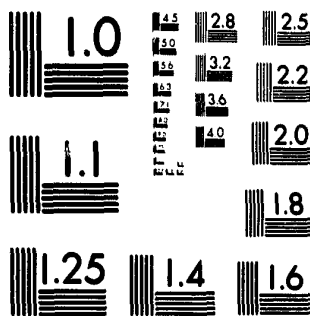


National Criminal Justice Reference Service



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MICROCOPY RESOLUTION TEST CHART
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**National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice
Washington, D. C. 20531**

DATE FILMED

JULY 28, 1980

65974



STATE BOARD OF PARDONS AND PAROLES

ANNUAL REPORT

FISCAL YEAR 1979

JULY 1, 1978 - June 30, 1979

TO

THE GOVERNOR

THE LIEUTENANT GOVERNOR

THE GENERAL ASSEMBLY

THE ATTORNEY GENERAL

JAMES T. MORRIS, CHAIRMAN

J. O. PARTAIN, JR., MEMBER

MRS. MAMIE B. REESE, MEMBER

FLOYD F. BUSBEE, MEMBER

MOBLEY HOWELL, MEMBER

NCJRS

FEB 14 1980

ACQUISITIONS

ANNUAL REPORT

FISCAL YEAR 1979
July 1, 1978 to June 30, 1979

The main thrust of the work of the State Board of Pardons and Paroles during Fiscal Year 1979 was aimed toward achieving one of the most significant advances in the Board's history -- use of Parole Decision Guidelines. This was accomplished on October 1, 1979.

Parole Decision Guidelines Make a Better Parole System

Parole Decision Guidelines help the Board make a consistent, soundly based, prompt, and explainable parole decision on an inmate serving a felony sentence other than life imprisonment. Guidelines help the Board decide on a Presumptive Parole Release Month for the inmate or decide that he will complete his sentence without parole.

Under Guidelines, Crime Severity Plus Offender's Past are Weighed

The Board identifies an inmate's Crime Severity Level from a table of offenses ranked in groups from lowest to highest severity. The higher the severity, the longer the inmate will be required to serve. Then the Board calculates the inmate's Parole Success Likelihood Score simply by adding weighted factors with proven predictive value from the inmate's criminal and social history. A history of prior imprisonment, parole or probation revocation, heroin use, and joblessness would increase the risk of paroling the inmate and cause him to be confined longer.

Board is Guided to Same Decision on Similar Cases

After identifying an inmate's Crime Severity Level and totaling his Parole Success Likelihood Score, the Board inserts these two elements into a Time-to-Serve Chart, which indicates the length of time the inmate should serve before release. More time may be added for Disciplinary Reports the inmate has received in prison.

The resulting Presumptive Parole Release Month, if approved by the Board, is announced to the inmate as the date he can expect to be paroled if he receives no future serious Disciplinary Reports. Often the Presumptive Parole Release Month is later than the inmate's sentence completion date, in which case the inmate is notified that he must complete his sentence without parole. Occasionally, the Board, when making its decision, may depart from the Guidelines, but it must give its specific written reason to the inmate.

The Time-to-Serve Chart virtually insures that inmates serving for similar offenses with similar histories will be treated the same.

Guidelines Provide Other Benefits

In addition to making release actions more consistent and soundly based, Parole Decision Guidelines offer other positive results:

Explainability -- Under Guidelines, a Notice of Action is sent to the inmate who has been considered for parole. It leads him step by step to show him how and why the Board arrived at its decision. If he thinks an error has been made, he may appeal. The same openness prevails when outside persons inquire about a parole decision. There is no mystery in the decision-making process.

More Prompt Decisions -- A person given a non-life felony sentence on or after January 1, 1980, has his case investigated and considered by the Board and receives notice of the decision within six to nine months after he enters the prison system. There is little possibility of a decision being delayed past parole eligibility because of a late investigation.

Less Inmate Anxiety -- Under Guidelines, routine yearly parole considerations are eliminated along with the resulting yearly disappointment to denied inmates. Inmates learn the Board's decision shortly after entering prison.

Sincere Participation in Prison Programs -- The Guidelines strip away the false idea that to make parole an inmate simply must take on the appearance of a "model inmate." As a result, applicants for the prisons' educational and vocational courses and other good-sounding activities should have motives other than trying to impress the Parole Board.

Practical Experience Steered Guidelines Development

Implementation of Parole Decision Guidelines in October 1979 was preceded by a two-year period of research and development. Over four thousand case files on successful and unsuccessful Georgia parolees and other ex-inmates were studied to identify attributes significantly linked with success and failure. Using recognized statistical procedures, the research team isolated Parole Success Factors with proven predictive value in selecting candidates for parole who would not likely be a danger to society.

