

# **GEORGIA STATE BOARD OF PARDONS AND PAROLES**

**ANNUAL REPORT  
2006**



# THE PAROLE BOARD

Georgia's Constitution provides for three branches of government to serve as checks and balances on the power of government over the individual. As to prison sentences, the legislative branch sets the minimum and maximum range of the sentence, the judicial branch sentences the offender within that range and the executive branch, in the body of the Parole Board, serves as a check on the other two branches, while managing the finite resource of state prison beds.

The 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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## MISSION STATEMENT

The mission of the State Board of Pardons and Paroles is to enhance public safety :

By making informed parole decision and  
Transitioning offenders back into the community

## VISION

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

## CORE VALUES

We value Ethics, Integrity, Fairness and Honesty

## CHAIRMAN'S MESSAGE

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

On behalf of the five-member board, I am pleased to present you with the agency's annual report of the fiscal year 2006.

The Board Members are dedicated to our mission of enhancing public safety by making just, equitable, and informed parole decisions for inmates, while balancing punishment with rehabilitation. Georgia's prison population is ranked 5<sup>th</sup> in the nation and 1 in 15 adult Georgian's is under some form of correctional supervision. Our parolee population stands at just under 24,000.

We are on the cutting edge in the area of parole supervision and have been recognized nationally as a leader in innovation, technology, and successful parole supervision. Our balanced approach to supervision combines offender treatment and self help with surveillance and law enforcement strategies. Coupled with this balanced approach to supervision is the ultimate goal of public safety for the citizens of Georgia, and the successful transition of offenders back into our communities.

Through our electronic case management system, the Parole Board has developed and implemented measures of success under supervision through electronic statewide rankings, charts and rolling summaries. Performance measures associated with supervision of offenders reveal that 60% of parolees successfully completed their period of parole supervision in comparison to the national level of 46% successful completion.

The Parole Board has collected **\$4.35 million** in parole supervision fees, restitution, and victim compensation fees for return to the state treasury for victims of crime and the victim's compensation fund.

The Parole Board has traveled across the state to enlist the help of the faith-based community to assist parolees with their transition back into the community. We have sponsored three *Victims Visitor's Days* to allow victims and their families to speak with Parole representatives about their offender, and to encourage crime victims to become informed and involved.

I am proud of the work that we have accomplished this past year. The Board of Pardons and Paroles is committed to the Governor's pledge to change the culture of state government by being more principle-centered, people-focused, and customer friendly, as we all work to build a new Georgia—an Educated, Healthy, Safe and Growing Georgia.



## BOARD MEMBERS

In 1943, the Georgia General Assembly enacted legislation to create the State Board of Pardons and Paroles as an independent agency to administer executive clemency, grant paroles, pardons, reprieves, the ability to commute sentences (including death sentences), to remit sentences and to remove disabilities imposed by law.

The Georgia Constitution provided that Parole Board Members are appointed by the Governor to serve seven- year staggered terms, subject to confirmation by the State Senate. Originally the Board had only three members. In 1973 when the prison population reached 9,000 inmates, the Constitution was amended to expand the Parole Board to five members. The Board still stands at five members, although the prison population has risen to 52,232.

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



**Chairman Garland Hunt, Esq.** was appointed to the Parole Board in January 2004 and 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. Chairman Hunt served as a staff attorney for the U.S. Court of Appeals, Fourth Circuit. Prior to becoming a Member of the Parole Board, Chairman Hunt owned a consulting company and served as General Counsel and Executive Vice-President of the Fellowship of International Churches. An ordained minister, Chairman Hunt is the co-pastor of The Father's House in Norcross, Georgia. He was President of the 2004 Class of the Coverdell Leadership Institute and a 2006 graduate of Leadership Georgia. His background of ministry and law brings a unique set of skills to the Parole Board. His focus on involving the faith-based community in the offender reentry process is invaluable.

**Chairman Garland R. Hunt, Esq.,  
Appointed January 21, 2004**



**L. Gale Buckner**  
**Appointed January 1, 2005**

**Vice Chair L. Gale Buckner**, of Chatsworth, Georgia was appointed to the Board in January 2005 by Governor Sonny Perdue, and was elected Vice Chair of the Parole Board in May 2006. Vice Chair Buckner received a BS from Georgia State University and MPA from Brenau University. From 1978-1981, she served with the Chatsworth Police Department as an undercover operative, and specialized in corruption and white-collar crimes. She also served as GBI's Director of Legislative and Intergovernmental Affairs. She is a graduate of the 169th Session of the FBI National Academy. In 2000, Ms. Buckner was appointed Executive Director of the Criminal Justice Coordinating Council, Office of the Governor where she coordinated policy initiatives regarding offender reentry and victims services. Her vast experience in the criminal justice field affords her a unique vantage which will enhance the implementation of the mission and vision of the Board.

**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 Attache<sup>5</sup> 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**



**Dr. Eugene Walker**  
**Appointed May 6, 1999**  
**Reappointed**  
**December 31, 1999**

**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 was the first person of color to hold the Majority Whip position in Georgia. In January 1995 he was named the Commissioner of the Department of Juvenile Justice. His experience in working with juveniles both in the education and judicial settings accelerates the Board's mission to prevent crime by breaking the generational cycle of crime.

**Mr. Milton E. Nix, Jr.** was appointed to the Board in June 2002 to fill an interim term, and was then appointed to a full seven year term in December 2002, during the only bipartisan swearing in ceremony in Board history. He served as Board Chairman from 2002 to 2006. Nix a graduate of the University of Georgia, began his law enforcement career as a Special Agent of the United States Air Force Office of Special Investigations. He served from 1964 to 1970, completing a 1 year tour of duty in Vietnam. Following his military service, Mr. Nix began a 23 year career with the Federal Bureau of Investigation (FBI) as Special Agent in Illinois, Ohio, Tennessee and FBI Headquarters. He completed his FBI career in 1993 in Houston, Texas where he supervised a squad responsible for the international terrorism, general property and bank robbery investigations. In 1993, he was appointed as Director of the Georgia Bureau of Investigation (GBI) by Governor Zell Miller. During his tenure at GBI, Nix led a major expansion of the GBI State Crime Lab system and creation of the Georgia DNA database of convicted felons. Mr. Nix is a member of Georgia Peace Officer Standards and Training Council, Society of Former Federal Bureau of Investigation Special Agents, International Association of Chiefs of Police, and Georgia Association of Chiefs of Police, Inc., where he was named Chief of the Year in 1998. He is also a 1999 graduate of the FBI National Executive Institute.

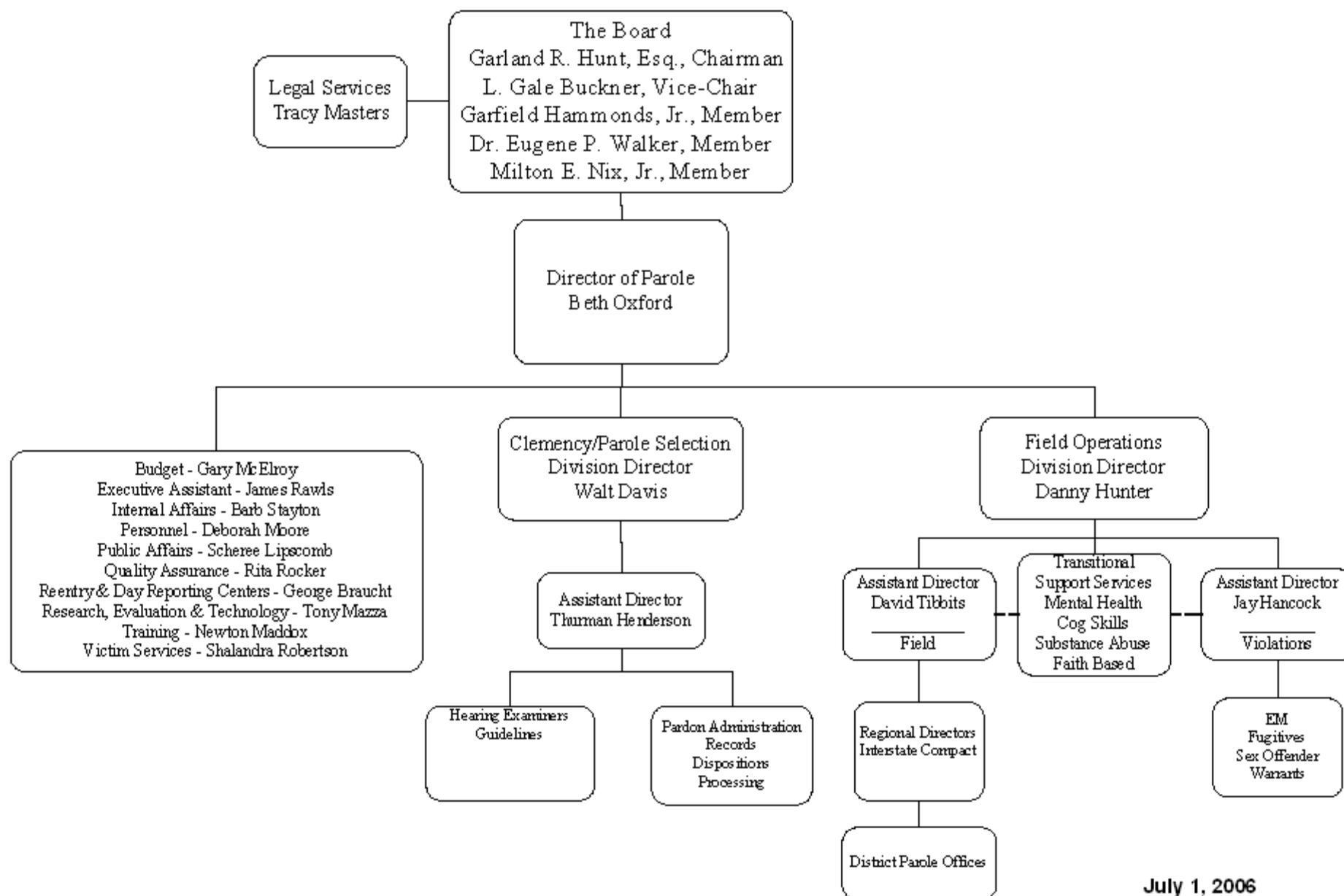


**Milton E. "Buddy" Nix, Jr.**  
**Appointed June 13, 2002**  
**Reappointed**  
**December 21, 2002**

# BOARD ORGANIZATION

The agency is composed of 2 Divisions and several support units, which include: The Clemency and Parole Selection Division, The Field Operations Division and support units. Each are made up of several specialized units and employs approximately 750 employees statewide.

# ORGANIZATIONAL CHART



July 1, 2006

## BOARD ORGANIZATION



Beth Oxford  
Director

### DIRECTOR OF PAROLE

The Director of Parole is responsible for the day to day operation of the agency. This is accomplished by directing the activities of the Senior Management team in the achievement of the mission and goals of the agency. The primary mission of Public Safety is directly accomplished by the two major divisions of the agency involving clemency actions and parole supervision. The Director also coordinates the activities of the units which support the core businesses of the agency.

