life-Angela's transformation](#)

FOCUSED ON SOLUTIONS

for the community, with the community

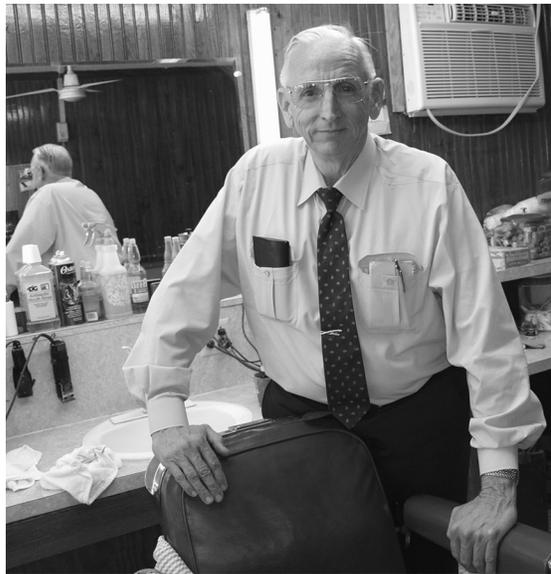


Parole officers create a foundation for the offender's success by establishing a blueprint of goals, coordinating resources to help him obtain those goals, and guiding and instructing him to surmount attitudes of failure instilled by his past. When the offender's parole term expires, the stability of his success depends not only on how skillfully the template was constructed but how well it will be maintained. Parole professionals enlist citizens to serve as mentors for the parolee during his supervision term and—most importantly—afterwards. Not only do these volunteer mentors provide the ex-offender with a continuing apprenticeship in life skills, their partnership helps him form a new identity in the community based on affiliation rather than alienation. That shift significantly inhibits motivation to harm the community—to which he now belongs.

A net for public safety

Parole officers work with private citizens and civic and church organizations to form parolee support and mentoring programs as varied as the communities they represent. Among the agency-sponsored partnerships is the One Church-One Inmate program, a collaboration of Catholic Social Services, the Department of Corrections, and the Parole Board, which provides selected offenders with multi-level support beginning prior to prison release and extending through community transition. During FY01 the Parole Board trained 125 volunteers for that program. Initiated toward the end of the fiscal year was the Offender Re-entry Program, with similar goals.

Increasingly Georgia citizens recognize their ability to improve the security of their communities by working with public safety agencies to help break the cycle of crime. The Board welcomes these alliances, and seeks to foster them by providing information about criminal justice issues to the public. During FY01, Board representatives delivered presentations to more than 50,000 citizens on specific crime topics. Many of those presentations were to Georgia's youth, informing them of the severe consequences of drug use and gang activity, as well as ways to resist the peer pressure that may lead them in that direction.



At left, Otis Clifton, a barber who works next door to the Brunswick parole office, volunteers time to mentor parolees and to transport them to evening alcohol recovery meetings. He represents the many Georgia citizens who are allies in the agency's mission to successfully reintegrate the offender into the society.

Cutting a new pattern

The Parole Board recognizes that motivation for criminal behavior is complex. Yet patterns surface: estrangement from mainstream society through economic, mental or physical deficits or deprivations can bump a child or adolescent off course, a deviation which may veer to antisocial behavior, becoming harder to correct with time. However, current research shows that most adult offenders provided with essential skills reconnect to the community and establish the positive daily interactions which reinforce a new lifestyle of responsible conduct. The Parole Board, with the help of community service-providers and concerned citizens, starts that process using strategies and techniques considered by national criminal justice experts to be on the forefront of 21st century solutions.

FY2001 Expenditures

PERSONAL SERVICES

Salaries	28,988,899
Labor	349,716
F.I.C.A.	2,098,206
Retirement	4,259,241
Health Insurance	3,828,528
Personal Liability	88,410
Unemployment Insurance	17,682
Workers Compensation	140,614
Merit System Assessments	115,354
Drug Testing Services	6,974
TOTAL	39,893,624

REGULAR OPERATING

Motor Vehicle Expenses	380,335
Publications and Printing	18,153
Supplies and Materials	480,422
Repairs and Maintenance	220,305
Equipment Purchases < \$1,000	161,022
Water & Sewage	12,174
Energy	206,349
Rents - other than Real Estate	12,834
Insurance and Bonding	68,765
Freight	8,835
Other Operating Expenses	231,371
Claims & Judgments	457
TOTAL	1,801,022

