

OPERATION PERFORMANCE

Six Year Action Plan for Corrections

(FY1976 – FY1981)

For

Georgia Department of Corrections/Offender Rehabilitation

July, 1975

NCJRS

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ACQUISITIONS

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FOREWORD

In the midst of rising crime, overcrowded prisons and ineffective rehabilitation efforts, corrections officials and concerned citizens across the country are reassessing their present approach to "rehabilitating" offenders. There is a particular need in Georgia corrections to develop a more effective and efficient system which will provide a wide range of sentencing alternatives as well as correctional services which impose more responsibility upon each offender to work toward becoming a rehabilitated citizen in the community. At the same time, the system must be flexible enough to securely contain those offenders who do not choose to assume responsibility for their actions or have habitually demonstrated that they cannot live in society without violating the rights of others.

The challenge of developing a more effective and efficient corrections system in Georgia is admittedly awesome. Therefore, the Six-Year Action Plan for Corrections has been carefully prepared to encompass needed staff, programs, facilities, and the projected yearly costs for implementation. It is hoped that this action Plan will serve not only as a blueprint for implementation but also as a foundation for departmental action which can be refined in future years.

I wish to express my sincere thanks to all Department staff who have worked diligently to prepare an accurate and realistic Action Plan. Additionally, on behalf of the Department, I want to extend special acknowledgement to Battelle Columbus Laboratories for technical assistance in the preparation and publication of the Action Plan.

In the coming months, as the Six-Year Plan for Corrections is continually assessed and implementation is initiated, the question will often be raised, "Can we afford to do what is planned?" It is my hope that the equally important question will arise in response, "Can we afford not to?"

Allen L. Ault, Ed.D.
Commissioner

CHAPTER 1

THE PLANNING PROCESS AND ORGANIZATION OF THE PLAN

OPERATION PERFORMANCE

Six-Year Action Plan for Corrections (FY1976—FY1981)

For

Georgia Department of Corrections/Offender Rehabilitation

July, 1975

CHAPTER 1. THE PLANNING PROCESS AND ORGANIZATION OF THE PLAN

The Georgia Department of Corrections/Offender Rehabilitation (DCOR) initiated a comprehensive long-range planning effort in early 1974 designed to specify departmental objectives and to develop a coordinated operational plan to accomplish these objectives. The major purpose of the coordinated plan was and is to increase operating efficiency by organizing the Department's activities toward commonly agreed upon goals. The operational plan covers activities related to the institutional incarceration of adult felons and the associated probation and community-based aftercare treatment functions. As a result, the plan is designed to reflect the Department's responsibilities as an integral part of the total criminal justice system, including the interface of DCOR with the offender as he progresses through this system.

Initially, the corrections plan consisted of over 100 independent "issues." These issues were developed through a comprehensive assessment of 129 standards from the Corrections volume of the National Advisory Commission on Criminal Justice Standards and Goals (NACCCJ). Input to the assessments was provided by staff members from throughout the Department. After analysis and integration of the assessments by the Research and Development Division, the list was condensed into 87 issues of immediate concern. Alternative approaches and implementation procedures were also developed for each issue. After a review of the issues by staff members in the field, the Deputy Commissioners and the Commissioner recommended revisions to the issues and selected alternatives for inclusion in the plan.

During the issue development process, a new philosophy of corrections in Georgia was developed by the Department and referred to as "Operation Performance." The correctional approach represented by Operation Performance was subsequently incorporated into the issues as they were revised.

Once the issue statements were approved, the Department assembled a project team to integrate the issues into an operational corrections plan. The project team consisted of two planners from the Research and Development Division and an outside contractor. The plan integration process consisted of screening each issue statement against two sets of criteria: planning standards and corrections standards as shown in Tables 1 and 2. If an issue did not satisfy one of the criteria, a discrepancy was identified for later resolution by the project team and the responsible individual within DCOR.

After all discrepancies were resolved, each issue statement was condensed into a plan abstract format in order to keep the size of the ultimate operational plan at a reasonable level. The following plan abstract format was developed by the project team for use in the plan and reviewed by the Department, user groups, and inmates.

- I. Number
- II. Title
- III. Problems
- IV. Objectives
- V. Implementation
 - Tasks
 - Schedule
 - Responsibilities
- VI. Resources Required
 - Total estimated cost
 - Facilities
 - Staff
 - Equipment
 - Training
 - Miscellaneous

The organization of this plan is based upon offender flow through the criminal justice system. It consists of 16 chapters (Chapters 3 - 18), and each plan abstract is assigned to a chapter and given an identifying number.* Each chapter describes the responsibilities of the Department at each point of contact with the offender as he is processed through the system. Chapter titles reflect these responsibilities.

A chapter organization was developed which consisted of the following items:

- (1) An introduction identifying where the chapter interfaces with the offender as he progresses through the criminal justice system.

* Plan abstracts are numbered alphabetically within the chapter they are assigned (e.g., 3-a identifies the first plan abstract in Chapter 3). Plan abstract numbers are cross-referenced to the NAC CJ standard numbers they relate to in Appendix A.

- (2) An integrated discussion of the present situation within DCOR of all plan abstracts included in the chapter.

TABLE 1. PLANNING CRITERIA

-
-
- Title
Is the title specific, and does it call for action?
 - Present Situation
Does the present situation provide a general description of existing conditions related to this subject area?
 - Identifiable Problem(s)
Are specific problems identified?
 - Objective(s)
Are there objectives for all identifiable problems?
 - Implementation
Are implementation steps, schedule, and responsibilities included, and do the steps relate to identifiable problems?
 - Resources Required
Are both existing and additional resources identified?
Are state and federal funding sources identified?
-
-

TABLE 2. CORRECTIONS CRITERIA

-
-
- Present Situation (general description)
Is the present situation adequately described?
 - Identifiable Problem(s)
Are the identified problems relevant?
Is the identification of the problems compelling?
 - Implementation
Will the implementation being called for impact the problem?
Are the future demands considered?
 - Scope
Are the contents sufficiently integrated (not too broad)?
Does the issue fit a single chapter?
 - Philosophy
Is there a consistent conceptual or philosophical base in corrections for each issue?
 - Relationship to Other Issues
Does this issue acknowledge relations to other issues?
Does this issue take account of other issues being implemented upstream?
-
-

- (3) A flow chart summarizing the implementation tasks of each plan abstract into an integrated plan for the chapter.
- (4) The assigned plan abstracts.

The flow charts serve to bring the planning requirements for each chapter into sharper focus. They include the implementation tasks of each plan abstract in the chapter (although some tasks were combined where they were closely related), task number, and the responsibility for each task in a box on the chart as shown below.

Task Number* and Description	
Start-End Date (month and year)	Responsibility

The relationships and sequence among tasks (boxes) are shown by connecting lines on the flow charts. The flow charts summarize in one place the action-oriented planning requirements of each chapter for use by DCOR administrators and planners in executing the plan. The flow charts are supported by the plan abstracts. In addition, the issue statements from which the plan abstracts were developed are on file with the Deputy Commissioner, Research and Development Division, if more detailed information is needed to implement the plan.

Finally, an overview of the total plan (all 16 planning chapters--3 through 18) is included as the final chapter (Chapter 19--Plan Overview). The Plan Overview provides, in one place, an integrated picture of the plan, at a summary level, for use by top administrators within DCOR. In carrying out the plan, administrators must be able to identify the repercussions that changes in one part of the plan might have on other parts. The Plan Overview will allow Department staff to consider the impact of proposed changes which may be made during implementation, before a final decision on the change is made. Further, a plan such as this cannot be considered comprehensive unless all the parts (chapters) can be tied together into an integrated picture such as that provided by the Plan Overview.

* Task numbers in the flow charts include the plan abstract number (e.g., 3-a) plus the number of the implementation task included in the abstract (e.g., 3-a-1 identifies the first implementation task in plan abstract 3-a, or 3-b-1-4 identifies the combined first four tasks in plan abstract 3-b.)

CHAPTER 2

PLAN IMPLEMENTATION ENVIRONMENT

CHAPTER 2. PLAN IMPLEMENTATION ENVIRONMENT

Prior to presenting the individual chapter plans, it is important to identify the Department environment in which the plan will be implemented. This environment can be described in three ways: (1) DCOR's role in the criminal justice system; (2) its philosophy of corrections; and (3) its present situation in terms of such characteristics as inmates, facilities, and personnel.

Role of the Department in Georgia's Criminal Justice System

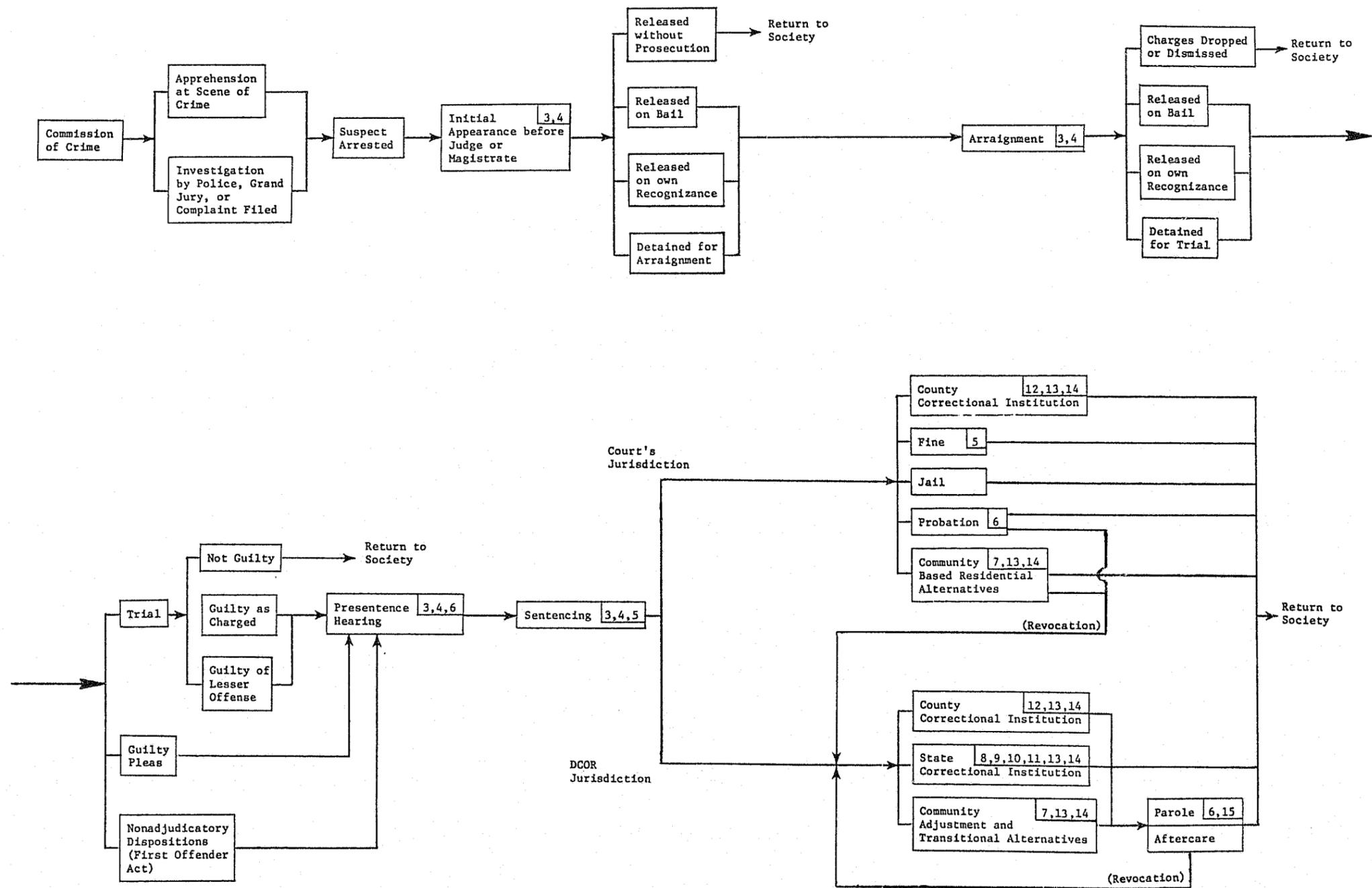
Figure 1 presents a general view of the Georgia criminal justice system and the offender flow through this system. DCOR first comes into contact with the offender in the courts during the processes of initial appearance, arraignment and pre-sentence. The Department's responsibilities at this juncture include the following:

- (1) Providing information on sentencing alternatives to the courts, offenders, and public
- (2) Preparing pre-sentence reports
- (3) Providing pre-trial and pre-sentence diversionary programs
- (4) Providing probation services.