### LEGAL SERVICES

The Office of Legal Services provides in-house legal advice to the members of the Parole Board and the agency's management team. It also acts as a liaison with the Office of the Attorney General in defending the Parole Board, its members and employees from the 150-plus yearly law suits filed against them by inmates denied parole and revoked parolees.



Tracy Masters  
Director



Gary McElroy  
Director

## BUDGET FISCAL

The Budget Office oversees all fiscal related matters for the Parole Board. The Office identifies, measures, forecasts and communicates economic information to Board Members to assist in preparing the annual budget proposal for the Governor and Legislature.



Walt Davis  
Director

## CLEMENCY PAROLE SELECTION

The Clemency Division is responsible for preparing eligible cases for clemency consideration by the Board. Each case is individually prepared and evaluated by staff based on the clemency action for which they are being considered. The Division processes paroles, reprieves, commutations, restoration of rights and pardons. It is also responsible for maintaining inmate records, notifications required by statute and preparation of applicable clemency orders.



Danny Hunter  
Director

## FIELD OPERATIONS

The Field Operations Division is responsible for the investigation of inmates being considered for release by the Board, and the supervision of the over 21,000 parolees under conditional release in Georgia. The investigative role incorporates the preparation of reports on the personal history background and circumstances of the criminal history of inmates that are considered for release by the Board. The supervision of parolees encompasses strict conditions designed to compel compliance with needed treatment interventions, close surveillance and pro-social activities.



**Barb Stayton**  
Director

## **INTERNAL AFFAIRS**

The Internal Affairs and Security unit organizes, conducts and directs investigations of all allegations of employee misconduct. It is also responsible for planning and coordinating security for high profile events to ensure the safety of Board Members, staff, and the public.



**James Rawls**  
Executive Assistant

## **LEGISLATIVE AFFAIRS**

The Executive Assistant/Legislative Office is responsible for all legislative outreach and government relations. It is the liaison to the General Assembly and is the primary contact to the Governor's Office and other stakeholders on public policy issues.



**Deborah Moore**  
Director

## **PERSONNEL SERVICES**

The Office of Personnel provides is responsible for a wide variety of human resource services for Board Members, managers and employees, including the recruitment, retention, benefits administration, payroll, and other traditional personnel services.



Scheree C. Lipscomb  
Director

## PUBLIC AFFAIRS

The Office of Public Affairs manages the Board's media relations efforts. The Office also responds to routine and complex questions and inquiries from the media and the general public. It is also responsible for producing publications, videos, and maintaining the web site content.



Rita Rocker  
Manager

## QUALITY ASSURANCE

The Office of Quality Assurance conducts compliance audits with the Agency to assure compliance with State laws, Board policies, and Board rules and regulations. It also conducts efficiency audits designed to monitor and improve operational efficiency.



George Braucht  
Manager

## RE-ENTRY

The Office of Reentry coordinates the Board's involvement in offender reentry initiatives. It also is responsible for writing grant applications and assisting with program planning and implementation, evaluations, research and auditing.



Tony Mazza  
Director

## RESEARCH, EVALUATION AND TECHNOLOGY

The Office of Research, Evaluation and Technology provides and supports the data infrastructure, and computer needs of the agency. It is also responsible for maintaining and updating the agency strategic plan, and performance measures, in addition to meeting the research needs of the agency.



Newton Maddox  
Director

## TRAINING

The Parole Training Unit coordinates all agency training and maintains training records for parole personnel. It also hosts two parole officer basic courses each year to certify new parole officers and is the liaison between Peace Officers Standardized Training and parole to ensure that all certified employees maintain their Peace Officer's certification and receive required and specialized training.



Shalandra Robertson  
Director

## VICTIM SERVICES

The Office of Victim Services offers direct assistance to victims of crime whose offenders have been remanded to the custody of the Department of Corrections, or who are under the supervision of the State Board of Pardons and Paroles. It also works with victims and family members to address their concerns while keeping them informed of the status of their offender.

## AGENCY HIGHLIGHTS



### HURRICANE KATRINA RELIEF

Pardons and Paroles staff throughout the agency participated in the Hurricane Katrina relief efforts, from sending a team of Parole Officers to Mississippi for search and rescue; to assisting in the Katrina Mega Center in Fulton County. Members of the agency also collected clothes for needy families during this tragic time.



### FAITH BASED COMMUNITY OUTREACH

The Faith-Based Community Initiative program is designed to address the gaps in services for parolees not covered by traditional Parole Board programming or other private and non-profit organizations, through collaborations with local faith-based groups. This statewide program links local Parole Offices and faith-based volunteers with parolees in an effort to assist parolees in their transition back into communities throughout the state. Public forums were held in Ellijay, Macon, Griffin and Albany resulting in approximately 27 groups and/or individuals signing up to assist our officers.

In total, the Board has recorded partnerships with over 251 organizations or individuals throughout the state, as well as, having at least one faith-based partner in every district parole office.





**VICTIMS VISITOR'S DAY**

Victims Visitor's Day is an opportunity for crime victims and their families to receive direct assistance from the Corrections and Parole Board Office of Victim Services, who otherwise may not be able to travel to the Central Office.

The Corrections and Parole Board Office of Victim Services in collaboration with District Attorney's Offices, sponsored three very rewarding days for victims of crime and their families. Held in Macon and Dalton, over 200 crime victims and their families in attendance received information concerning the current status of their offender and were able to register for future notification of the status of their offender. Parole Board staff from various areas of the agency met with each crime victim or their families individually. Also present at the events were Parole Board Members, who greeted many of the victims.

**PAROLE, PROBATION AND COMMUNITY SUPERVISION WEEK**

Governor Sonny Perdue celebrated Parole, Probation and Community Supervision Week with Parole and Probation Officers at the Milledgeville Parole Office. Governor Perdue honored Georgia Parole Officers with a proclamation in appreciation for their service to the citizens of Georgia. This was the first time in the history of Parole that a sitting Governor has ever visited a Parole Office.



## PAROLEE HOUSING

Through the collaborative efforts of the State Board of Pardons and Paroles, Georgia Department of Corrections and the Department of Community Affairs federal grant funding was acquired to initiate the Re-Entry Partnership Housing program. This program provides a "jump start" housing resource for inmates who, for the lack of supportive housing in the community, were not released on parole. Program guidelines and standards were carefully designed to provide a stable residence for two months of housing upon release from prison with subsidized rent and board.



## LENA BAKER POSTHUMOUS PARDON



On Tuesday, August 30, 2005, the Board of Pardons and Paroles honored the family of Lena Baker by granting her a posthumous pardon 60 years after her death. Lena Baker, the only woman ever executed in Georgia's electric chair, was executed on March 5, 1945, at Georgia State Prison in Reidsville. Ms. Baker's great-nephew, Roosevelt Curry, was presented the official pardon at the monthly Board meeting. Mr. Curry made the initial request for the pardon.

The Parole Board did not find Lena Baker innocent of the crime. The Board concluded that it was a grievous error to deny clemency in 1945 to Ms. Baker, and this case called out for mercy. Ms. Baker's case was only the third pardon to be granted posthumously by the Parole Board in the 62-year history of the agency.

## FUGITIVE UNIT

Board personnel continue to work closely with our partners in the US Marshals Service (USMS) Southeastern Regional Fugitive Task Force (SERFTF). Participation in this partnership provides the Board with access to the intelligence, and manpower to quickly mobilize a large force of officers in the capture of the Board's most wanted offenders and absconders. Parole officers assigned to this partnership participated in the capture of 220 extremely dangerous fugitives including the arrest of one of America's Most Wanted.

Parole Officers and Field Operations staff also participated in joint efforts with local, state and federal law enforcement through the conferral of police powers under Code 42-9-9.1. Parole Officers supplemented local and state authorities during special law enforcement circumstances requested on twenty (20) occasions during the year.



## DOUGLASVILLE HUMAN SERVICES CENTER

The Douglasville Human Services Center is a consolidated “one stop shop” of government services housing local offices of the State Board of Pardons and Paroles, the Department of Human Resources and the Department of Corrections. The Douglasville Center is the first of its kind in Georgia.

Parole Officers in the Douglasville Parole Office supervise 467 parolees residing in Douglas, Haralson and Paulding Counties.

Consolidating the services within the same building is expected to save taxpayers \$150,000 in rent and building maintenance cost per year. It also creates central access to state government for citizens in the Douglasville area.



# AGENCY EXPENDITURE

## PERSONAL SERVICES

Salaries	27,805,861.24
Temporary Labor	122,008.51
Overtime	112,380.40
Fringe Benefits	8,888,263.04
Unemployment	46,087.00
Workers Compensation	38,203.00
Merit System Assessments	120,687.00
Drug Testing Services	4,106.35
Employee Physical Examination	160.00
Total	37,137,756.54

## REGULAR OPERATING

Motor Vehicle Expenses	516,063.93
Publications and Printing	14,574.37
Supplies and Materials	1,008,352.34
Repairs and Maintenance	101,822.40
Equipment Purchases < \$1000	109,734.06
Water & Sewage	7,915.44
Energy	196,527.09
Rents - other than Real Estate	38,068.67
Insurance & Bonding	21,938.68
Other Operating Expenses	163,365.11
Total	2,178,362.09

## OTHER

Travel	444,359.22
Motor Vehicle Purchases	669,567.15
Equipment Purchases	268,919.57
Computer Charges	2,309,489.35
Real Estate Rentals	2,677,516.98
Telecommunications	1,055,687.41
Per Diem & Fees	1,815,115.69
Contracts	250,840.00
Health Services	20,896.94
County Jail Subsidy	752,490.00
Total	10,264,882.31

## TOTAL EXPENDITURES

49,581,000.94

## OFFICE OF VICTIM SERVICES



As 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. The impact of the offenders action on victims and the community is important to the Board. The Office of Victim Services works with victims or their families to answer their questions about parole, to ensure their views and concerns reach Board Members prior to their parole decision, and to keep them notified of activity on their case. 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.

The Crime Victims Bill of Rights, passed in the state of Georgia during the 1995 legislative session, affords victims of crime a variety of rights. Among those is the right to receive notification about the status of their case throughout the criminal justice process. This includes the right to be notified by the State Board of Pardons and Paroles whenever it makes a decision to grant parole to an offender convicted of certain types of offenses. This also includes the right to be notified of the impending release of an offender from the custody of the Georgia Department of Corrections.

In FY05, the Parole Board and Department of Corrections' Office of Victim Services combined their victim services offices. The merger was the result of ongoing efforts by both agencies to accommodate victims, and to provide victims with the highest possible level of customer service. The staff from both agencies now work as one team to provide post-sentencing support and information to crime victims, their families and members of the community. The V.I.N.E. system serves as a key component of this partnership, providing victims of crime with access to information concerning the custody status of their offender and notification upon the release of the offender from custody.