Board Members themselves monitored the research and participated especially in selecting Crime Severity Levels for the various offenses.

The Success Factors and Severity Levels were put together in a Time-to-Serve Chart which indicates how long inmates should serve. These indicated confinement times were designed to match what the Board has been requiring in recent years. The big difference is that the Guidelines mandate consistency and introduce empirically based risk assessment.

By adopting Guidelines, the Georgia Board joins sixteen other states which have implemented or are in process of implementing guides for structuring parole discretion.

Research Team Monitors Guidelines

A valuable dividend from Parole Decision Guidelines development was the creation of an experienced research group -- the first such personnel the Board has ever had. Two operations analysts who performed the case studies establishing the Guidelines' empirical basis continue today to monitor the new system.

This new Research and Evaluation Unit determines how well the Guidelines are doing what they were designed to do. The Unit will be able to suggest any future modifications. Its existence emphasizes that the Guidelines are not "set in concrete"; they can and will change when change is justified.

The Research Unit also performs other statistical studies, produces impact statements for proposed programs, provides management review, and maintains liaison with the Department of Offender Rehabilitation's researchers.

One of the Unit's most recent findings is that the Board is approving Guideline-indicated decisions 86 percent of the time, which is almost exactly what had been forecast.

Field Operations Geared for Future

The Field Operations Division during Fiscal Year 1979 was gearing itself for implementation of Parole Decision Guidelines. With the addition of five new positions in FY 1979 and 14 more in FY 1980, parole officers supervised more manageable parolee caseloads, but under Guidelines, the investigative workload is destined to increase.

Beginning in January 1980, field parole officers will begin conducting Legal and Social Investigations on new inmates shortly after they enter the prison system. This will be in addition to the same type investigations they conduct on inmates nearing their initial parole eligibility dates. Thus for a time the number of field investigations will be almost doubled.

The increase in personnel made it possible to exempt the five area supervisors from the double duty of serving also as district chiefs. As a result, area supervisors are able to concentrate on handling area-wide administrative duties.

Four field positions now carry the newly created title of parole officer aide. Aides perform investigative and research functions not requiring contact with inmates or inmates' families. These positions have been filled by promotions among the field clerical staff.

During the Fiscal Year, the Division began a continuing program of college recruitment. Working in cooperation with the State Merit System, Parole Board representatives participate in Career Days at most of Georgia's four-year colleges and universities. In addition, the Board is represented by Georgia's Merit System at several college career programs in surrounding states.

Special efforts are being made to assure that employment opportunities are known to a larger number of qualified persons regardless of race or sex. In the same spirit, the Board and the Department of Offender Rehabilitation jointly requested the Merit System to review the Probation/Parole Officers Test to be sure it is a fair and valid instrument for rating job applicants.

The Division has another continuing program which is targeted on providing Management in State Government courses, taught by the Merit System, for all field district chiefs and other upper-level parole officers.

Since June 1977, parole officers have been receiving biennial professional training in arrest and transport procedures and pistol handling and marksmanship. To make this training available in several locations, steps are being taken to have selected parole officers in every major area of Georgia certified as State Firearms Instructors.

Parolee Success Rate Is Ninety Percent

When an inmate is judged under Parole Decision Guidelines and released from prison, that does not end the Board's responsibility. The parolee must obey a set of Board-imposed conditions, violation of which may result in his return to prison. A parole officer makes surprise visits to the parolee's home and place of employment and also requires him to report regularly to the local parole office.

In addition to his surveillance role, the parole officer is a counselor who may help the parolee with family, budget, and job-placement problems or refer him to an appropriate agency for help.

All of the above do not guarantee that a person will succeed on parole; however, they encourage rehabilitation and discourage violations of law and parole requirements.

As a result, during Fiscal Year 1979, ninety percent of Georgia parolees completed their parole periods successfully, saving Georgia taxpayers the cost of keeping them in prison.

The ten percent who failed on parole did not invariably commit new offenses; many of them had their paroles revoked for serious technical violations of parole conditions.

Legislation Is Related to Parole Violators

Three Acts of the General Assembly signed into law by Governor Busbee during Fiscal Year 1979 affected the Parole Board.

Act 572 permits designated Board employees to carry a weapon without being in violation of Code Section 26-2901. The main purpose was unequivocally to allow parole officers, trained in pistol handling and marksmanship, to carry weapons when arresting and transporting parole violators.