Additionally, DCOR has the responsibility for the following correctional services for sentenced offenders:

- (1) Community facilities
- (2) Community programs
- (3) Institutional facilities
- (4) Institutional programs
- (5) Offender rights
- (6) Aftercare services
- (7) County Correctional Institutions.

DCOR's relationship with the offender as he moves through the criminal justice system is reflected in each chapter of the plan. The points of contact with the offender are highlighted on the first page of each chapter.



Note: Numbers in the upper right hand corner of boxes indicate the points at which plan chapters interface with the offender flow. Chapters 16, 17, and 18, System Personnel Practices, Manpower Development, and Research and Development, are not indicated on this chart because they are overall system concerns.

FIGURE 1. FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM

DCOR's Corrections Philosophy

Operation Performance mentioned in Chapter 1 represents DCOR's current service delivery and corrections philosophy. This philosophy proposes to change a negative, subjective corrections system into a positive, objective system. Operation Performance proposes to eliminate a system which implies that DCOR has the responsibility for rehabilitating public offenders. The existing system imposes no responsibility upon the inmate for the consequences of his actions. Operation Performance would permit DCOR to provide objective, contractual agreements with the inmate and more firmly place the responsibility for rehabilitation upon the inmate. This new philosophy consists of seven major components which are described in the following paragraphs.

Pre-Trial Services

Pre-trial services, similar to those currently available to Cobb County and Fulton County, should be fully extended to every judicial circuit. Immediately after arrest, individuals held in jail for alleged offenses would be assisted by pre-trial workers to determine if bail or bond is necessary. As a result of this pre-trial assistance, some individuals could be diverted from the criminal justice system entirely through participation in community treatment/vocational programs.

This would have the effect of relieving the crowded jail situation as well as saving thousands of dollars from the usual expense of trial, probation or incarceration. For example, "pot smokers" are a group of misdemeanants that could be diverted. It now costs the state about two million dollars a year to process this group through the criminal justice system.

Community Diagnostic Centers

Community Diagnostic Centers need to be developed, with adequate staff for use by all judicial circuits to provide pre-sentence evaluations and appropriate recommendations on all offenders. This information is critical for determination of individual sentencing and maximum utilization of alternatives to incarceration.

Revamping of Sentencing Laws

A revamping of sentencing laws should be accomplished through University Law Schools and the Judicial Council to make sentencing much more appropriate to the crime. Currently, there is entirely too much discretion, i.e., 1 to 20 years for burglary, which leads not only to inequity and injustice in sentencing, but also to one of the highest inmate populations per capita in the United States. An in-depth study of the Model Sentencing Act should be undertaken.

In addition, a habitual-offender law should be developed that would provide the necessary discretion required for sentencing courts to assure strict sentences of incarceration for those who have continually demonstrated they cannot live in society without violating the rights of others.

Judicial Review Panel

The responsibilities of the Judicial Review Panel should be extended to include the review of all sentences of three years through life. Currently, the Review Panel reviews sentences of five years and above, excluding capital offenders.

Post-Trial Services

Probation services should be intensified and greatly expanded in order to reduce the cost factor to the public of dealing with offenders and also in order to divert individuals from future criminal activity. Contractual agreements could be established with each probationer outlining a plan of action with specific goals for becoming a responsible, productive citizen within the community. The offender performance contract need would then be matched with the appropriate level of community probation supervision and available community resources. With expanded probation and post-trial services, it should be much more economical and effective to place eligible offenders in community facilities or under intensive community supervision than in prison.

Corrections

A continuum of services should be developed for offenders to earn their way out of prison. Community transitional pre-release centers offering individualized community supervision will provide better opportunities for satisfactory adjustment to society than is currently available. In this continuum of services, consideration for release from prison through a subjective parole process would not be a factor in an individual's release. Each offender, depending on the nature of his individual needs, personality adjustment, educational achievement, and vocational training experience, would have to work his way through several performance levels in order to develop the skills necessary to allow him to be competitive in society. The only way an offender could obtain a reduced term of incarceration from his original sentence would be by earning release time through performance and behavior as prescribed in a mutual contractual agreement with the Department.

Rather than being returned to society with \$25 and a suit of clothes, the offender would have to work his way from prison through a community transitional pre-release facility into the community.

Continuum of Supervision

Instead of the traditional model of incarceration or freedom, a continuum of degrees of supervision should be provided with a wide range of sentencing options, including diversion, regular and intensive probation,

community treatment centers, incarceration, pre-release centers and community adjustment. Each offender would receive the degree of supervision deemed appropriate to his needs and earn release through individual performance.

DCOR's Present Characteristics

The central administrative offices for DCOR are located at 800 Peachtree Street, Atlanta; additional staff and clients are located throughout the state.

Originally, DCOR is administratively responsible to the constitutionally appointed State Board of Corrections/Offender Rehabilitation. Composed of nine Georgia citizens, five of whom simultaneously serve on the Board of Corrections and the Board of Offender Rehabilitation, the State Board employs the Commissioner who in turn initiates the missions of the Department.

The Commissioner is assisted by six Deputy Commissioners who are responsible for: (1) Institutional Operations; (2) Community-Based Facilities and Programs; (3) Community-Based Supervision of Offenders; (4) Offender Administration; (5) Research, Program Development and Planning and (6) General Administrative Services.

DCOR employs approximately 2,800 employees. Of this total, 300 are administrative central office personnel and 2,500 are field or service personnel. Included in this latter category are 1,100 Correctional Officers, 50 Correctional Counselors, 45 Vocational and Academic Instructors, 30 Wardens or Superintendents, and 325 Probation Supervisors.

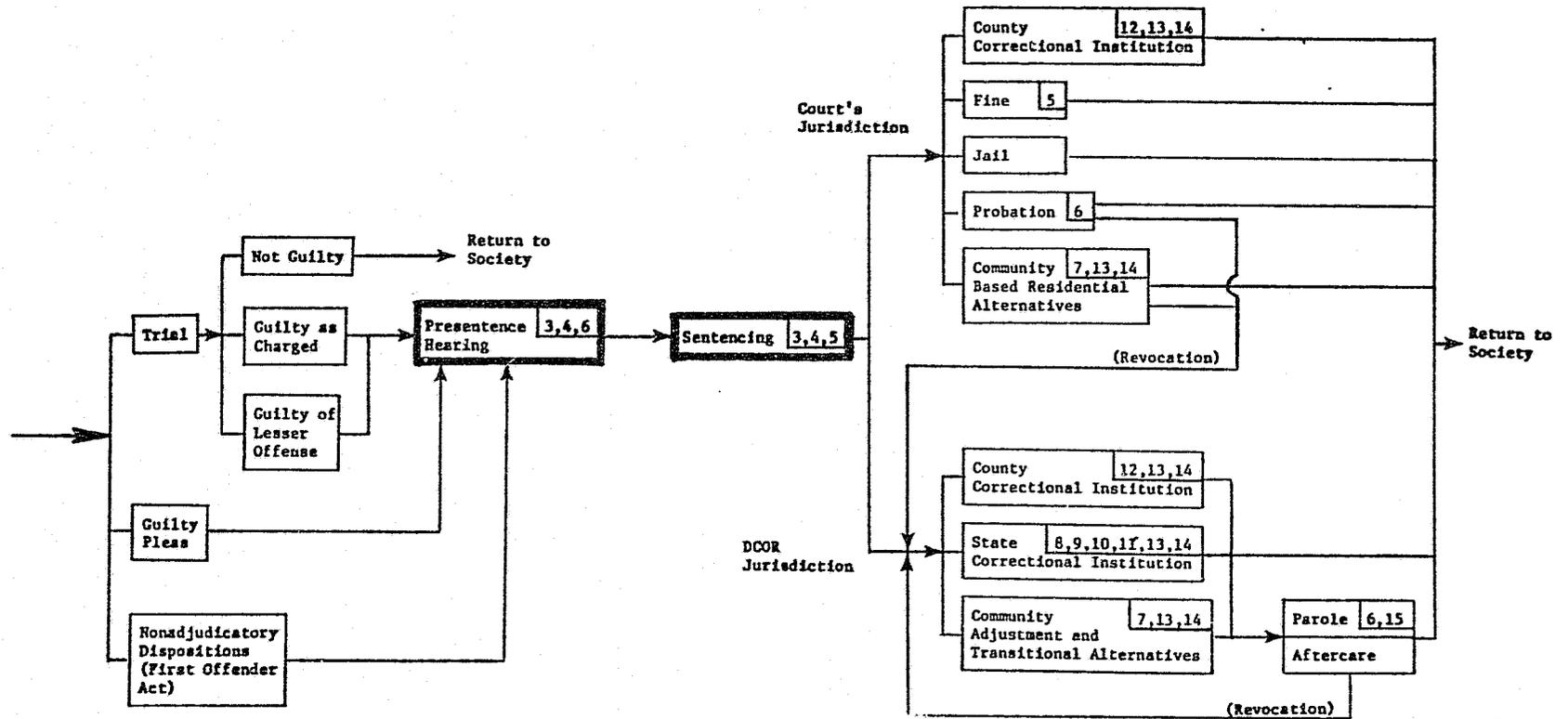
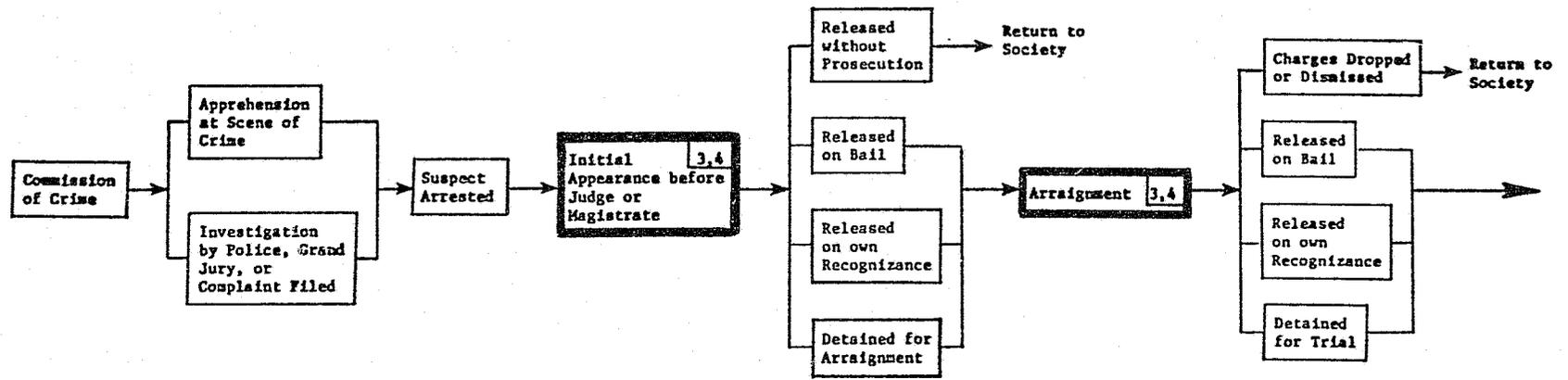
The Department operates 16 State Correctional Institutions housing 8,233 inmates (7,320 felons, 189 misdemeanants and 724 youthful offenders); four community residential facilities housing 246 inmates; and one community facility housing approximately 55 probationers. A total of 38 County Correctional Institutions, subject to Board and DCOR regulations, house 2,670 state inmates (2,449 felons and 171 misdemeanants). The number of inmates in all facilities is 11,099. The Department also supervises 26,513 probationers and 2,980 parolees.