Victims or family members of the victim of a crime can register for notification by returning a completed Crime Victim Notification Request Form or victim impact statement to the Office of Victim Services. Upon receiving a completed form, the Office of Victim Services will register the request for notification into the system.

Registered victims will automatically begin receiving computer generated notification calls when any of the following occurs:

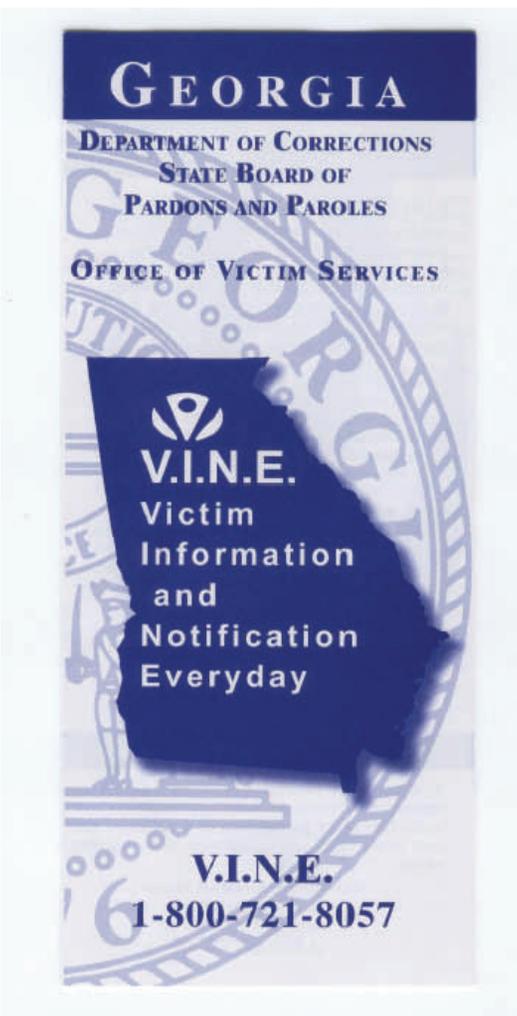
**The offender is released from prison having completed the court ordered term of incarceration**

**Release from prison after completing the confinement portion of the Sentence to begin a court ordered probation period**

**Upon being granted a parole release**

**The escape and recapture of the offender**

**The death of the offender while in the custody of Corrections**



V.I.N.E. is a 24 hour automated information system that provides victims of crime and their families with access to information about their offender. By simply picking up a telephone and dialing the toll-free V.I.N.E. number, information regarding the custody status of an inmate can be obtained.

Using the inmate's six digit case number, crime victims may call the V.I.N.E. Hotline to receive updates on the following inmate information:

**The current location of incarceration**

**The parole status/eligibility**

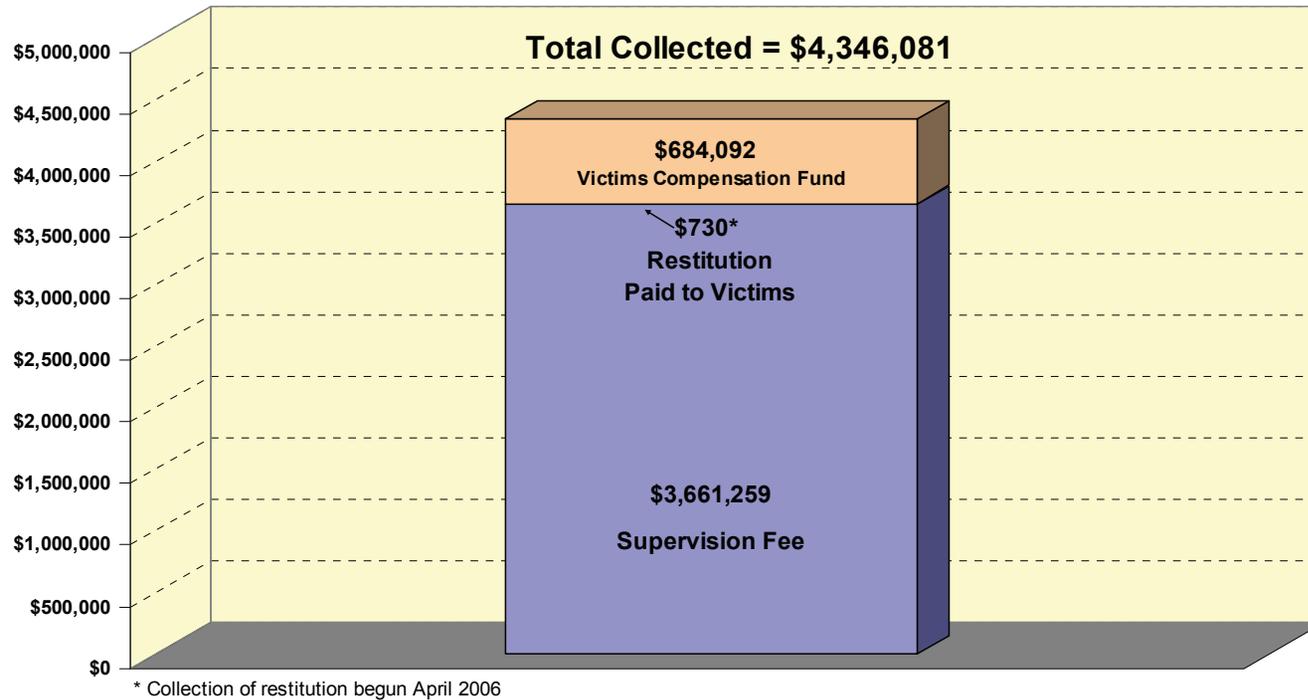
**Maximum or scheduled release date**

**The system will advise if the offender is not in custody**

## VICTIMS COMPENSATION FUND

Georgia parolees are required to make monthly payments that directly benefit victims and communities. Parolees pay a \$30 monthly supervision fee that goes to the state treasury's general fund. Victims' compensation fees, paid by violent-crime offenders in lieu of the supervision fee, are deposited in the Crime Victims Compensation Fund which provides payments to the innocent victims of violent crimes.

### Parolee Payments in FY2006



# CLEMENCY AND PAROLE SELECTION



## 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 their prison sentence. Exceptions to this are offenders sentenced to: a term-of-years sentence for a serious violent felony, life without parole and fourth-felony recidivists. Eligible inmates are automatically considered for parole, regardless of appeals or other legal action by the inmate or his or her representative.

A favorable parole decision results in the Board establishing a “tentative parole month” (TPM) for the offender, 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, for any reason, 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 local officials to determine the details of the offender’s crime, and any prior offenses. Next, a Parole Investigator interviews the offender 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 interviews with family members and former employers. These steps reveal information critical to determining if, when, and how the offender should be returned to the community to ensure public safety.

**HEARING EXAMINER REVIEW:** A Board Hearing Examiner reviews the offender’s file and extracts specific factors such as education, work history, substance abuse, and prior criminal history to establish a success score and to prepare a summary of the case for the Board. Using a guidelines grid approved by the members of the Board, the Examiner links the success factor score with the appropriate crime-severity level. The crime severity levels begin at level one for offenses such as shoplifting and go to level eight, which includes the former “90%” crimes. The cross-referenced guidelines grid produces a number of months or percentage of the sentence recommendation, which in the case of months-to-be-served recommendation, can exceed the entire length of the sentence. The Hearing Examiner then submits the guidelines recommendation, along with the entire Board file on the offender, to the Board Members for their vote on the case.

Drug Reports

Parole Review Summary

Personal History

Victims Letters

Sentencing Reports

Employment History

Criminal History

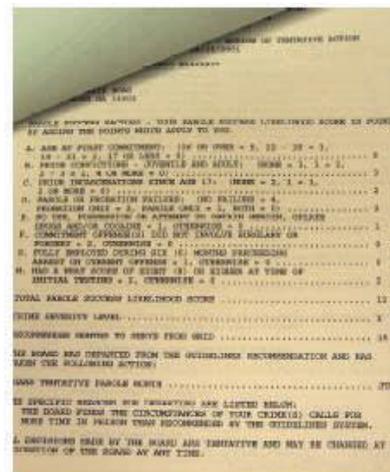
Prison Diagnostic Summary

Legal Investigation

Social Investigation

**BOARD VOTE:** Board Members independently consider the guidelines recommendation and review the offender’s file. They may agree with the guidelines recommendation or they may exercise their constitutional discretion and vote to increase or decrease the amount of the time the inmate will have to serve in prison. Inmates are usually considered for parole independently by each Board Member. A grant of parole requires the affirmative vote of three of the five members of the Board.

Following consideration, inmates receive written notice of the Board’s decision on their case. If parole has been approved, the offender is advised of a ‘tentative parole month’ and cautioned that the decision may be rescinded up to the hour of release.

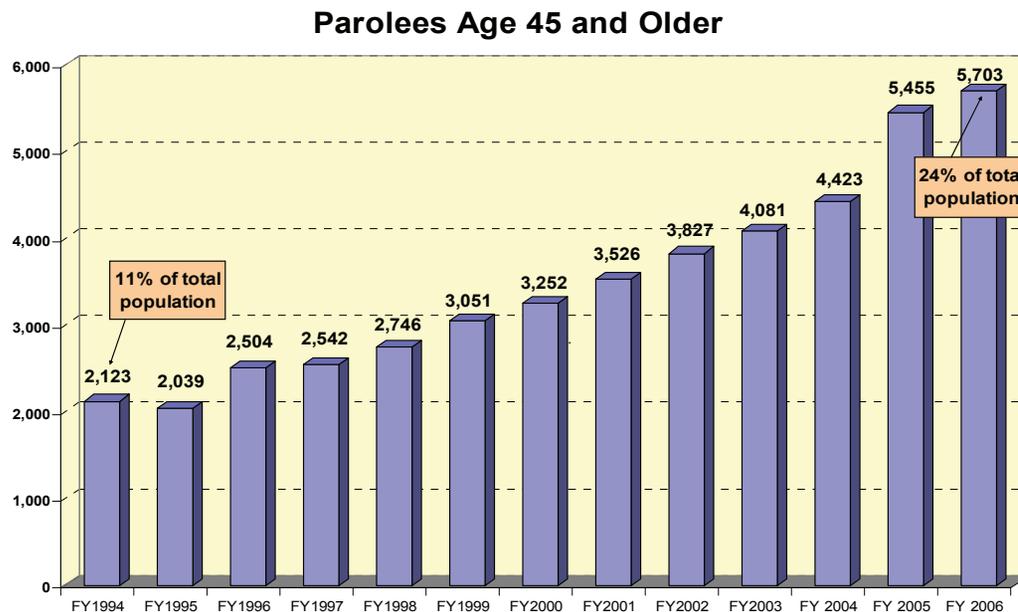


**PAROLE GUIDELINES:** Since 1979, the Parole Board has reviewed non-life sentence cases under Parole Decision Guidelines, one of the country’s first standardized methods of predicting an offender’s success on parole. Under the guidelines system, Hearing Examiners use factors such as education level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