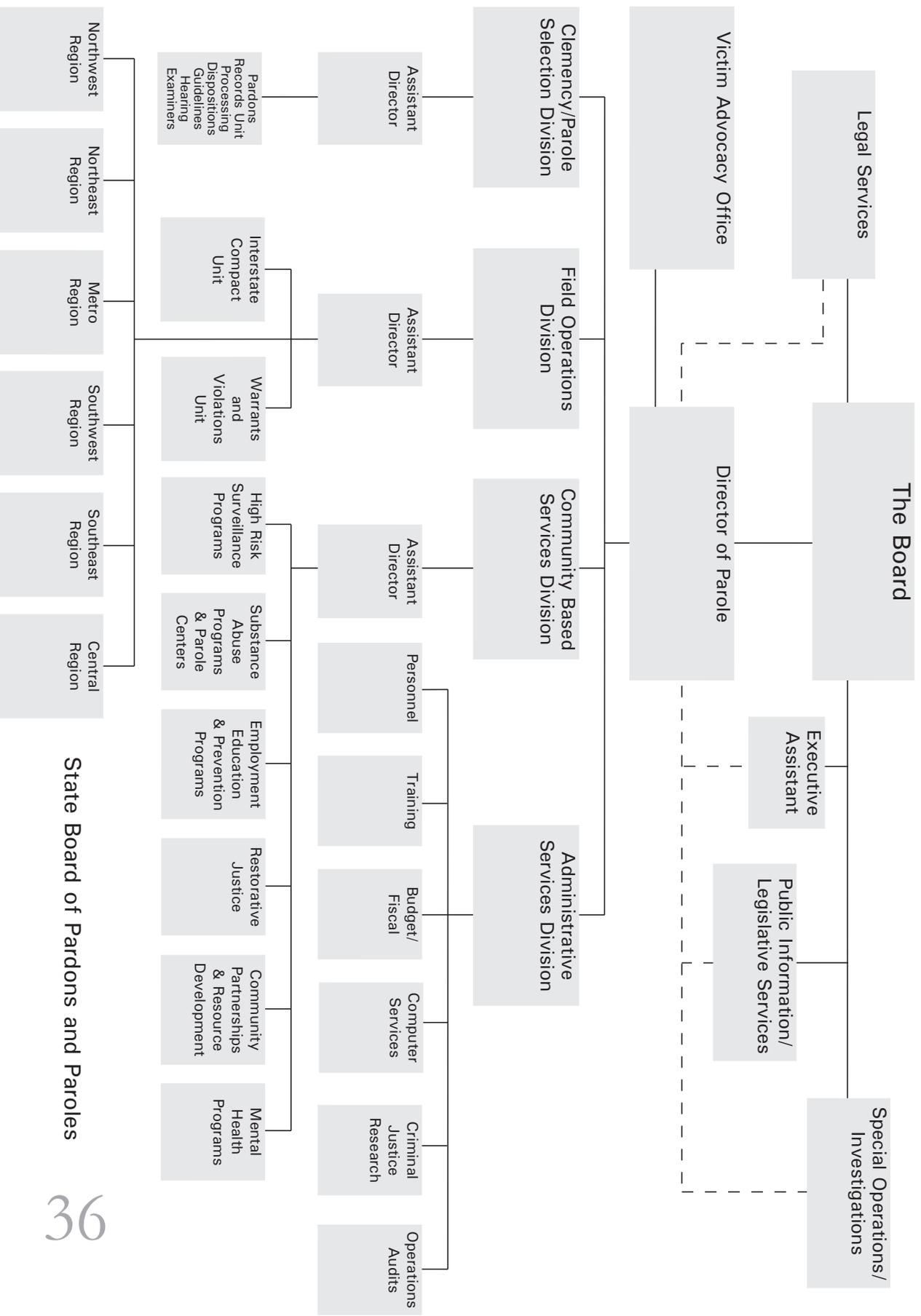
OTHER

Travel	565,135
Motor Vehicle Purchases	340,750
Equipment Purchases	305,443
Computer Charges	743,134
Real Estate Rentals	3,211,714
Telecommunications	1,074,454
Per Diem, Fees, Contracts	2,055,293
Health Services Purchases	11,888
County Jail Subsidy for Parolees	835,500

TOTAL EXPENDITURES \$50,837,957

FY2001 Activities

RELEASE ACTIONS	
Parole	7,305
Supervised Reprieve	2,242
Conditional Transfer	615
Commutation	2
Remission	0
Other Release Actions	0
TOTAL RELEASES	10,164
TOTAL PAROLE REVOCATIONS	3,383
DISCHARGES	
Discharge from Parole	5,669
Discharge from Supervised Reprieve	1,355
Commutation to Discharge Parole	165
TOTAL DISCHARGES	7,189
TOTAL DECISIONS UNDER GUIDELINES	13,630
LIFE DECISIONS	
Deny Parole to Life Cases	577
Grant Parole to Life Cases	135
TOTAL LIFE DECISIONS	712
OTHER BOARD ACTIONS	
Pardon	533
Commutation Reducing Sentence	0
Medical/Compassionate Reprieve	122
Restoration of Rights	332
Visitor Interview	2,445
Inmate Interview	0
Revocation Hearing	597
Preliminary Hearing	88
RELEASES UNDER SUPERVISION	
Georgia Releases in Georgia	19,576
Out-of-State Releases in Georgia	578
Georgia Releases Out of State	1,277
TOTAL PAROLEE POPULATION	21,431



State Board of Pardons and Paroles

Central Office Directory

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Garfield Hammonds, Jr., Member
Dr. Betty Ann Cook, Member
Dr. Eugene P. Walker, Member

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Atlanta, GA 30316
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During ceremonies sponsored by parole officers, a parolee and her son celebrate her graduation from a 72-hour cognitive-skills course. Her new skills provide her and her child with options for a brighter future.

While continually refining parole selection procedures to keep the most serious offenders behind bars, Georgia's Parole Board also pioneers innovative strategies to chisel away the factors that sustain the cycle of crime such as substance abuse and poor education. The Parole Board believes that aggressive parole supervision, which combines intervention programming with vigilant monitoring and sanctions, offers the best opportunity for reform of the offender and protection of society. Working with what national criminal justice experts call cutting-edge leadership, equipped with advanced technology, and dedicated, experienced staff, Georgia's Parole Board focuses on solutions which deliver public-safety results to its investors: the citizens it serves.

Please contact us for further information about topics covered in this report:
Office of Public Information 404.651.5897

Council of State Government's 1999 Innovations Award • American Probation & Parole Association's President's Award 2000 • Governor's Public Safety Award 2000



State Board of Pardons and Paroles

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