The offender population has been increasing at an average rate of 138 inmates per month over the past year. The average offender in Georgia is incarcerated for approximately two years and remains on parole status for approximately one year. The average felony probationer remains on probation status approximately two to three years. The recidivism (return-to-prison) rate for Georgia is computed to be approximately 53 percent.

CHAPTER 3

SENTENCING INFORMATION FOR COURTS AND PUBLIC

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 3. SENTENCING INFORMATION FOR COURTS AND PUBLICIntroduction

The information contained in this chapter is concerned with the offender as he passes through the Criminal Justice System at the point of sentencing following conviction. The chapter's intention is to suggest methods for improving the delivery-of-sentencing-information services to the courts and to the public. The Department is charged with the responsibility of providing sentencing and other relevant offender information for the purposes of (1) indicating to the courts and to the public the impact of various types and lengths of sentences and of incarceration conditions on offenders, (2) providing a comparison of the sentence lengths, types, and practices being meted out in the various courts and circuits, (3) indicating disparities in sentences given to different offenders for the same type of crimes, (4) providing sentencing alternatives which best meet the rehabilitative needs and goals of the offender, and (5) generating awareness of conditions, services, and needs of correctional facilities and programs.

Present Situation

The judiciary in Georgia attempts to make its members aware of sentencing alternatives, but such efforts have been informal and sporadic and fail to provide adequate background information to members in an accurate and timely fashion. Therefore, sentencing could be carried out without a complete understanding of rehabilitation goals.

The Georgia judiciary has an annual convention during which some aspect of sentencing is usually addressed, although the topic may not be treated in a comprehensive manner. In the past, DCOR representatives have been invited to sit on panels dealing with the topics. The judicial sentencing conference is held twice annually for superior, state, and municipal court judges, with opportunity provided for outside agencies to participate and respond. However, these meetings have had irregular attendance, and very little interest has been exhibited by agencies outside the judiciary.

In 1972, the Judicial Council was established by the Georgia General Assembly to coordinate efforts related to court practices. Thus far, only marginal attention has been given to the broad subject of sentencing, with primary interest being shown in more visible matters, such as policing and standards for judges.

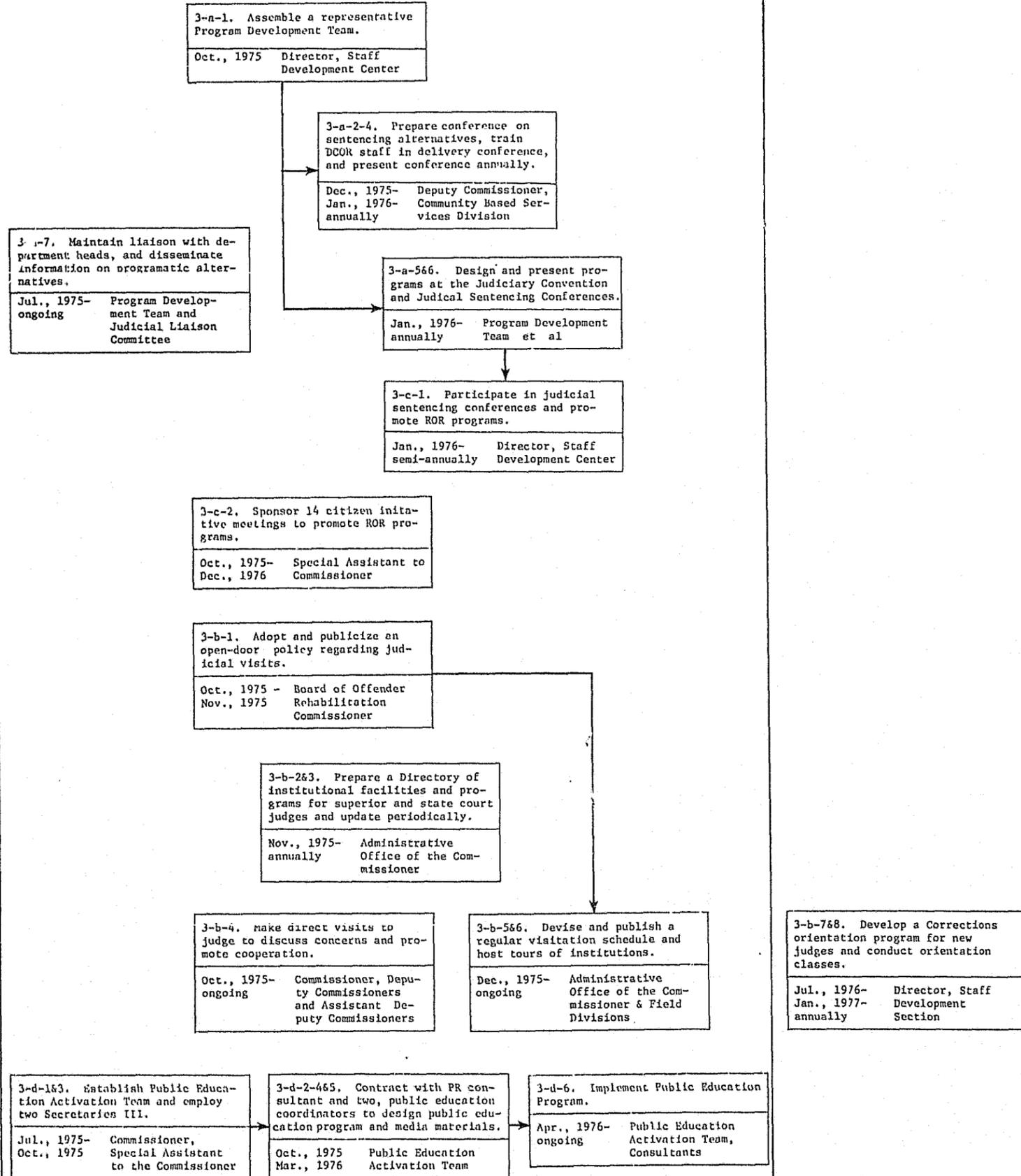
The Judicial Liaison Committee, which includes representatives of the judiciary and relevant State agencies, is concerned with the discussion of judicial problems and needs. Sentencing alternatives are not regularly discussed, however, and when such discussion takes place, the information is not widely publicized. The Committee meets at various correctional institutions and normally tours the host facility and observes work treatment programs.

Georgia presently meets nationally recognized standards in that the sentencing court has continuing jurisdiction over the offender during his period of incarceration within DCOR. However, except during the Judicial Liaison Committee tours, judges seldom make regular or unannounced visits to the facilities to which they sentence offenders. Thus, they are frequently not aware of the capabilities and programs available in the institutions.

Georgia officially recognizes release on recognizance (ROR) as an acceptable sentencing alternative; but, without adequate guidelines for its use, judges rely mainly on a system of bail money with little consideration for ROR approaches for pre-trial release. The Georgia code makes all offenses bailable except rape, armed robbery, aircraft hijacking, treason, murder, perjury, and exchange of narcotics. These exceptions are bailable at the discretion of superior court judges.

Only two formal pre-trial release programs in Georgia utilize ROR--the Pre-trial Court Service Agency of Cobb Judicial Circuit and the Fulton County Pre-trial Release Program. Only Cobb uses extensive background investigation to insure that defendants can be relied upon to appear in court.

Clearly, in Georgia, there are logical reasons to expand information and training for the judiciary on sentencing alternatives, to formalize visitations by judges to correctional facilities, and to encourage the use of release on recognizance. At the same time, public support for the correctional process must be achieved by providing more accurate and adequate information about Georgia corrections.



I. Number 3-aII. Title Develop a Program to Expand the Effectiveness of Judicial Sentencing ConferencesIII. Problems

1. Semiannual Judicial Sentencing Conferences are not widely used by Criminal Justice agencies for input and information exchange.
2. Information regarding sentencing alternatives is not widely distributed to the judiciary.
3. Correctional system information is not provided in accurate and timely way to the judges who provide DCOR with its clients. Therefore, sentencing is only minimally related to rehabilitative goals.

IV. Objective

To develop a comprehensive program package which can be presented in a variety of forms to judges in order to better inform them of sentencing alternatives and to help encourage the use of "corrective sentencing" which could reduce prison populations.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Assemble a suitable representative Program Development Team.	Oct. 1975		Director, Staff Development Center
2. Prepare a program for a one-day conference on sentencing alternatives.	Dec. 1975		Deputy Commissioner, Community Based Services Division
3. Train DCOR/Community Based Services Division in operating and presenting the conference.	Dec. 1975	Jan. 1976	Deputy Commissioner, Community Based Services Division
4. Present conference.	Jan. Four Annually		Deputy Commissioner, Community Based Services Division
5. Design and present a program at the annual Judiciary Convention.	Jan. 1976 Annually		Program Development Team

V. Implementation (continued)

3-a

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
6. Design and present a program at the Judicial Sentencing Conference.	Jan. 1976	Annually	Program Development Team, Judicial Conference Coordinator, Judicial Sentencing Conference Steering Committee
7. Maintain liaison with department heads, Commissioner, Judicial Liaison Committee, and coordinate information dissemination related to programmatic alternatives.	Jul. 1976	Ongoing	Program Development Team, Judicial Liaison Committee

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
4	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000
5	900	900	900	900	900	900
6	1,000	1,000	1,000	1,000	1,000	1,000
Total	<u>\$3,900</u>	<u>\$3,900</u>	<u>\$3,900</u>	<u>\$3,900</u>	<u>\$3,900</u>	<u>\$3,900</u>

Miscellaneous In Task 4, state funding is required for conference costs, judiciary travel expenses and special speakers and invitees. In Tasks 5 and 6, state funding is required for DCOR personnel travel expenses to coordinate presentations. State funding is also required for the Media Packages. The requirements of Tasks 1 through 3 and 7 can be satisfied by existing resources.

I. Number 3-b

II. Title Encourage Regular Judicial Visits to Institutions

III. Problems

1. There is no interagency agreement or mechanism to encourage annual judicial visits to correctional facilities to which judges sentence offenders.

IV. Objective

To institute procedures for annual visits by judges to state correctional facilities in order to increase the judges familiarity with physical and program capabilities of institutions and of feasible sentencing alternatives.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Adopt and publicize an open door policy regarding judicial visits.	Oct. 1975	Nov. 1975	Board of Corrections, Commissioner
2. Make periodic mailings to judges of information on correctional facilities.	Nov. 1975	Quarterly	Administrative Office of the Commissioner
3. Prepare and disseminate to all superior and state court judges a directory of institutions, facilities and programs and update annually.	Dec. 1975	Annually	Administrative Office of the Commissioner
4. Make direct visits to judges to discuss concerns and promote cooperation.	Oct. 1975	Ongoing	Commissioner, Deputy Commissioners, Assistant Deputy Commissioners
5. Devise and publish a regular visitation schedule.	Dec. 1975		Administrative Office of the Commissioner
6. Host tours of institutions.	Jan. 1975	Ongoing	Deputy Commissioners, Field Divisions
7. Develop a corrections orientation program for new judges.	Jul. 1976		Director, Staff Development Section

V. Implementation (continued)

3-b

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
8. Begin annual orientation classes for new judges.	Jan. 1977		Director, Staff Development Section

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
8		\$1,000	\$1,000	\$1,000	\$1,000	\$1,000

Miscellaneous The requirements of Tasks 1 through 8 can be satisfied by existing resources. However, Task 8 will require some travel funds for the judges to attend orientation sessions.