## MEDICAL REPRIEVES

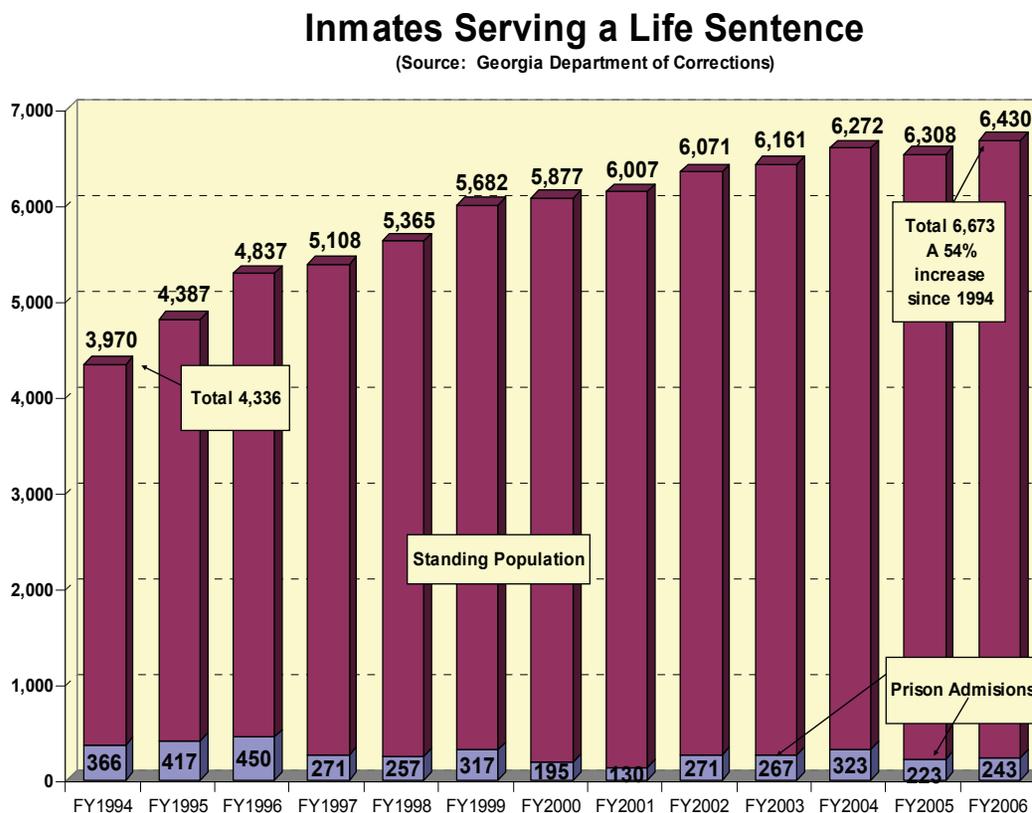
The Department of Corrections defines its "elderly inmate" population as those who are 50 years of age or older. Many of these inmates are “older” health-wise than persons of similar age due to a history of poor health habits and a lack of preventative care.

The Parole Board has the constitutional authority to grant a medical reprieve to any inmate it finds to be entirely incapacitated due to a progressively debilitating terminal illness. The Department Corrections’ medical staff recommends inmates for a medical reprieve. The Board balances the sufficiency of the punishment imposed on the offender to date, with the cost of treating the offender in a state prison and the humanity of allowing the offender to die outside the confines of a prison. Although they are extremely limited in their mobility, medically reprieved offenders are supervised by a Parole Officer. If, with proper medical treatment, the offender’s condition improves, he or she may be returned to prison to complete his or her sentence.



## LIFE SENTENCED INMATES

Georgia law requires the Parole Board to consider for parole offenders serving life sentences for serious violent felonies (murder, rape, aggravated sodomy, aggravated child molestation, aggravated sexual battery, armed robbery, or kidnapping) after they have served 14 years in prison. This law was recently changed to require parole consideration after 30 years for serious violent felony offenders committing their crimes on or after July 1, 2006. The law also requires periodic parole reconsideration until the offender dies or is granted parole or a medical reprieve. As is illustrated by the graph, eligibility for parole consideration in no way implies that parole will be granted.



## DEATH CASE APPEALS

The Parole Board has the sole constitutional authority to commute, or reduce, a death sentence. Only after an inmate appears to have exhausted all appeals and other judicial avenues of relief will the Parole Board consider granting a commutation to a death-sentenced inmate. At that time, the condemned inmate's attorney may petition the Board to grant executive clemency to his or her client.

The Board maintains a comprehensive file on every death-sentenced inmate. The file includes the circumstances of the offense, the inmate's criminal history and a comprehensive as possible history of the life of the condemned inmate. When an execution appears imminent, the Board will usually grant separate appointments to the inmate's representatives and the District Attorney who prosecuted the case, along with the victim's family, if they so desire. The Board has senior members of its staff interview the condemned inmate. After the Board has heard from all concerned parties and has fully deliberated and considered the case, each Member casts a confidential vote to grant or to deny a commutation of the death sentence. A grant of commutation requires the affirmative vote of three of the five members of the Board.

## THE PARDON AND RESTORATION OF RIGHTS PROCESS

The Board is authorized to grant a pardon to an offender, declaring that the individual is relieved from all legal consequences of a previous conviction. A pardon restores civil and political rights and removes legal disabilities resulting from conviction in a Georgia court of law. No pardon is automatic, and the Board reviews the merits of each individual pardon application. A pardon can be granted in two instances. The first, and the most rare, is if an individual proves his or her complete innocence of the crime for which he or she was convicted. Since the Board was created in 1943, only two pardons have been granted to individuals the Board concluded were wrongly convicted.

An offender may also apply for a pardon that is not based on innocence. The offender must have completed the full sentence, including probation, made any court-ordered payments, and demonstrated rehabilitation by living five additional years without any criminal involvement. Under Georgia Law a person convicted of a felony loses his or her civil and political rights, including the right to vote, the right to hold public office, and the right to serve on a jury. The right to vote is restored automatically by operation of the law upon completion of the full sentence, including probation. Using an application form available on request, a person who was convicted under Georgia Law may apply for a Pardon.

An ex-offender convicted in another state or under Federal Law, but who is residing in Georgia and wishes to exercise civil and political rights in this state, may apply for a Restoration of Civil and Political Rights. A Restoration of Civil and Political Rights carries no implication of innocence and may be granted only to a person who has completed his or her sentence and who has thereafter completed two years without any criminal involvement.

The Board will consider restoring firearm rights to former offenders, otherwise qualified for a Pardon or Restoration of Civil and Political Rights. However, because they could still be prosecuted by federal authorities for possessing a firearm, the Board will not consider restoring firearm rights to any former offender convicted of a federal offense or who was convicted of or pled guilty to an offense arising out of the unlawful manufacture, distribution, possession, or use of a controlled substance or other dangerous drugs.

## CLEMENCY ACTION IN FY06

<b>RELEASE ACTIONS</b>	
Parole	8,131
Supervised Reprieve	2,380
Conditional Transfer	1,013
Commutation	1
Remission	0
Other Release Action	0
<b>TOTAL RELEASES</b>	<b>11,525</b>
<b>TOTAL PAROLE REVOCATIONS</b>	<b>3,651</b>
<b>DISCHARGES</b>	
Discharge / Parole	5,827
Discharge / Reprieve	1,985
Commutation to Discharge Parole	249
<b>TOTAL DISCHARGES</b>	<b>8,061</b>
<b>TOTAL DECISION UNDER GUIDELINES</b>	<b>14,776</b>
<b>LIFE DECISIONS</b>	
Deny Parole to Life Cases	684
Grant Parole to Life Cases	144
<b>TOTAL LIFE DECISIONS</b>	<b>828</b>
<b>OTHER BOARD ACTIONS</b>	
Pardon	485
Commutation Reducing Sentence	0
Medical Compassionate Reprieve	107
Restoration of Rights	248
Visitor Interview	2,835
Revocation Hearing	591
Preliminary Hearing	136
<b>RELEASES UNDER SUPERVISION</b>	
Georgia Releases in Georgia	20,645
Out-of-State Releases in Georgia	748
Georgia Releases Out-of-State	2,415
<b>TOTAL PAROLEE POPULATION</b>	<b>23,808</b>

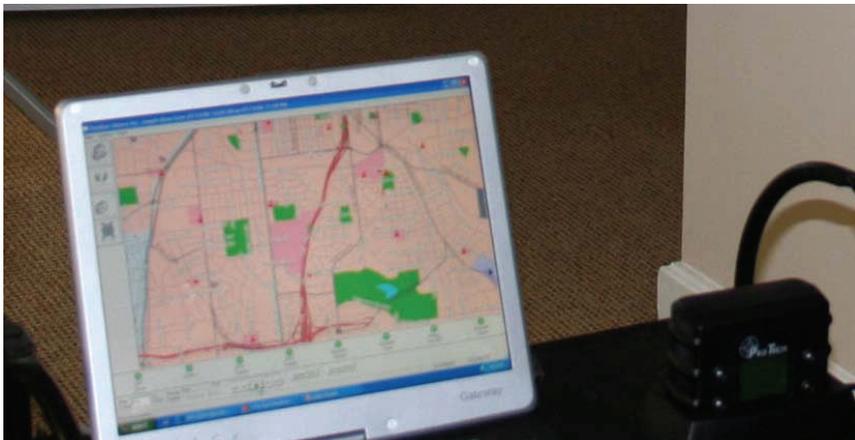
## FIELD OPERATIONS

During Fiscal year 2006, the parolee population declined slightly from **21,741** to **21,378** under supervision. Performance measures associated with supervision of these cases reveal that **60%** of parolees successfully completed their period of parole supervision according to the formula prescribed by the Bureau of Justice statistics. This compares very favorably to the 46% national average of parolees who successfully complete parole supervision.

Attracting and retaining highly qualified Parole Officers has become a significant challenge for the agency. Parole Officers spend eight weeks in training, studying defensive tactics, constitutional law, supervision techniques, victims' rights and other subjects. Officers are also required to qualify with a semi-automatic weapon, a skill they maintain through semi-annual re-qualifications. Graduates of the rigorous training are certified by the Peace Officer Standards and Training (POST) Council to serve as Georgia Peace Officers sworn to protect and serve the public.

The resilience and dedication of the Parole Officers has enabled the Field Division to complete a remarkable **397,632** contacts with parolees as part of the surveillance component of parole supervision. The parole consideration process requires that a thorough investigation of crime circumstances and personal background of an inmate be completed prior to a Board decision. Field Division staff conducted **58,134** investigations during the fiscal year for Board review. Moreover, **\$4.35 million** in parole supervision fees, restitution, and victim's compensation fees were collected for return to the state treasury.