Act 573 permits the Board to designate which of its employees may execute a warrant for arresting an alleged parole violator. Under this Act, it is not necessary to amend the law when a job title changes.

Act 490, if funded by the General Assembly, would require the Board to reimburse counties for costs of jailing alleged parole violators arrested on a Board warrant. Funds for implementing this Act were not appropriated for FY 1980.

Sentence Commutations Sparingly Granted

During Fiscal Year 1979, out of a prison population of almost twelve thousand, the Board commuted 29 sentences to time served, resulting in immediate release, and commuted 42 other sentences to lesser terms, not resulting in immediate release. All of the 71 commutations were granted only after Board investigations. In some of these cases the investigation revealed excessive sentences as compared to sentences for similar offenses received by offenders with similar histories. In other cases the Board commuted the sentences of physically incapacitated, terminally ill inmates to allow them to die outside prison walls.

For purposes of comparison, it is noted that the Judiciary's own Superior Courts Sentence Review Panel reduced more sentences than the Parole Board commuted. During FY 1979, while the Board was commuting 71 sentences, the three-judge Review Panel was reducing 101 sentences. Unlike the Parole Board, the Review Panel's caseload is limited to considering only sentences of five years and longer and only cases submitted to it within 30 days after conviction or after appeal denial.

In September 1979, the Board adopted a mandatory requirement that the sentencing judges be contacted before sentences are commuted.

Pardon Policy Modified

On April 4, 1979, the Board ceased accepting applications for First Offender Pardons and Ten Year Pardons. In place of these types of clemency, the Board adopted a pardon which an ex-offender may apply for not less than five years after completing his sentence. A pardon restores civil and political rights lost by conviction.

A pardon may also be granted if the Board becomes convinced that a person is innocent of the crime for which he was convicted. However, no pardon was granted for this reason during all of Fiscal Year 1979.

Morris Re-elected Chairman

Board members, who, in accordance with the State Constitution, annually elect one of their number as chairman, re-elected James T. Morris to a second term as chairman beginning October 1, 1978, and to a third term as chairman beginning October 1, 1979.

No Death Case Considered

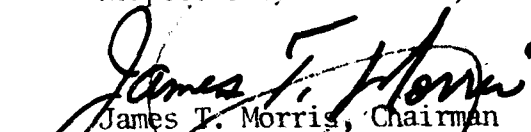
No application for commutation of a death sentence was received during Fiscal Year 1979. All of the approximately 70 persons on Death Row had their cases under appeal in various courts. Only two death cases have been considered by the Board since 1970, resulting in one commutation (with approving recommendations by the presiding judge and prosecuting Assistant District Attorney) and one decision not to commute.

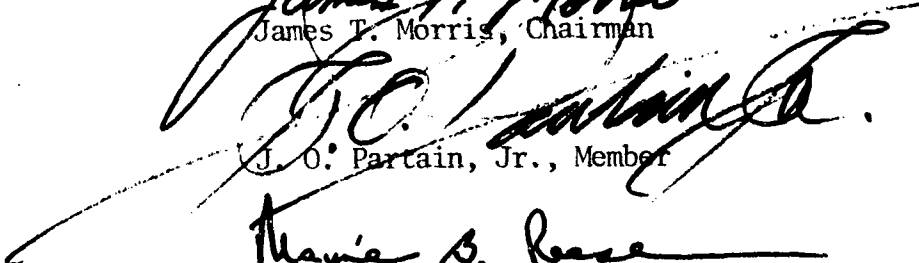
New Rule Book Published


During June 1979 the Board published a new 60-page Rule Book reflecting changes in laws, policies, and procedures since the previous edition in 1975. Copies of the new book were distributed to all superior court judges, district attorneys, parole officers, and key prison officials. Extra copies were kept in reserve to supply to inquiring attorneys and other interested persons.


Parole Board Basics, a condensation of the Rule Book in leaflet form, was published simultaneously. It is for more widespread and economical distribution to inquiring office visitors and letter writers, especially prison inmates.