I. Number 3-cII. Title Assume an Active Role in Promoting Release on Recognizance ProgramsIII. Problems

1. Although Georgia law officially recognizes Release on Recognizance (ROR) programs, the state judiciary system relies almost exclusively on the money bail system which contains many built-in inequities.

IV. Objective

To actively promote ROR programs in Georgia so that independent judicial systems will utilize ROR programs.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Participate in judicial sentencing conferences to be held twice annually and promote ROR.	Jan. 1976	and Semi- Annually	Director, Staff Development Center
2. Sponsor 14 citizen initiative meetings (to be conducted by the Institute of Government, University of Georgia) and promote ROR programs.	Oct. 1975	Dec. 1976	Special Assistant to Commissioner

VI. Resources Required

Resources required by Task 2 will be provided by the SCOPE grant.

Miscellaneous Participation in judicial sentencing institutes will utilize resources provided under Plan Abstract 3-a.

- I. Number 3-d
- II. Title Develop and Implement a Public Education Program
- III. Problems

1. Public attitude regarding offender treatment may be negative due to continuing increases in crime and negative editorial sentiments.
2. Agencies that deal with criminals are the target for public resentment.
3. Public understanding of corrections is based on a lack of factual information.
4. The public is not adequately informed concerning correctional treatment programs.

IV. Objective

To communicate the facts about corrections, educate the public about changes in the corrections system, and generate public support for changes in corrections in order to develop community support for a corrections system that is moving towards community-based treatment of offenders.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Establish Public Education Activation Team.	Jul. 1975	Sep. 1975	Commissioner, Special Assistant to the Commissioner
2. Contract with one PR consultant and two public education coordinators.		Oct. 1975	Public Education Activation Team
3. Employ two Secretaries III (pay grade 12) to support Activation Team and consultants.		Oct. 1975	Public Education Activation Team
4. Design Public Education Program.	Oct. 1975	Dec. 1975	Consultants
5. Develop Public Education media materials.	Nov. 1975	Mar. 1976	Consultants
6. Implement Public Education Program.	Apr. 1976 Ongoing		Public Education Activation Team, Consultants

VI. Resources Required

3-d

Total costs of the public education program for FY76 and FY77 are included in the PERM Operation Performance grant.

Total Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
2	\$33,750	\$11,250				
3	16,570	4,130				
4	11,700					
5&6	36,300	36,300				
Total	\$98,320	\$51,680				

Staff One PR consultant and two public education coordinators are included in Task 2 at a total of \$35,000. Also included in Task 2 is \$10,000 travel expenses for consultants and key community leaders to attend public education conferences. Two Secretaries III are included in Task 3.

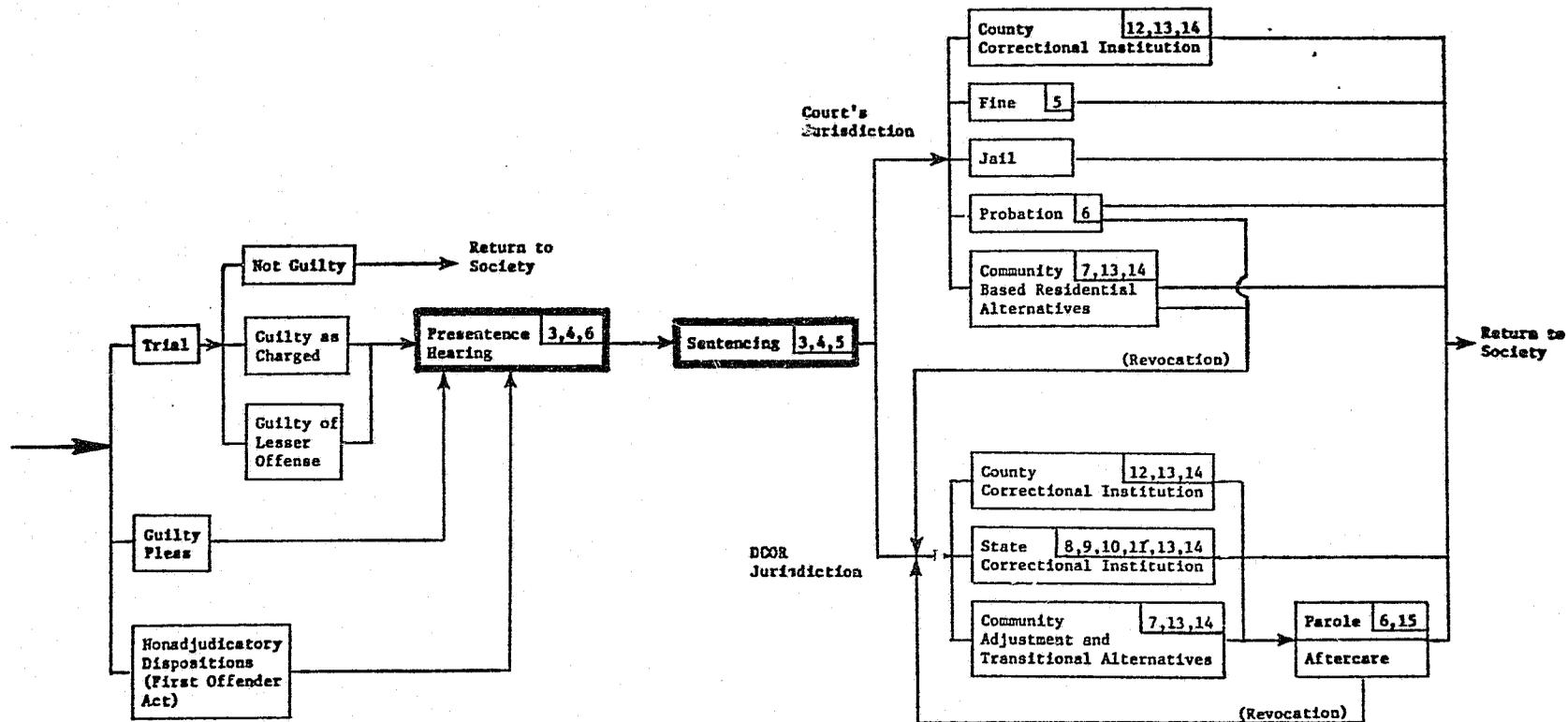
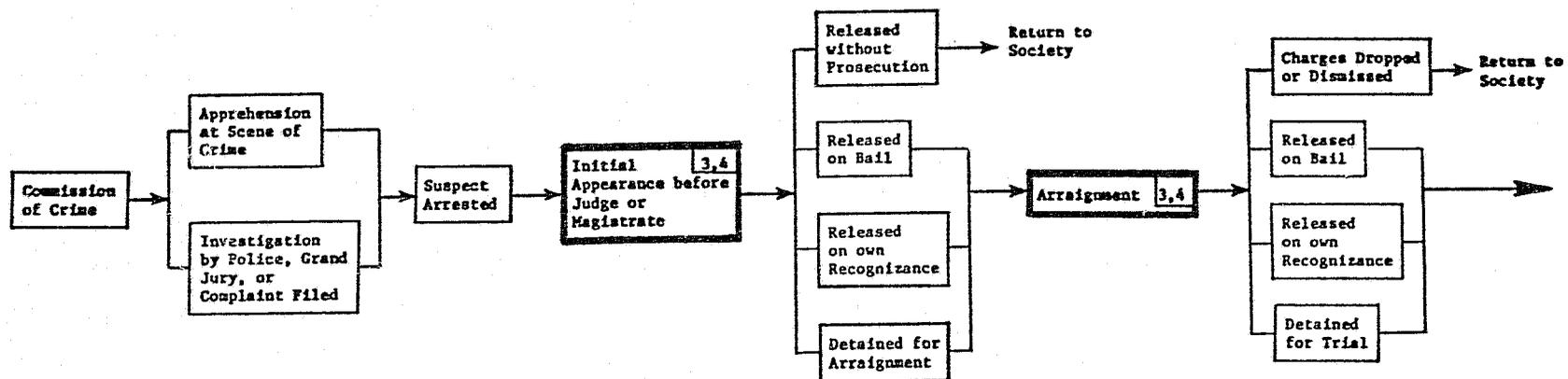
Equipment Desks, chairs, typewriters, etc., are included in Task 3 to support the secretaries. Task 4 includes the cameras, projectors, recorders, etc., to design the public education program. Task 5&6 also include \$4,000 travel for state personnel.

Miscellaneous The requirements of Task 1 can be satisfied by existing resources.

CHAPTER 4

THE PRE-TRIAL AND PRE-SENTENCE PROCESS

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 4. THE PRE-TRIAL AND PRE-SENTENCE PROCESS

Introduction

Chapter 4 deals with the arrestee or offender at the point before court trial and the point after court trial but before the sentence is set. The chapter prescribes methods that may be used immediately after arrest to identify and divert appropriate and eligible persons from further processing by the criminal justice system. Also discussed are methods of reporting the information needed for setting an appropriate sentence, while maintaining the privacy-of-information rights of the defendant before the trial.

DCOR's interest in establishing community diagnostics and pre-trial intervention programs and its responsibility for providing adequate background information on the defendant are based on the goals of (1) diverting from prosecution and prison confinement those persons whose rehabilitative needs can best be met in the community without further criminal processing, (2) providing accurate information on the convicted offender to the judge in order that he can determine the sentence type and length which will be most appropriate and effective in reaching rehabilitative goals, and (3) providing accurate diagnostic information to the courts on arrested persons in order to identify those instances where further criminal prosecution would be detrimental to rehabilitative goals.

Present Situation

Georgia institutions are overcrowded, and recidivism is high. Diversion is scarcely used in the state in a formal way with the exception of an effort within the Fulton County Judicial Circuit which is being funded by the Georgia Department of Labor.

Georgia has some informal diversion of drug abusers and alcoholics to treatment centers, even though existing legislation fails to specify programs for persons in a pre-trial status. However, some legislation addresses part of the need. For example, the 1974 Uniform Alcoholism and Intoxication Treatment Act decriminalized public drunkenness and established commitment procedures. It conferred on the Department of Human Resources (DHR) the power to establish treatment programs for persons with alcoholic problems.

DCOR has not been given any specific responsibility for diversionary programs. There are two major pre-trial service programs in the state outside of DCOR's responsibility: the Atlanta Pre-Trial Intervention Project, begun in July of 1972; and the Cobb County Pre-Trial

Court Services Agency. The Atlanta Project represents a precedent for pre-trial and other types of diversionary projects.