As a leader among paroling authorities nationwide, the Parole Board has adopted an internal philosophy of visibility and transparency in measuring success under parole supervision. Supplemented by the electronic case management system and groundbreaking methods of analyzing and reviewing performance outputs on a real-time basis, the Board has implemented management practices which serve to reinforce the casual linkage between effective supervision strategies and parole success with statewide rankings, charts and rolling summaries of performance at all levels of the Field Division.



### **ELECTRONIC MONITORING AND SEX OFFENDER SUPERVISION**

The test phase and evaluation of Global Positioning Electronic Monitoring (GPS EM) was concluded in October, 2005. Based upon the data collected over the preceding months, ProTech was selected to provide statewide GPS EM service. In December, the Board adopted procedures to require all parolees released with the sex offender special conditions to be placed on GPS EM throughout their parole period. Total cases under GPS EM supervision have steadily increased, and the average monthly usage rate was 176 units.

Additionally, Radio Frequency Electronic Monitoring (RF RM), statewide use increased from 795 to 906 units, representing a yearly growth of 14%. The vendor, G4S, Web Patrol system and Watch Patrol equipment is reliable and user friendly.

Sex offenders have been significantly impacted by new legislation requiring increased residence and employment restrictions. The most significant changes have been the addition of churches as areas a sex offender may not reside or be employed within 1000 feet. In addition, school bus stops were added to this list. One hundred and forty-three parolees have been affected by these changes, with 22 required to change their residence due to proximity to a church. The issue of bus stops has been challenged in court, and a resolution has not yet been reached.

## EMPLOYMENT

The attainment of full-time employment by a parolee is perhaps the most important factor contributing to his/her success under supervision, and in maintaining a productive, law-abiding lifestyle. Effective referrals to prospective employers with the encouragement and monitoring of employment retention are the focal point of a parole officer's intervention efforts. The result was an impressive **83% rate of employment** among employable parolees at the end of FY 06, an increase of 3% from the previous year.

## SUBSTANCE ABUSE ASSESSMENTS AND GROUPS

The Board contracts with Spectrum Health Systems, Inc. (SHS) to provide substance abuse assessments and ASAM Level 1 substance abuse group treatment to parolees. Research conducted by the National Institute on Drug Abuse (NIDA) and the Parole Board clearly reveal a correlation between substance abuse treatment and lower levels of drug abuse and criminal behavior. These "outpatient" group services are available in every parole district in the state. In FY '06, 7,866 parolees were newly enrolled in a primary substance treatment program and 2,856 parolees successfully completed treatment.

## NO TURNING BACK

*No Turning Back*, the substance abuse treatment program located at the Whitworth Parole Center in Hartwell, has sixty slots for parolees assessed to be in need of this five month program. The program emphasizes recovery from addiction, relapse prevention and release preparation. The Parole Board contracts with Spectrum Health Systems, Inc. (SHS) to provide the counseling services using a research-based curriculum.

The *No Turning Back* program accepted its first participants in February 2005. During FY '06, 142 parolees successfully completed the program. Only 2 parolees failed to complete the program due to non-compliance with the program rules and regulations. The parolees are being tracked to determine whether or not they successfully complete parole supervision upon their release from No Turning Back.

### **PAROLE REPORTING CENTER (PRC)**

The Parole Board assumed responsibility for the former Atlanta Day Reporting Center on July 1, 2006. Renamed the Parole Reporting Center, its mission is to provide parolees the opportunity to change addictive and criminal behavior by providing evidence-based substance abuse and cognitive skills programming. The program goals are to increase the likelihood of successful parole completions, and to reduce the risk of drug usage. The program capacity is 75 and targets male parolees in Fulton County who have received a substance abuse assessment and are in need of an intensive level of service.

The programs delivered by certified addiction counselors and parole officers, include *Prime For Life*, *Behavior Stabilization*, *Relapse Prevention*, and *Moral Reconnection Therapy*. Each of these programs is designed with the hope to help integrate the parole population back into society.

### **ALTERNATIVE LIVING FACILITY (ALF) MANUAL**

The ALF manual is a Parole Board created and maintained manual for internal use. The manual identifies approved community-based residential programs for inmates pending release and offenders on parole and probation. The Substance Abuse Program Assistant is responsible for reviewing sites for inclusion in the manual, reviewing existing sites to ensure that standards continue to be met, updating the manual, and providing assistance to parole officers, concerned citizens and other agencies regarding programs contained in the manual.

In response to input received from our field staff, the ALF manual is in the process of being upgraded to make it electronically accessible and allow for program information to be retrieved immediately. The Substance Abuse Program Manager and Substance Abuse Program Assistant are working with Research, Evaluation and Technology to accomplish the task. The project should be completed in the 3rd quarter of FY '07.

## COGNITIVE SKILLS PROGRAM

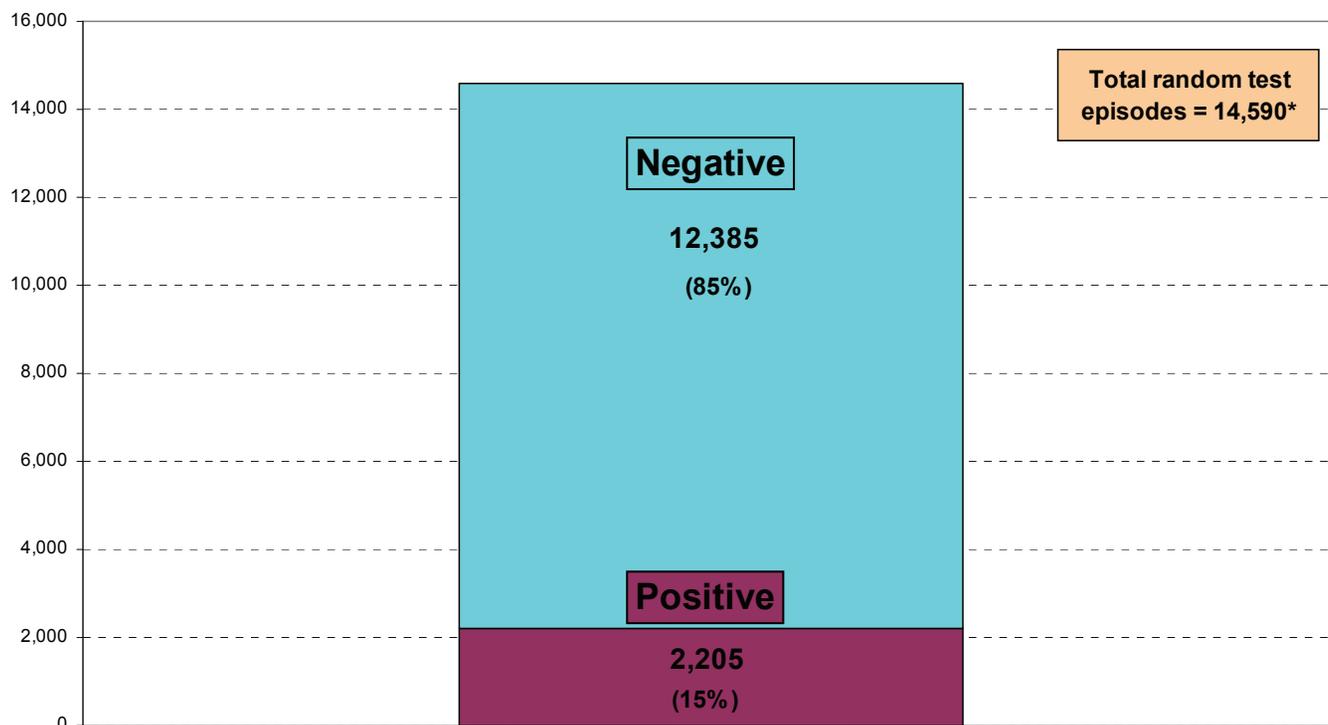
Georgia Parole Officers are trained to deliver life changing programs to offenders which alter criminal thought processes by teaching lessons in morality, rational thinking skills, and problem-solving methods. Parole officers deliver these programs in addition to their other supervision duties. Parole officers are trained in *Reasoning and Rehabilitation* (R&R), *Thinking for a Change* (TFAC) and *Moral Reconciliation Therapy* (MRT) curricula. Three facilitator-training classes were held to train 75 parole officers in *Moral Reconciliation Therapy*. Records show that during FY06, there were 116 *MRT* facilitators, 30 *Thinking for a Change* facilitators and 22 *Reasoning and Rehabilitation* facilitators within the field staff.



## DRUG TESTING

Random and scheduled drug screens are conducted by parole officers to ensure parolee compliance with the conditions of release and as a method of detection and deterrence. The total number of drug test episodes for FY'06 was 85,227. The 15% positive drug screen rate among those parolees who were randomly tested is a notably positive measure when considering that approximately 75% of offenders enter the prison system with a drug related history.

### Random Drug Testing: FY 2006



\* Note: A test episode is 1 set of drug tests for one or more drugs. Drug testing is an essential tool for effective supervision. Each month 10% of all parolees are randomly selected for testing, representing the most accurate picture of parolee drug use. The total number of all test episodes in FY06 was 85,227

## INTERSTATE SUPERVISION OF PAROLEES

Georgia is a member of the Interstate Commission for Adult Offender Supervision. This national commission provides insight 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.

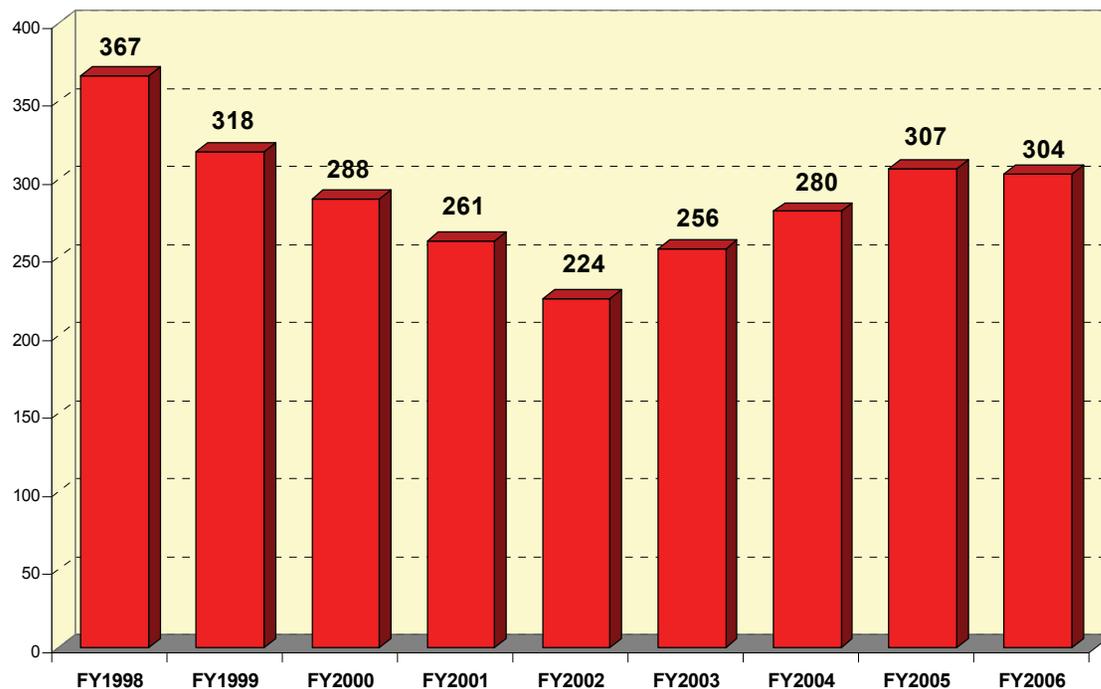
The State Board of Pardons and Paroles Interstate Compact Unit oversees the placement and transfer of all parolees into and out of the state of Georgia, arranging supervision of transferring parolees, responding to violations, handling extradition and maintains the files of all the Conditional Transfers to Federal, out-of-state, and Immigration and Naturalization Service Detainers.