Respectfully submitted,


James T. Morris, Chairman


J. O. Partain, Jr., Member


Mrs. Mamie B. Reese, Member


Mobley Howell, Member

GEORGIA STATE BOARD OF PARDONS AND PAROLES

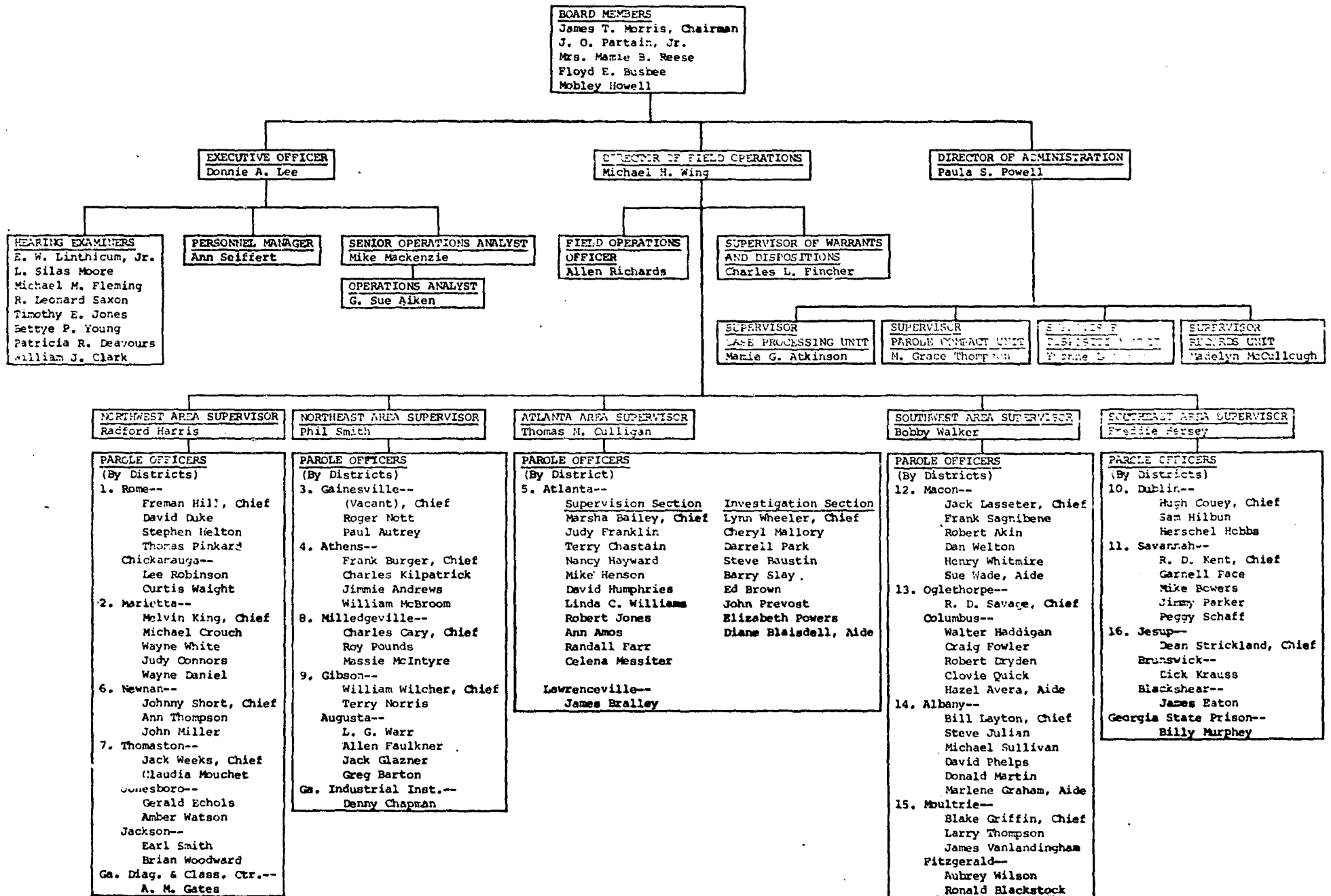
STATISTICAL SUMMARY

Activity For Fiscal Year Ending June 30, 1979

Commutation of Sentence to Time Served	29
Conditional Transfer to Detainer	58
Parole	2234
Remission to Probation	24
Reprieve and Conditional Commutation (Early Release)	72
Youthful Offender Conditional Release	509
Special Reprieve Programs for Inmates Near Discharge	513
Total Release Actions by Board	<u>3439</u>
Revocation of Early Release	10
Revocation of Parole	220
Revocation of Youthful Offender Conditional Release	206
Total Returns to Prison by Board	<u>436</u>
Discharge from Parole	1888
Youthful Offender Unconditional Release	264
Pardon	2
First Offender Pardon	164
Restoration of Civil and Political Rights	2210
Ten-Year Pardon	8
Other Parole Cases Reviewed	5960
Commutation of Pre-Trial Confinement	2
Medical and Compassionate Reprieve (Short Duration)	161
Commutation Reducing Sentence Without Release	42
Family Interviews in Board Chambers	1470
Inmate Interviews at Institutions	879
Preliminary Revocation Hearings	47
Final Revocations Hearings	199
Cancellation of Supervised Reprieve	<u>1</u>
Total Other Actions by Board	13,297
TOTAL BOARD ACTIVITY	17,172
Average Monthly Inmate Population	11,602
Average Number of Board Releases under Supervision	2,441
Youthful Offenders	592
Parolees and Others	1849
Lifers Considered for Parole	618
Lifers Granted Parole	79
Lifers Granted on First Consideration	12