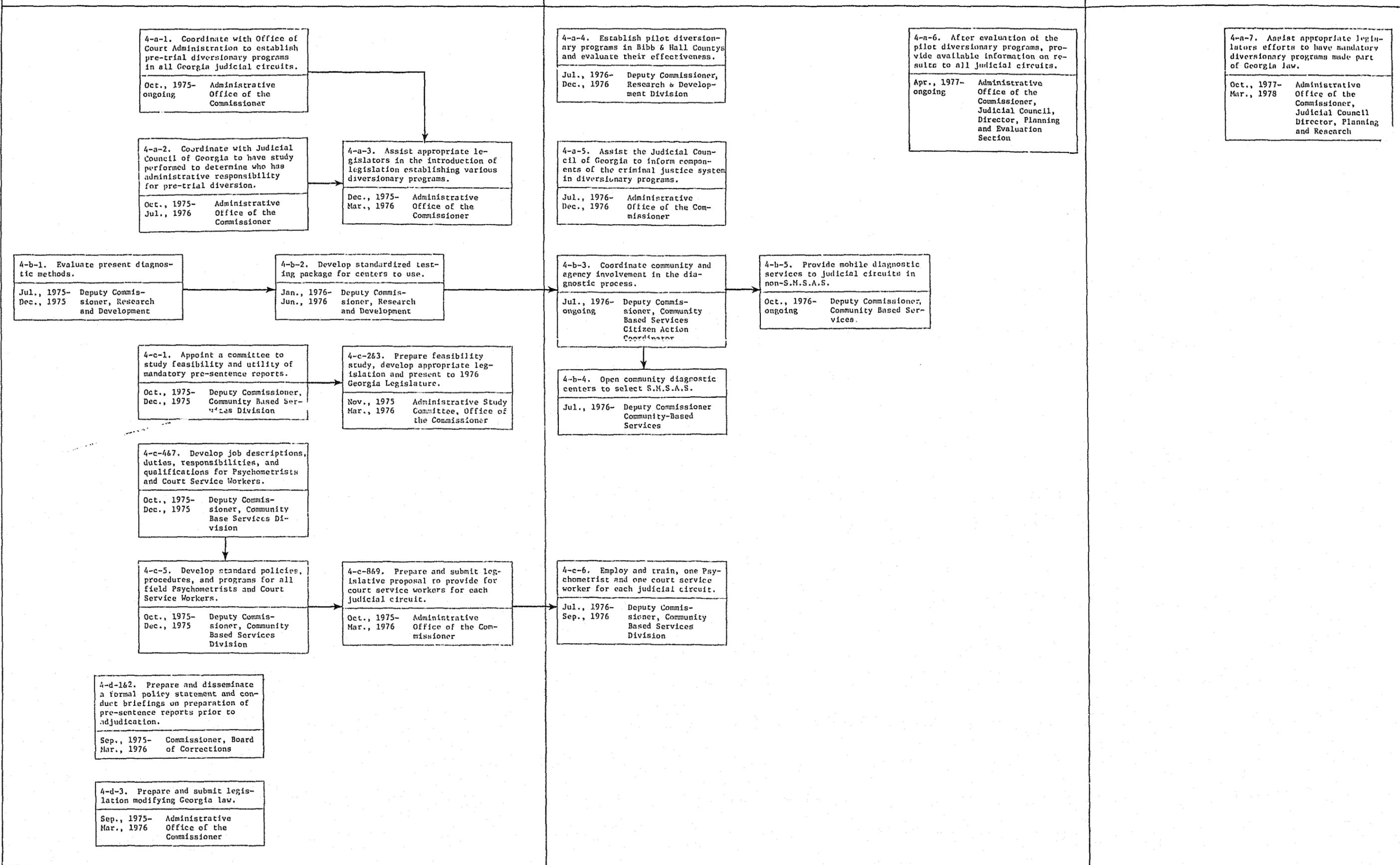
Several treatment programs could be considered part of a comprehensive diversionary program. DHR operates 34 drug treatment programs and 34 mental health centers supported by regional mental health hospitals. The DHR Vocational Rehabilitation Division has counselors throughout the state and special counselors at half-way houses for the mentally ill and vocationally handicapped. In addition, the Department of Education has several educational development programs.

DCOR presently operates the Macon Diagnostic Center, established in 1972. By assisting the courts in selecting offenders suited to probation, the Macon Diagnostic Center has reduced somewhat the number of offenders institutionalized. The experience of the Macon Diagnostic Center (borne out by research performed in other states) indicates that therapeutic measures which avoid incarceration may aid in reducing recidivism. The Macon Diagnostic Center effectively uses several community agencies to provide services in drug and alcohol rehabilitation and in vocational rehabilitation.

Georgia law permits the preparation of pre-sentence reports at the request of a Superior Court judge and after the entering of a plea or conviction. However, judges follow little uniformly structured procedure in the requesting or use of pre-sentence reports, and a few circuits do not use them at all. Based on a recent study, it appears that pre-sentencing reports are used in about one-third of all cases.

Under the present absence of legal specifications, the preparation of pre-sentencing reports prior to adjudication could be interpreted as violating the rights of the individual. DCOR policy has been to provide pre-sentencing reports to the sentencing judge only after adjudication, but some circuit probation supervisors provide early information at the judge's request. Department policy allows this practice if a waiver from the defendant has been obtained. However, investigation has shown that some probation supervisors prepare pre-sentencing reports and turn them over to judges upon request without regard to adjudication or the obtaining of waivers, raising the possibility of civil-liberties suits.

In general, Georgia needs more formal and state-wide means of pre-trial diversionary intervention to reduce institutionalization, and changes in laws and staffing capabilities to foster the use of pre-sentencing reports prior to adjudication.



- I. Number 4-a
- II. Title Develop and Implement State-wide Diversionary Programs.
- III. Problems
1. Incarceration is frequently an ineffective therapeutic method of rehabilitating certain categories of offenders.
 2. Georgia's correctional facilities are overcrowded.

IV. Objective

To provide pre-trial intervention projects in every judicial circuit in the state in order to improve the effectiveness of rehabilitative measures and to limit the number of offenders institutionalized.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Coordinate with Office of Court Administration to establish and implement pre-trial diversionary programs in all Georgia judicial circuits.	Oct. 1975	Ongoing	Administrative Office of the Commissioner
2.	Coordinate with Judicial Council of Georgia to have study performed to determine who has administrative responsibility for pre-trial diversion.	Oct. 1975	Jul. 1976	Administrative Office of the Commissioner
3.	Assist appropriate legislators in the introduction of legislation establishing various diversionary programs (pre-trial, pre-sentence, post-adjudication) to be funded through a local option subsidy program.	Dec. 1975	Mar. 1976	Administrative Office of the Commissioner
4.	Establish pilot diversionary programs in Bibb and Hall Counties and evaluate their effectiveness.	Jan. 1976	Mar. 1977	Administrative Office of the Commissioner, Judicial Council, Deputy Commissioner, Research and Development

V. Implementation (continued)

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
5. Assist the Judicial Council of Georgia in conducting a series of meetings aimed at educating all components of the criminal justice system with the conceptual and operational aspects of diversionary programs.	Jul. 1976	Dec. 1976	Administrative Office of the Commissioner
6. After evaluation of the pilot diversionary programs, provide available information on results to all judicial circuits in order to generate support for state-wide implementation.	Apr. 1977	Ongoing	Administrative Office of the Commissioner, Judicial Council Director, Planning and Evaluation
7. Assist appropriate legislators in efforts to have mandatory diversionary programs made part of Georgia law.	Oct. 1977	Mar. 1978	Administrative Office of the Commissioner, Judicial Council, Director, Planning and Research

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
4	\$ 96,488	\$ 96,488				

The total costs of the pilot diversionary program for FY76 will be provided by the PERM Operation Performance grant.

Staff Costs for Task 4 includes two Program Directors, three Counselors II's, two Career Consultant I's, three Caseworkers I's, one Typist II, one Rehabilitation Counselor II, and one Secretary II for a total personnel cost of \$142,903.

Equipment In Task 4, equipment and operating supplies to support the staff total \$27,041.

Miscellaneous In Task 4, travel, case service contracts and miscellaneous expenses total \$22,972. The requirements of all other tasks can be satisfied by existing resources.

VI. Resources Required (continued)

4-a

Implementation of the pilot diversionary program state-wide would be supported by the subsidy program. Therefore, the estimated cost of full implementation cannot be determined until the subsidy legislation is passed (Task 3). The resources required for evaluation of the pilot diversionary program are included in Plan Abstract 18-C.

- I. Number 4-b
- II. Title Expand Community Diagnostic Capability
- III. Problems

1. DCOR only has one community-based diagnostic center.
2. Only two other community diagnostic programs operate in Georgia, neither of which are under the authority of DCOR.
3. There is limited community involvement in existing community diagnostic procedures.
4. Validity of present diagnostic testing used by DCOR has not been fully verified.
5. DCOR has no control over testing instruments used by other agencies.

IV. Objective

To expand and standardize community classification procedures in order to divert appropriate clients to pre-trial diversion and community-based programs.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Evaluate present diagnostic methods.	Jul. 1975	Dec. 1975	Deputy Commissioner, Research & Development
2.	Develop standardized testing package for centers to use including evaluative procedures.	Jan. 1976	Jun. 1976	Deputy Commissioner, Research & Development
3.	Coordinate community and agency involvement in diagnostic process.	Jul. 1976	Ongoing	Deputy Commissioner, Community-Based Services Citizen Action Coordinator
4.	Open community diagnostic centers in selected SMSA's.	Jul. 1976	Ongoing	Deputy Commissioner, Community-Based Services
5.	Provide mobile diagnostic services to judicial circuits in non-SMSA areas.	Oct. 1977	Ongoing	Deputy Commissioner, Community-Based Services

V. Resources Required

4-b

Total Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
4	\$250,000	\$345,000	\$455,000	\$565,000	\$550,000	\$550,000
5		220,000	240,000	305,000	260,000	260,000
Total	\$250,000	\$565,000	\$695,000	\$870,000	\$810,000	\$810,000

Facilities Task 4 will require leasing facilities for five community diagnostic centers at a cost of \$50,000 per facility per year (two in FY76 and one each in FY77, 78 and 79). All facility costs will be federally funded.

Staff Task 4 will require employing a five-member staff for each of the five community diagnostic centers. Each staff will be composed of an administrator, a test proctor, two security officers and a secretary at a cost of \$50,000 per total staff per year.

Task 5 will require employing a five-member staff for each of four mobile diagnostic centers. Each staff will be composed of a psychologist, a psychometrist, a case worker, a court worker and a paraprofessional, at a cost of \$60,000 per total staff per year including travel expenses. All staff costs will be federally funded.

Equipment Task 4 will require purchasing office equipment, diagnostic testing equipment and supplies for the five community diagnostic centers at an initial cost of \$25,000 per facility and a yearly recurring cost for supplies of \$10,000 per facility.

Task 5 will require purchasing vans, equipment and supplies for four mobile diagnostic centers at an initial cost of \$50,000 per mobile center and a yearly recurring cost for supplies of \$5,000 per mobile center. Two mobile diagnostic centers (including van, equipment and supplies) will be purchased in FY77 and one each in FY78 and 79. All equipment costs will be federally funded.

Miscellaneous The requirements of Tasks 1-3 can be satisfied by existing resources.

- I. Number 4-c
- II. Title Develop Requirements and Specifications for Pre-sentence Reports and provide additional Personnel to Courts

III. Problems

1. The use of pre-sentence reports varies among circuit judges in terms of frequency, utility, scope and detail.
2. There are no statutorily-defined procedures for the use of pre-sentence reports.
3. Psychometric information is either inadequate or unavailable.
4. Pre-sentence report preparation is a heavy burden on an already over-worked probation supervisory staff and limits their ability to provide adequate client services.

IV. Objective

To develop requirements and specifications for the use of pre-sentence reports through legislation and to provide for additional staff in order to provide judges with adequate and timely information upon which to base sentencing decisions.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Appoint a committee to study feasibility and utility of mandatory pre-sentence reports.	Oct. 1975	Dec. 1975	Deputy Commissioner, Community Based Services Division
2. Prepare feasibility study and develop appropriate legislation.	Nov. 1975	Jan. 1976	Study Committee Administrative Office of the Commissioner
3. Present legislative proposals to 1976 session of the Georgia Legislature.	Jan. 1976	Mar. 1976	Commissioner
4. Develop job descriptions, duties, responsibilities and qualifications for psychometrists.	Oct. 1975	Dec. 1975	Deputy Commissioner, Community Based Services Division
5. Develop standardized tests, procedure and programs for all field psychometrists.	Oct. 1975	Dec. 1975	Deputy Commissioner, Community Based Services

V. Implementation (continued)

4-c

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
6.	Employ and train one psychometrist in each judicial circuit.	Jul. 1976	Sep. 1976	Deputy Commissioner, Community Based Services Division
7.	Develop job description, duties, responsibilities, and qualifications for court service workers.	Oct. 1975	Dec. 1975	Deputy Commissioner, Community Based Services Division
8.	Prepare legislative proposal to provide for court service workers for each judicial circuit.	Oct. 1975	Dec. 1975	Administrative Office of the Commissioner
9.	Submit legislative proposal to 1976 session of the Georgia Legislature.	Jan. 1976	Mar. 1976	Commissioner
10.	Employ, train, and place one court service worker in each of 41 judicial circuits.	Jul. 1976	Sep. 1976	Deputy Commissioner, Community Based Services Division

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
6		\$451,816	\$497,019	\$546,721	\$601,393	\$661,533
10		413,582	454,940	500,434	550,478	605,525
Total		\$865,398	\$951,959	\$1,047,155	\$1,151,871	\$1,267,058

Staff Forty-two (42) positions will be required at pay grade 15 for court service workers (Task 10) and 42 positions at pay grade 16 for psychometrists (Task 6).