Out-of-state parolees supervised by Georgia	771
Georgia parolees supervised by other states	2,406

## REVOCATION PROCESS

Despite the efforts to assist parolees to become productive members of society, some parolees do not fulfill the requirements of their parole. In these cases, the Parole Board issues a Board warrant for the parolee's arrest. If the parolee has absconded from supervision, a temporary revocation order is issued. This order suspends the offender's sentence. Parolees arrested on a Board warrant for allegedly violating a parole condition are afforded a preliminary hearing before a Hearing Officer. The hearing determines whether there is probable cause to believe the conditions of parole were violated. Following this preliminary hearing, a report is issued to the Board by the Hearing Officer. A final hearing is held before a Board Member who then makes a recommendation to the full Board on whether or not parole should be revoked and the offender returned to prison.

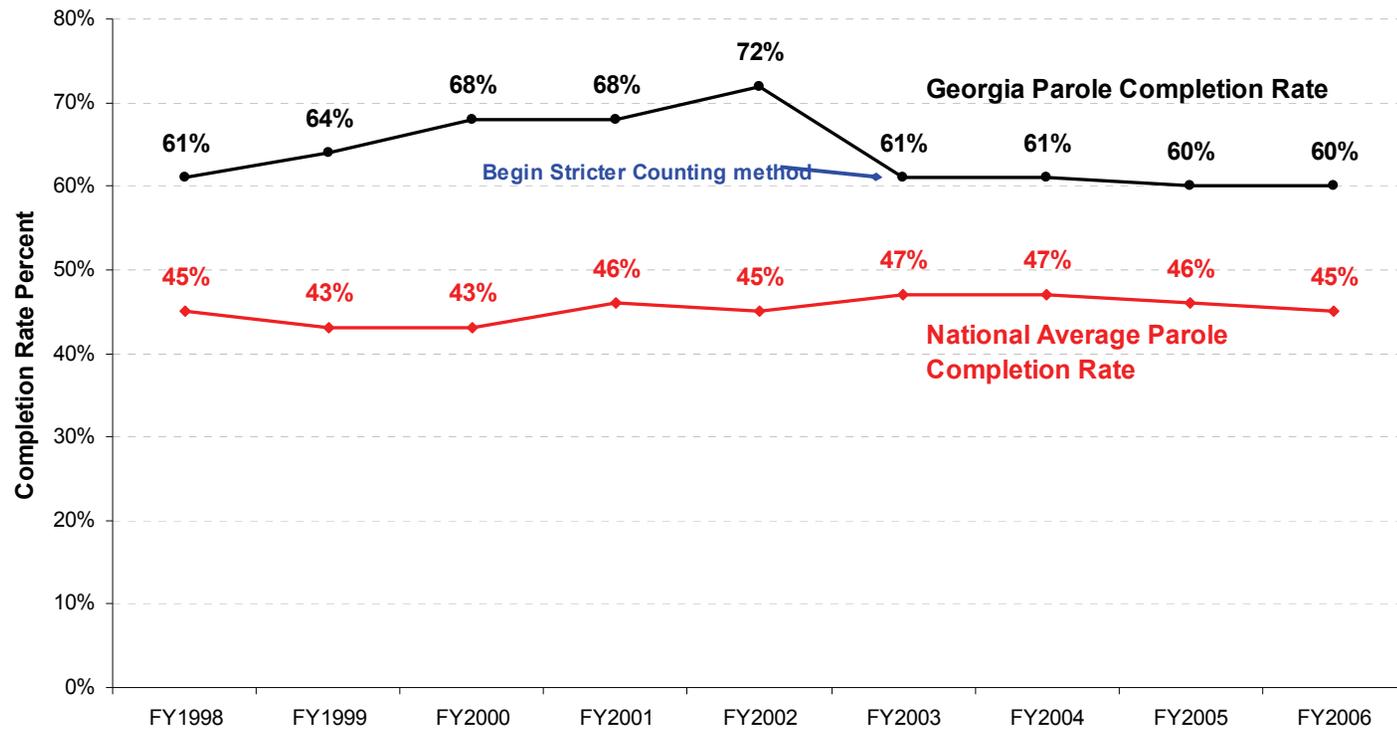
**Average Number of Parolees Revoked per Month**



# PAROLE SUPERVISION MEASUREMENT

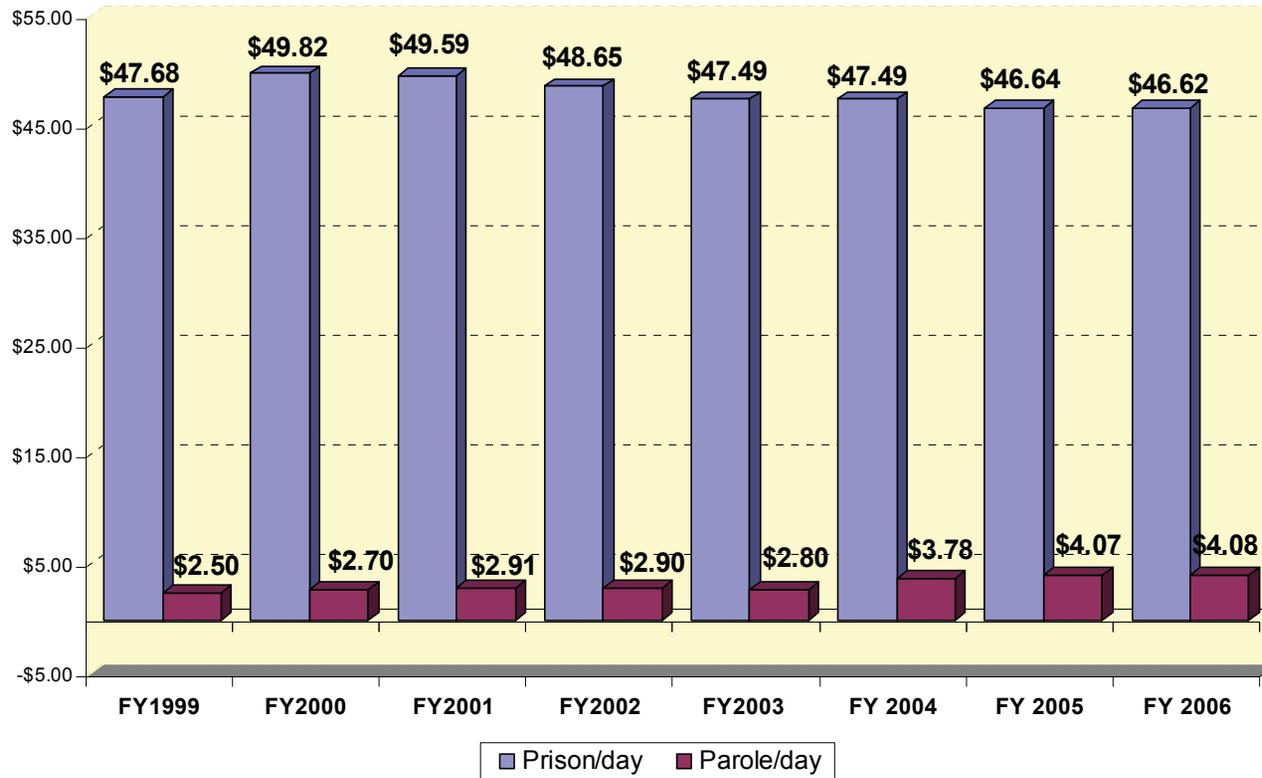
## Georgia and National Average Parole Completion Rates

Source: US Bureau of Justice Statistics (BJS)