State Board of Pardons and Paroles

December 1, 1979



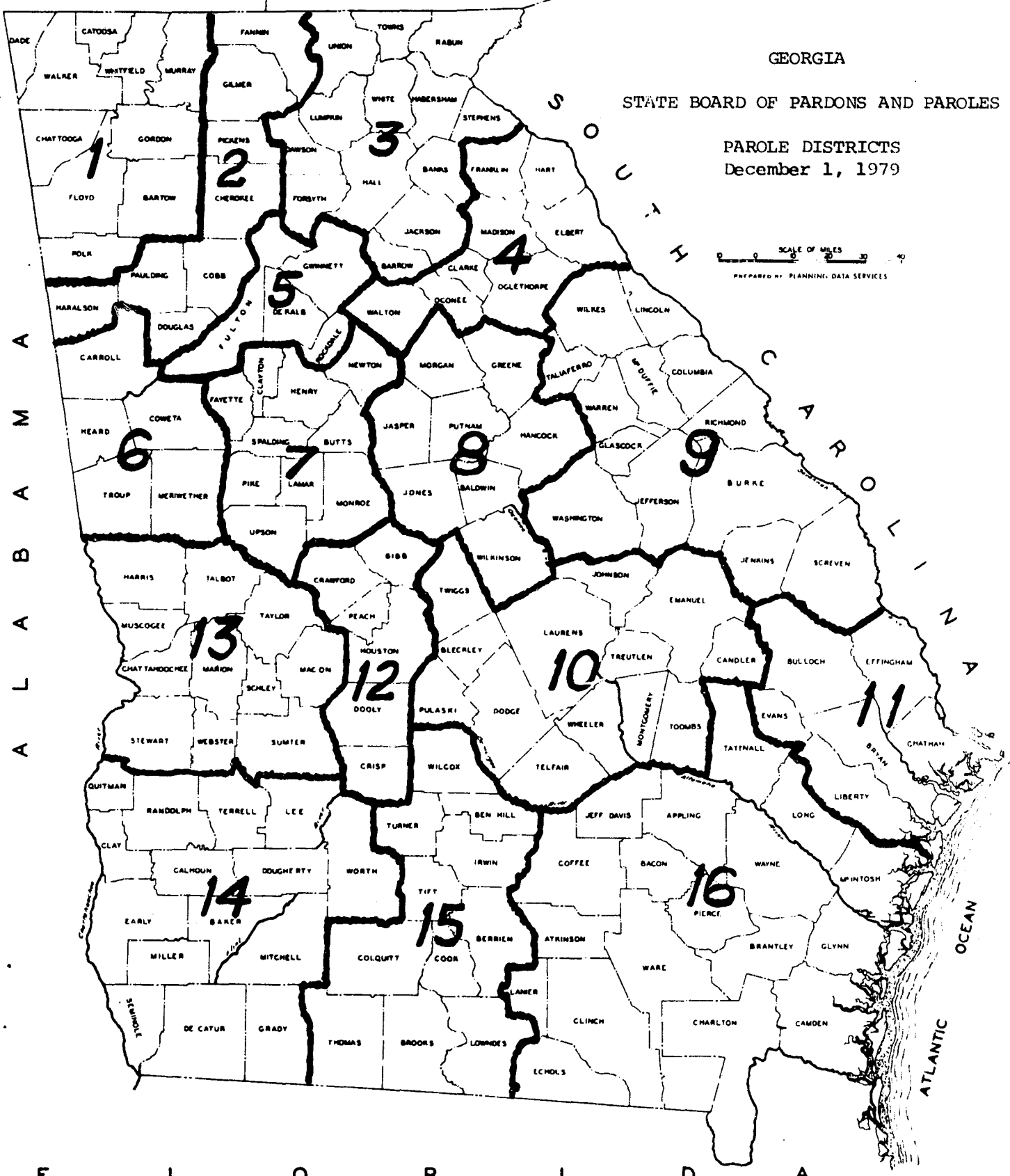
T E N N E S S E E

GEORGIA

STATE BOARD OF PARDONS AND PAROLES

PAROLE DISTRICTS
December 1, 1979

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