Miscellaneous The requirements of all other tasks can be satisfied by existing resources.

- I. Number 4-d
- II. Title Develop Policy on Preparation of Pre-Sentence Reports Prior to Adjudication

III. Problems

1. Failure to obtain waiver from defendants for a pre-sentence investigation prompts the threat of civil liberties suits.
2. Discrepancies may exist between DCOR policy not to release pre-sentence report and judicial desires for early information.
3. Often the time available between adjudication and sentencing is insufficient to prepare a satisfactory pre-sentencing report.

IV. Objective

To prepare modifications to state-wide probation legislation to permit preparation of pre-sentencing reports (assuming defendant's formal consent) prior to adjudication, and to make all probation/parole personnel aware of DCOR policy in order to provide equitable pre-sentence practices and to avoid violations of constitutional guarantees.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Prepare and disseminate a formal policy statement.	Oct. 1975	Dec. 1975	Commissioner, Board of Corrections
2. Conduct briefing on preparation of pre-sentence reports prior to adjudication.	Dec. 1975	Mar. 1976	Deputy Commissioner, Community Based Services Division
3. Prepare and submit legislation modifying Georgia law (Code Section 27-2709).	Sep. 1975	Mar. 1976	Administrative Office of the Commissioner

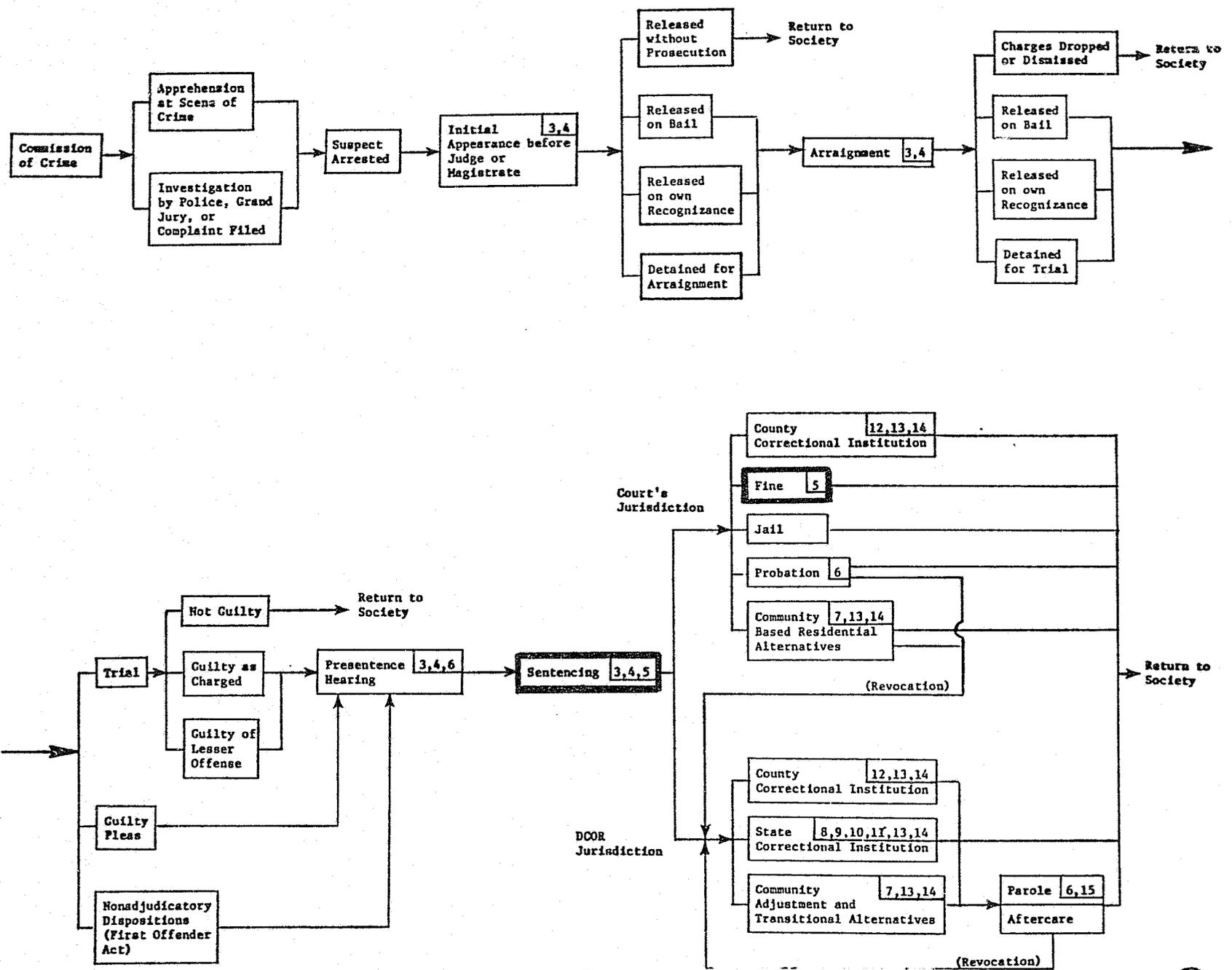
Vi. Resources Required

No additional resources required.

CHAPTER 5

SENTENCING EQUALITY

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 5. SENTENCING EQUALITYIntroduction

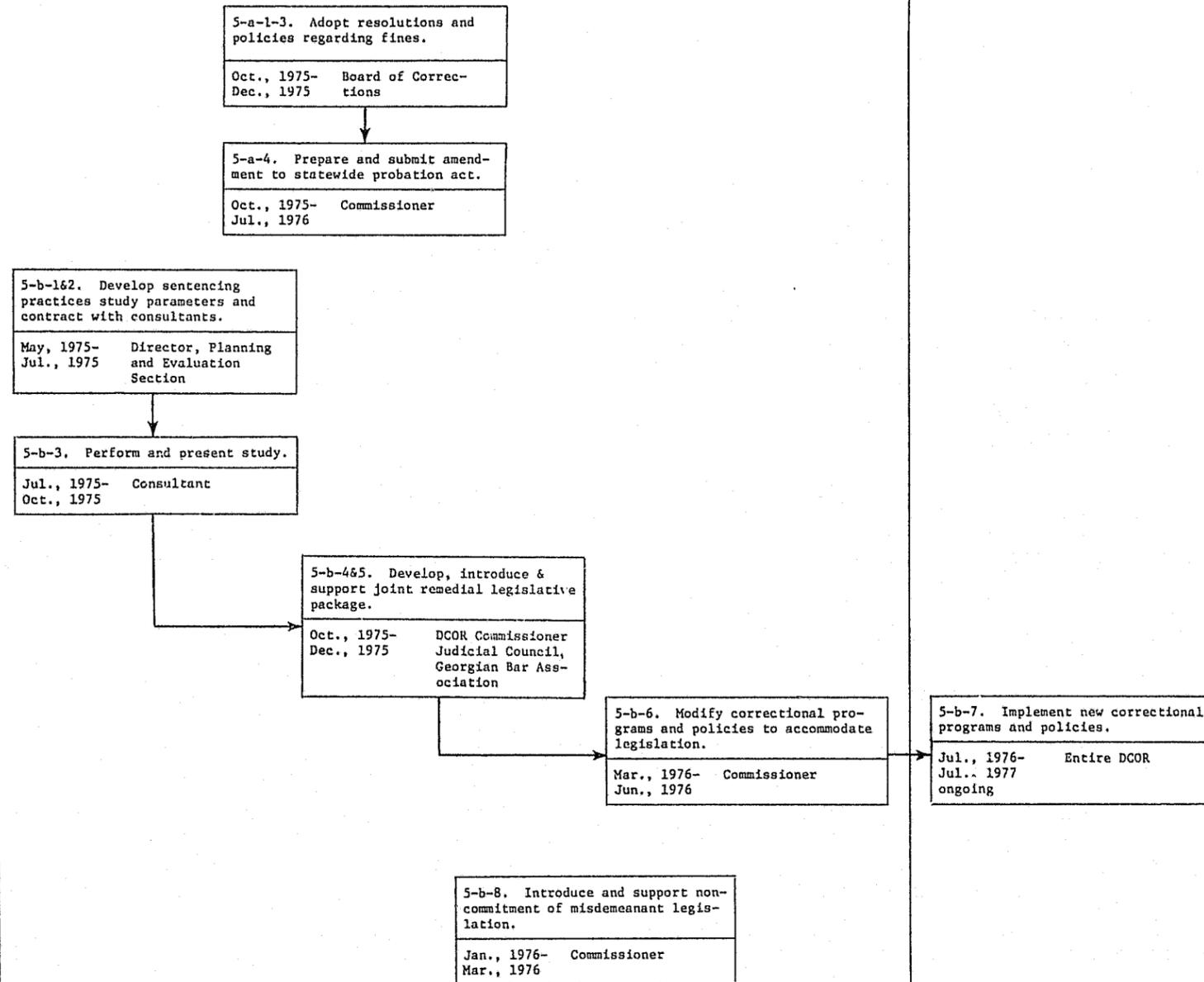
Chapter 5 focuses on the offender as he/she is being sentenced after conviction. The chapter deals with the improved use of fines as a sentencing alternative and the development of more equitable sentencing practices. The Department's interest in fines and sentencing equality is based on the goals of (1) insuring that fines are levied with consideration given to ability to pay and collection responsibility, and (2) insuring that all offenders sentenced to DCOR receive equitable and comparable sentences for the same types of crime in order to facilitate the rehabilitation process and increase offender morale.

Present Situation

At present, the Department has responsibility through the Probation Supervisor for two functions related to fines and fine collection. First, the Probation Supervisor is often required to make a recommendation regarding sentencing of all offenders convicted of a misdemeanor or felony as part of a pre-sentence report, and this recommendation may include the imposition of a fine. Second, the Probation Supervisor may be requested to collect fines and restitution if the funds are directed to be paid as a result of criminal proceedings or collected under the Uniform Reciprocal Enforcement Support Act. There is, however, no provision in the law for a prioritization of restitutions over fines.

Georgia law allows a Superior Court judge to use a considerable amount of discretion in levying fines, including alternative sentencing in misdemeanor cases and fines in felony cases, in which the sentence is either probated or suspended, but there is no statutory requirement that the fines be used in ways appropriate to correctional purposes or that they be reasonably related to a person's ability to pay. Judges, however, have the right to impose a fine to be paid in installments and can revoke or remove a fine for the benefit of the public and defendant under special conditions. State law also provides for the imprisonment of a person who intentionally refuses to pay a fine, but there is no distinction between those capable, yet refusing, and those financially incapable.

To help insure sentencing equality, Georgia law provides that any defendant receiving a sentence of five years or more shall have the right to have such sentence reviewed by a panel of three Superior Court judges to determine if excessive harshness has been imposed. There is no such review for sentences of less than five years, except through normal parole procedures. There also is some disparity in the length of sentences for similar crimes among judicial circuits.



I. Number 5-aII. Title Revise Practice of FiningIII. Problems

1. There are no statutory requirements that fines be used in any way appropriate to correctional purposes.
2. There is no statutory requirement that a fine be related to ability to pay.
3. Fines often create hardships for defendants and their families.
4. A great deal of responsibility for collection of restitution falls upon the victim--Georgia law does not place restitution as priority above fines.
5. Judges vary in the use of restitution versus fines.
6. There is no distinction made between those capable of but refusing to pay fines and those incapable of doing so.