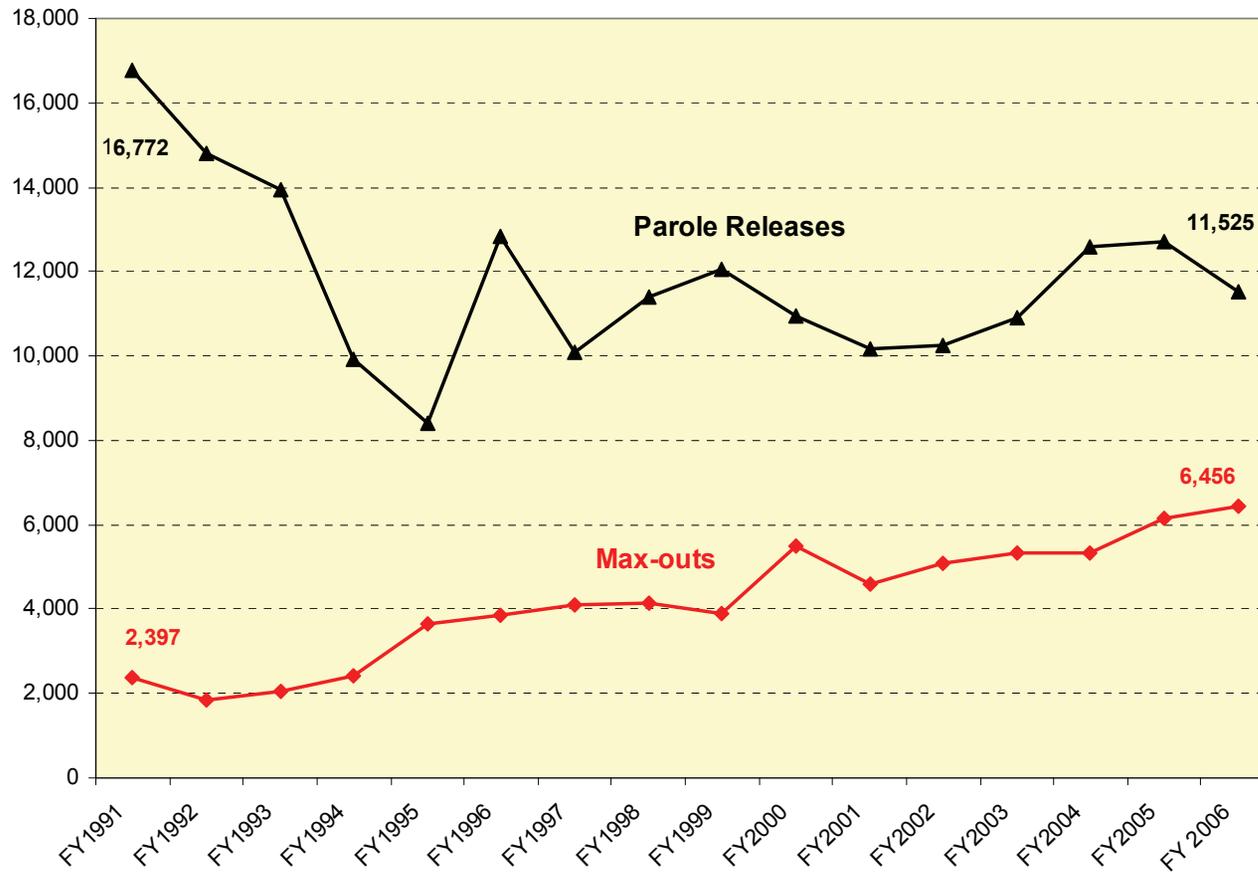


# GEORGIA CORRECTIONAL PICTURE

## Cost Per Day: Parole Supervision vs. Prison Incarceration

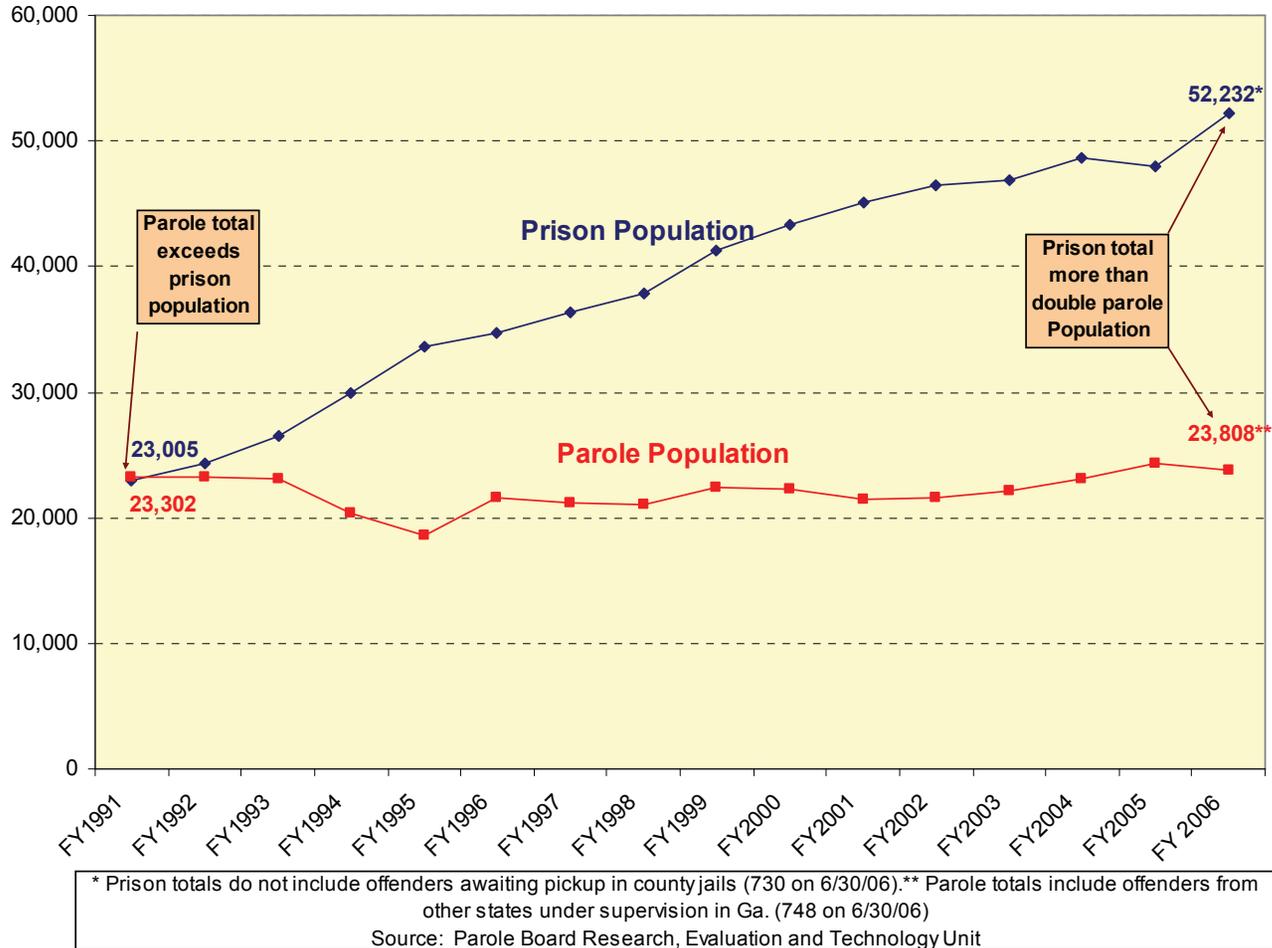


### Parole Releases and Prison Maxouts FY 1991 to FY 2006

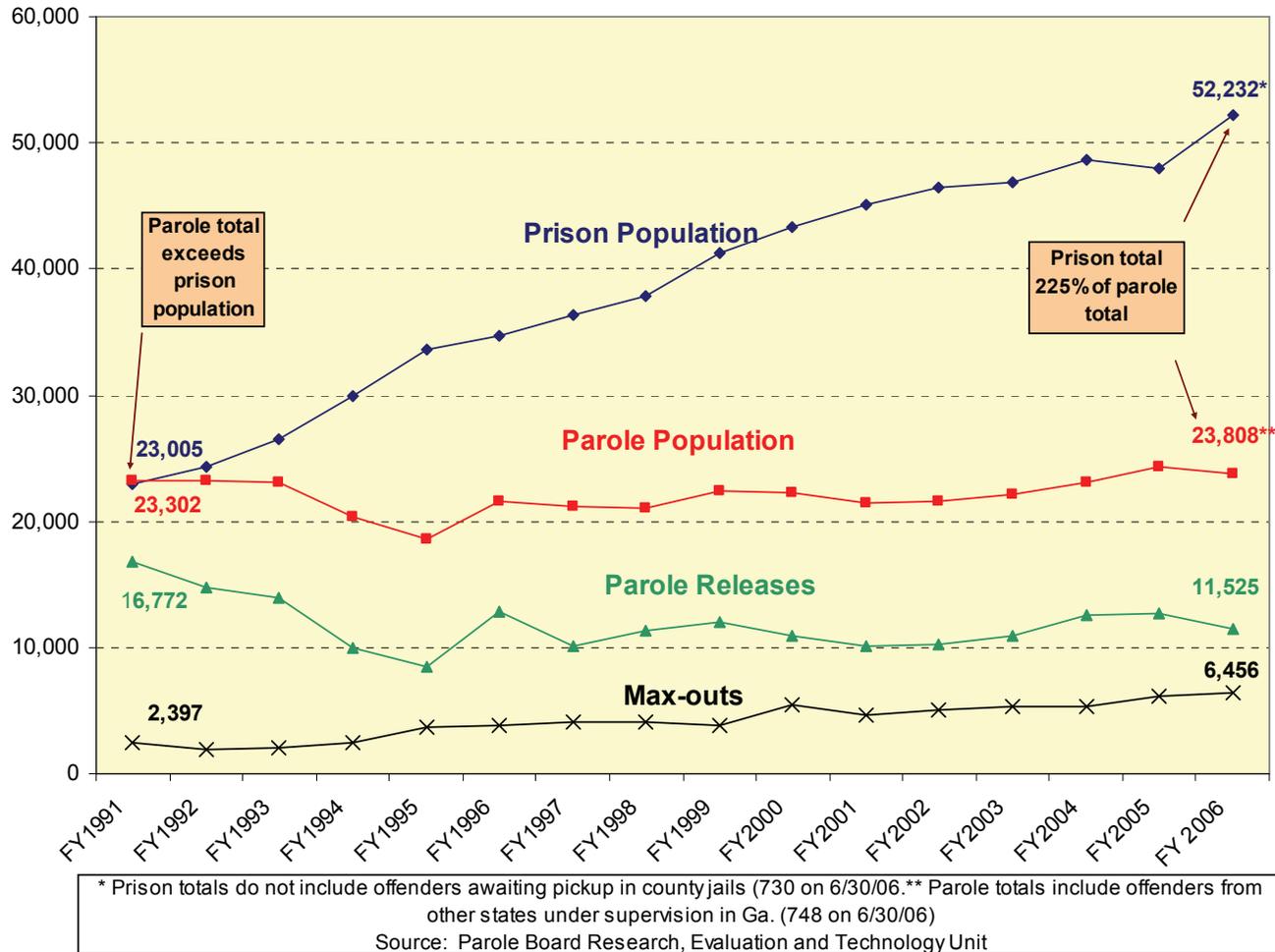


Source: Parole Board Research, Evaluation and Technology Unit

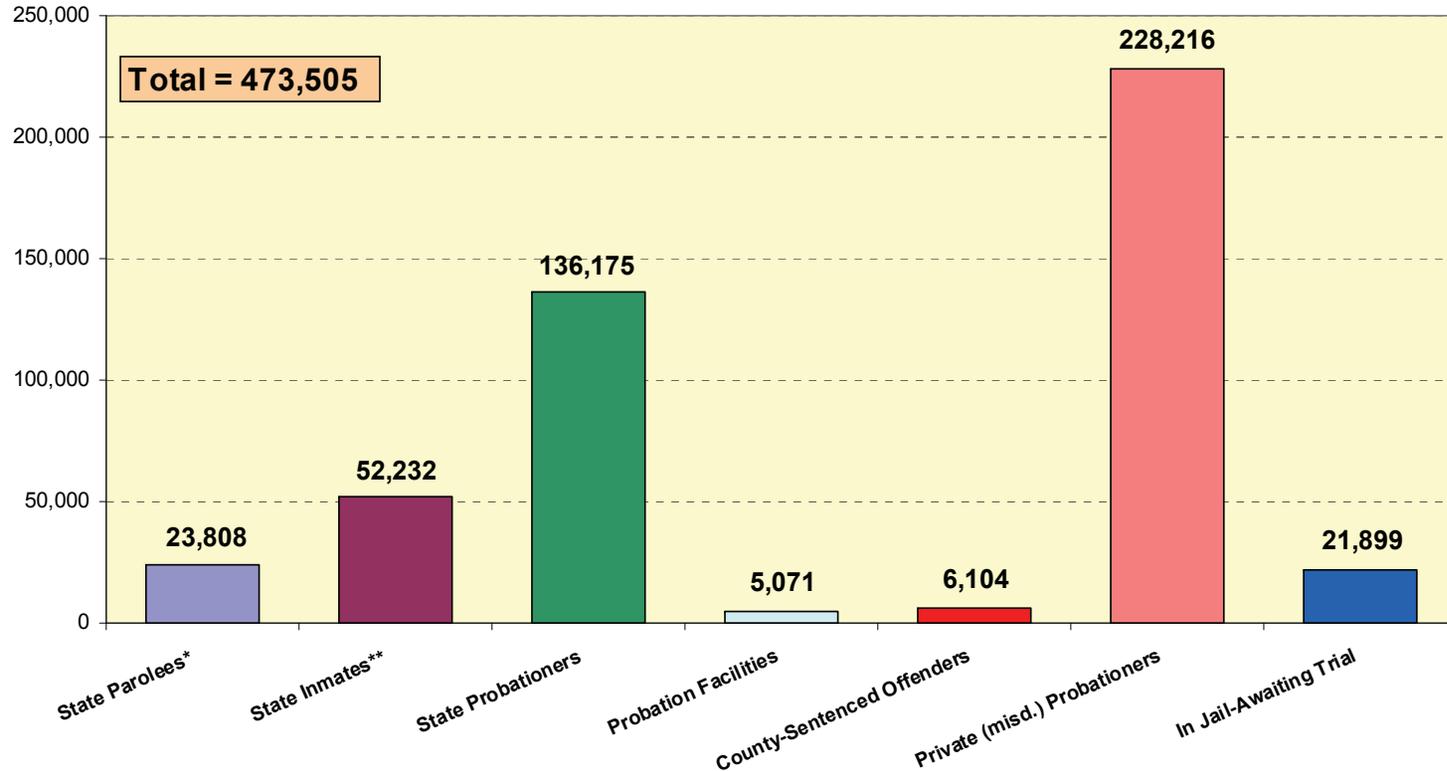
### Prison and Parole Populations FY 1991 to FY 2006



### Prison and Parole Populations, Parole Releases, and Prison Maxouts FY 1991 to FY 2006

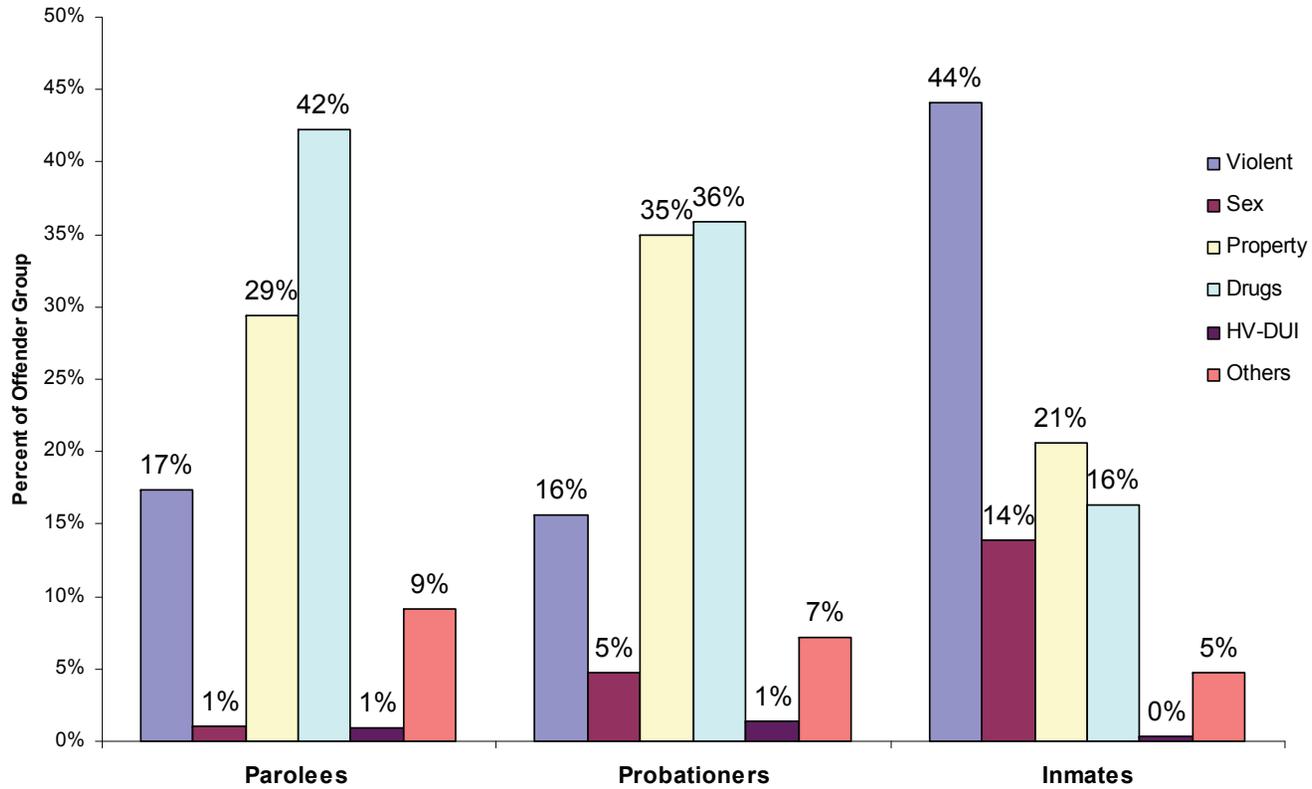


### Georgia's Adult Offender Population FY 2006



\* Includes 748 offenders from other states under supervision in Ga. \*\* Includes 730 offenders awaiting pickup in county jails.  
 Sources: Parole Board Research, Evaluation and Technology Unit, Department of Community Affairs, Georgia Dept of Corrections, Administrative Office of the Courts

### Offenders by Crime Type and Percent



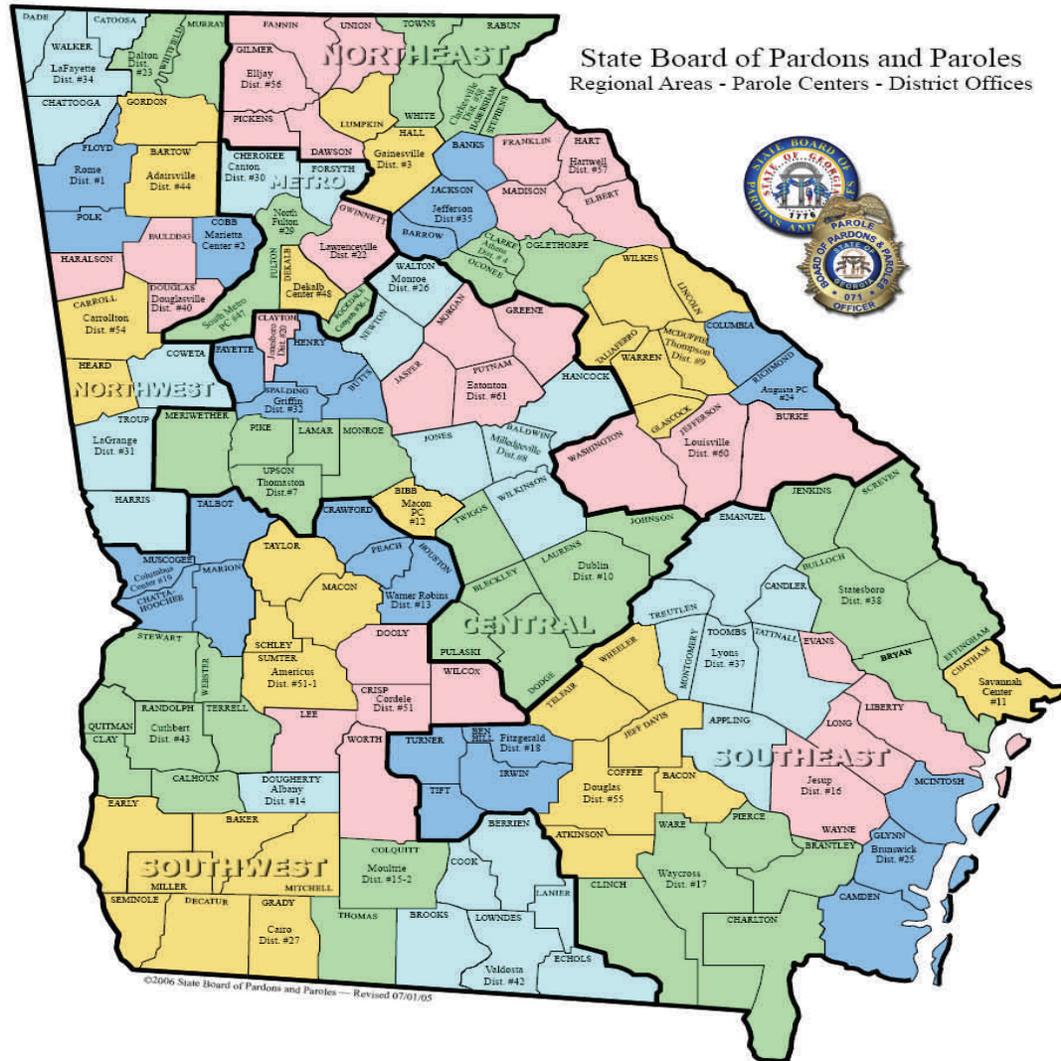
The inmate population does not include 730 offenders in county jails awaiting transfer to state prisons. The parolee population includes 748 from other states under supervision in Georgia and over 2,000 Georgia Parolees living in other states. The probation population includes offenders living in the community but does not include 5,071 held in detention and diversion centers and probation boot camps.

GEORGIA'S CORRECTIONAL POPULATION: FY2006*							
CRIME TYPE	PROBATION		INMATE		PAROLE	TOTAL	
Violent	21,303	44%	23,008	48%	4,131	9%	48,442
Sex	6,554	47%	7,250	52%	236	2%	14,040
Property	47,691	73%	10,786	17%	7,007	11%	65,484
Drug	48,969	72%	8,524	13%	10,054	15%	67,547
Habitual Violator / DUI	1,906	82%	209	9%	210	9%	2,325
Other	9,752	68%	2,455	17%	2,170	15%	14,377
<b>Total</b>	<b>136,175</b>		<b>52,232</b>		<b>23,808</b>		<b>212,215</b>
<b>% of State Total</b>	<b>64%</b>		<b>25%</b>		<b>11%</b>		

\* The inmate population does not include 730 offenders in county jails awaiting transfer to state prisons. The parolee population includes 748 from other states under supervision in Georgia and over 2,000 Georgia Parolees living in other states. The probation population includes offenders living in the community but does not include 5,071 held in detention and diversion centers and probation boot camps. Percentages should be read across the row by crime type.

**Source:** Parole Board Research, Evaluation and Technology Section; Department of Corrections

# DISTRICT OFFICE MAP



**The FY06 Annual Report was prepared  
by the Parole Boards Offices of Public  
Affairs and Research, Evaluation and  
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