IV. Objective

To develop and implement a clear policy reflecting the conservative use of fining in order to reduce the use of fines that create hardships, reduce incarceration for failure to pay fines, focus more attention on restitution, and separate money collection functions from probation.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Adopt a resolution and policy statement stipulating fining as a viable correction tool in pre-sentence recommendations only under specified circumstances.	Oct. 1975	Dec. 1975	Board of Corrections
2. Adopt a general policy of using conservation in recommendations of fines.	Oct. 1975	Dec. 1975	Board of Corrections
3. Adopt a policy de-emphasizing fine collection as a probation function.	Oct. 1975	Dec. 1975	Board of Corrections

V. Implementation (continued)

5-a

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
4. Prepare and submit an amendment to the State-wide Probation Act of 1956 to provide positions of a fine and restitution collector under the Clerk of each Judicial Circuit, and provide for dismissal of probationer responsibility to pay fine under sufficient grounds.	Oct. 1975	Jul. 1976 Ongoing	Commissioner

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
4	\$478,552	\$502,479	\$527,603	\$553,983	\$581,682	\$610,766

Staff Forty-one (41) Circuit Collectors will be employed (pay grade 16) to provide fine and restitution collectors in each Judicial Circuit (Task 4), except Fulton.

Miscellaneous The requirements of Tasks 1-3 can be satisfied by existing resources.

- I. Number 5-b
- II. Title Evaluate Laws, Policies and Practices Related to Sentencing Disparity and Develop Statutory Remedies
- III. Problems
1. There is significant sentencing disparity in Georgia.
 2. Sentencing disparity appears to have a negative impact on offenders and DCOR programs.
- IV. Objective
- To survey, evaluate, and analyze current Georgia sentencing practices and compare Georgia practices with other states in order to develop a remedial sentencing package for presentation to the Georgia General Assembly. (Such legislation may include modified flat sentencing and a Habitual Offender Law.)
- V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Develop parameters, tasks and schedule for study of sentencing practices.	May 1975	Jun. 1975	Director, Planning and Evaluation Section
2. Contract with consultants to undertake study.	July 1975		Director, Planning and Evaluation Section
3. Perform and present study.	Jul. 1975	Oct. 1975	Consultant
4. Develop joint remedial legislative package.	Oct. 1975	Dec. 1975	DCOR Commissioner Judicial Council Georgia Bar Association
5. Introduce and support remedial legislation.	Jan. 1976	Mar. 1976	DCOR Commissioner Judicial Council
6. Modify or develop programs and policies in accordance with enacted legislation.	Mar. 1976	Jun. 1976	DCOR Commissioner
7. Implement Task 6.	Jul. 1976	Ongoing	Entire DCOR
8. Introduce and support non-commitment of misdemeanor legislation.	Jan. 1976	Mar. 1976	Commissioner

VI. Resources Required

5-b

Total Estimated Cost

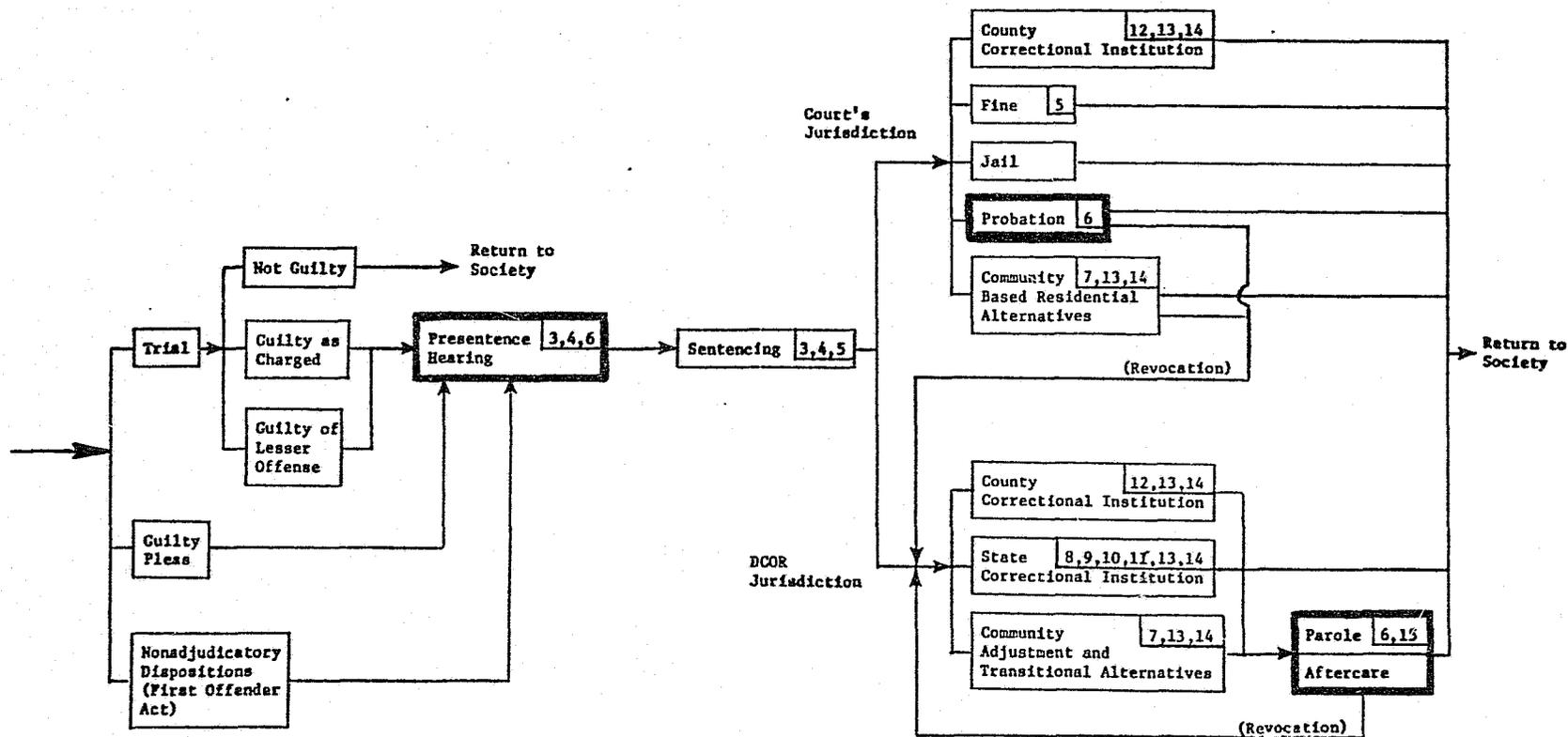
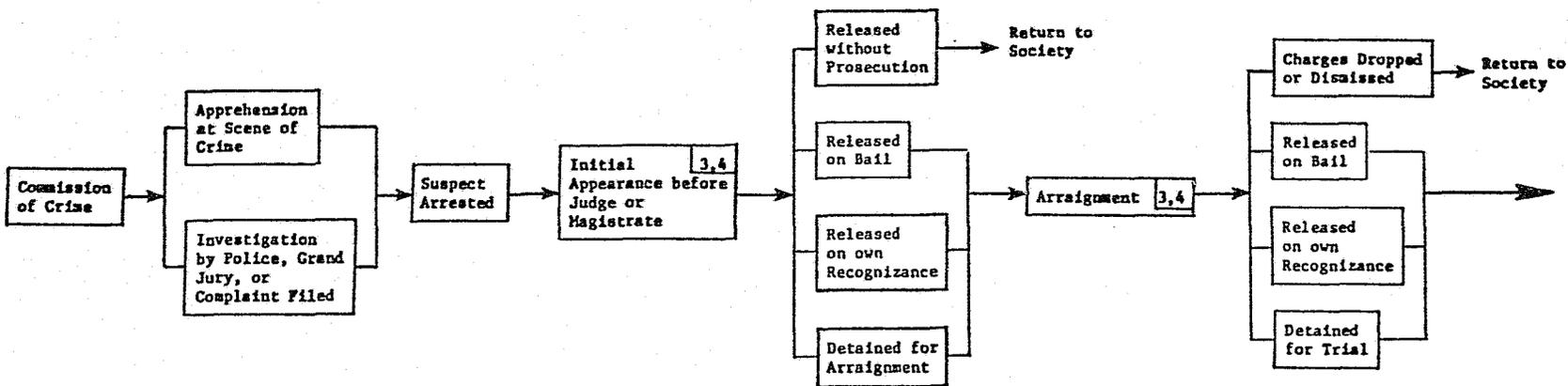
<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
2-3	\$4,000					

Miscellaneous Tasks 1, 4 and 5 can be satisfied by existing resources. Tasks 2 and 3 are supported by the FY1976 Planning Grant. Resources required for all other Tasks are dependent upon legislation.

CHAPTER 6

PROBATION AND AFTERCARE SERVICES

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 6. PROBATION AND AFTERCARE SERVICES

Introduction

Chapter 6 addresses two major components of the criminal justice system: the assignment of an offender to a probationary status rather than institutional confinement, and the provision of services to those inmates receiving either conditional release or final discharge following incarceration. Additional references are made to a state-wide Aftercare program for inmates, development of Probation/Aftercare supervision manpower, and expansion of community-based services for all offender classifications. The Department's interest in ameliorating the offender's return to the community is based on the goal of reducing the recidivism rate of ex-offenders. (Appendix C treats the concerns of this chapter in further detail.)

Present Situation

Georgia parole regulations presently require that offenders released on parole remain under maximum supervision during the initial six months following release. As a condition of parole, inmates adhere to a set of standardized rules, many of which are subject to misinterpretation, as well as to other special rules that may have been established as a result of pre-parole investigations or requests by Probation/Parole Supervisors and/or judges.

Before an offender is granted parole, the promise of a job is required. Exceptions are made when an authorized agency, such as the Georgia Department of Labor (DOL), makes a commitment to assist the parolee in locating employment. However, most pre-arranged employment offers the offender little satisfaction in terms of monetary compensation and future advancement. Attempts to tie subsequent job placement with institutional vocational training have not been successful. This is due, in part, to inadequate institutional vocational training, the quality of which varies considerably among institutions.

Upon institutional release the offender is given \$25.00 to facilitate the transition from prison life to community living. Except for this sum, the inmate does not receive any additional maintenance support. DCOR and DOL are exploring the possibility of a joint venture which will provide income maintenance to select offenders.

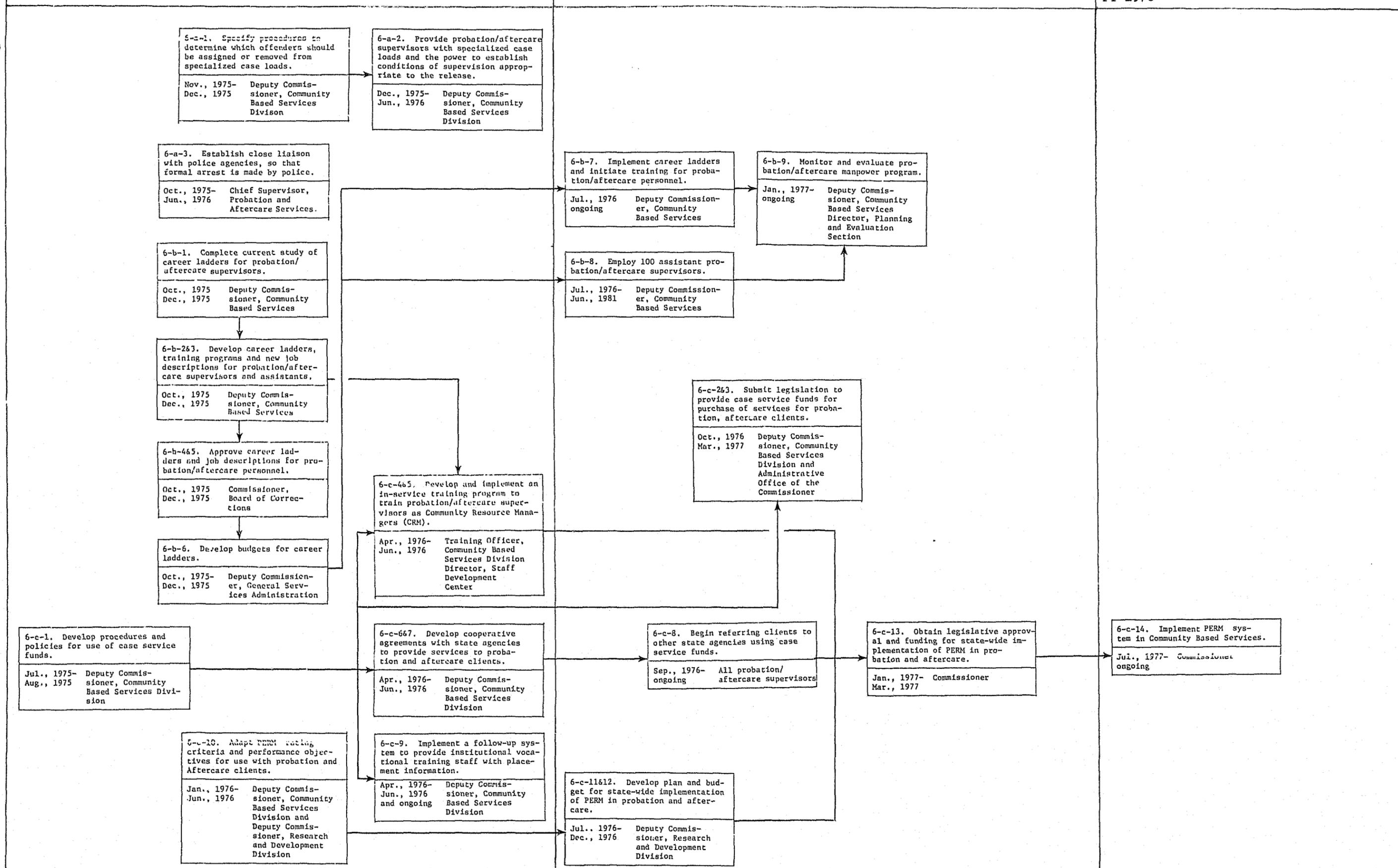
This set of self-defeating circumstances is not solely restricted to the offender. At present any individual holding a four-year college

degree in the social sciences can qualify as a Probation/Parole Supervisor. Additional expertise in the field of corrections is not required. This limitation combined with negligible uniformity in job performance, failure to effectively manipulate community resources to the best advantage of the offender, and expected allegiance to three administrative bodies (the judiciary, DCOR, and the Pardons and Parole Board) compounds the difficulty the Probation/Parole Supervisor experiences in attempting to provide the offender with transitional services.

An attempt is underway to standardize and improve the quality of supervision. One aspect of this is the proposed revision of the Probation/Parole Supervisor career ladder. Presently, an employee has the option of progressing through each of the following positions: Probation/Parole Supervisor I, Probation/Parole Supervisor II, and Chief Supervisor of Probation/Parole, before he must look elsewhere for advancement. In most cases, supervisors seeking advancement beyond these positions receive administrative assignments.

Finally, except in metropolitan areas where the ratio between supervisors and offenders is at least minimally acceptable, there are not enough Probation/Parole Supervisors to meet demands. Offenders requiring specialized treatment or intensive supervision can be assigned only to one of 55 supervisors, distributed state-wide, who are designated intensive caseload supervisors.

The Department is currently involved in organizing sufficient community resources to aid the offender's return to a free society. This enhancement includes a structural renovation of probation and parole services so that they meet nationally accepted standards. Nationally recommended standards for services provided to misdemeanants on probation are presently comparable to those provided to felons, except in cases where shortened misdemeanor sentences necessitate more abbreviated services. Offenders incarcerated during their entire sentence are not provided with any type of supervisory or Aftercare services following release from prison.



6-d-1. Establish an Activation Team to assist in development of aftercare services.
 Oct., 1975- Deputy Commis-
 Dec., 1975 sioner, Research &
 Development Division.

6-d-3&4. Evaluate ex-offender service and prepare list of available services.
 Oct., 1975- Activation Team and
 Jul., 1976 Director, Planning
 and Evaluation
 Section

6-d-5. Develop cooperative agreements with other state agencies to provide services to ex-offenders.
 Apr., 1976- Activation Team
 Jun., 1976 Director, Planning
 and Evaluation
 Section

6-d-2. Develop an overall plan for providing aftercare services to all offenders discharged from state prisons.
 Oct., 1975- Activation Team and
 Jul., 1976 Director, Planning
 and Evaluation
 Section

6-d-6&7. Contract with a private agency to provide a pilot post-release non-residential adjustment program for approximately 200 ex-offenders and implement.
 Oct., 1975- Deputy Commis-
 Dec., 1976 sioner, Research
 Development
 Division

6-d-8. Evaluate Pilot Program.
 Jan., 1976- Director, Research
 Dec., 1976 and Planning
 Section

6-d-9. Develop residential and non-residential aftercare programs.
 Jan., 1976- Deputy Commis-
 Jun., 1977 sioners, Community-
 Based Services Division
 and Community
 Facilities

6-d-10&12. Prepare and introduce legislation establishing DCOR jurisdiction in aftercare.
 Oct., 1975 Administration Office
 May 1976 of the Commissioner

6-d-11&13. Prepare budget and request support from legislature for aftercare programs.
 Sep., 1976 Commissioner, Budget
 Dec., 1976 Officer

6-d-14. Implement aftercare programs.
 Jul., 1977- Deputy Commissioner,
 ongoing Community Facilities
 Division Deputy Com-
 missioner, Community
 Based Services Di-
 vision

I. Number 6-aII. Title Modify Role of Probation/Aftercare SupervisorIII. Problems

1. Rules that probationers and conditional releasees must follow are easy to misinterpret, not individually relevant, and restrictive of personal freedom and behavior.
2. Seldom is the offender consulted in defining the conditions of his supervision.
3. In practice, the supervisor may establish additional conditions of supervision, yet these rules are rarely written, and the Board or Judge does not have an opportunity to approve these rules.
4. An offender in need of intensive supervision is not guaranteed the means to meet his need, especially in terms of specialized treatment.
5. It is DCOR policy that no personnel should carry weapons unless they receive weapon training. Some Supervisors are deputized. However, many Supervisors carry weapons without receiving training or being deputized.

IV. Objective

To revise Probation/Aftercare Supervision operating procedures in order to increase flexibility in case load management.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Specify procedures to determine which offenders should be assigned or removed from specialized case loads.	Nov. 1975	Dec. 1975	Deputy Commissioner, Community Based Services Division
2. Provide Probation/Aftercare Supervisors with specialized case loads and the power to establish in each case conditions of supervision appropriate to the releasee.	Dec. 1975	Jun. 1976	Deputy Commissioner, Community Based Services Division
3. Establish close liaison with police agencies, so that formal arrest is made by police.	Oct. 1975	Jun. 1976	Chief Supervisor, Probation and Aftercare Services

VI. Resources Required

6-a

The requirements of this standard can be accomplished with existing resources.

I. Number 6-bII. Title Develop a Career Ladder for Probation/Aftercare SupervisorsIII. Problems

1. Advancement in the area of probation is strictly limited to the administrative route. Provisions for a suitable career ladder in probation/aftercare service delivery does not exist.
2. An effective breakdown of tasks and services related to the goals and objectives of probation/aftercare services and to personnel requirements does not exist.
3. Supervision caseloads number over 100. The supervisor spends a large portion of his time in fact-finding and reporting, not counseling clients--his supposedly major professional task.

IV. Objective

To provide Probation/Aftercare Supervisors with a career ladder in the delivery and paraprofessional fields in order that advancement opportunities are clear and that more of their time can be spent in counseling.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Complete current study of career ladders for Probation/Aftercare Supervisors to include job analysis and personnel requirements.	Oct. 1975	Dec. 1975	Deputy Commissioner, Community Based Services Division
2.	Develop career ladders, training programs and new job descriptions for Probation/Aftercare Supervisors.	Oct. 1975	Dec. 1975	Deputy Commissioner, Community Based Services Division
3.	Develop hiring selection criteria, job descriptions, job categories, and training programs for Assistant Probation/Aftercare Supervisors.	Oct. 1975	Dec. 1975	Deputy Commissioner, Community Based Services Division
4.	Approve career ladder for Probation/Aftercare Supervisors.	Oct. 1975	Dec. 1975	Commissioner, Board of Corrections

V. Implementation (continued)

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
5.	Approve new job descriptions, pay grades, titles, etc.	Oct. 1975	Dec. 1975	Deputy Commissioner, General Services Administration
6.	Develop budget for career ladder and Assistant Probation/Aftercare Supervisors.	Oct. 1975	Dec. 1975	Deputy Commissioner, General Services Administration
7.	Implement career ladder upgrading and initiate training seminars for Probation/Aftercare Supervisors.	Jul. 1976	Ongoing	Deputy Commissioner, Community Based Services Division
8.	Employ 100 Assistant Probation/Aftercare Supervisors (20 per year for 5 years).	Jul. 1976	Jul. 1981	Deputy Commissioner, Community Based Services Division
9.	Monitor and evaluate Probation/Aftercare manpower program.	Jan. 1977	Ongoing	Deputy Commissioner, Community Based Services Division Director, Planning and Evaluation

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
7		\$100,000	\$110,000	\$121,000	\$ 133,100	\$ 146,410
8		163,920	360,624	595,029	872,712	1,199,975
Total		<u>\$263,920</u>	<u>\$470,624</u>	<u>\$716,029</u>	<u>\$1,005,812</u>	<u>\$1,346,385</u>

Miscellaneous Tasks 1 through 6 and 9 can be accomplished with existing resources.

I. Number 6-c

II. Title Develop and Improve Community-Based Services for Probation and Aftercare

III. Problems

1. Community-Based Supervisors are not utilized effectively in community resource management.
2. Other agency resources are poorly utilized in community-based services.
3. Many offenders do not qualify for other agency services and cannot afford to purchase services from private agencies.
4. Vocational Rehabilitation and Department of Labor employment services are not utilized to their fullest extent in community resource management.
5. Vocational training provided by correctional institutions and public agencies relate poorly to inmate job placement.
6. Client progress in achieving self-sustaining responsibility is poorly assessed.
7. Fear of incarceration is the only motivating factor for the offenders' simulation of progress in the community.

IV. Objective

To expand community-based services such as housing and education for offenders in probation and aftercare settings in order to provide sufficient opportunities for successful community reintegration.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Develop plan procedures and policies for use of case service funds.	Jul. 1975	Aug. 1975	Deputy Commissioner, Community-Based Services Division
2. Prepare legislation to provide case service funds for purchase of services and loans for Probation and Aftercare clients.	Oct. 1976	Dec. 1976	Administrative Office of the Commissioner
3. Submit and support legislation at 1976 session of General Assembly.	Jan. 1977	Mar. 1977	Administrative Office of the Commissioner

V. Implementation (continued)

6-c

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
4.	Develop an in-service training program to train Probation/After-care Supervisors as Community Resource Managers (CRM).	Apr. 1976	Jun. 1976	Training Officer, Community-Based Services Division
5.	Implement CRM training program.	Jul. 1976	Ongoing	Training Officer, Community-Based Services Division
6.	Develop cooperative agreements with state agencies to provide services to Probation and After-care clients.	Apr. 1976	Jun. 1976	Deputy Commissioner, Community-Based Services Division
7.	Develop agreements with Division of Vocational Rehabilitation (DHR) and Department of Labor to provide more comprehensive job placement services to Probation and Aftercare clients.	Apr. 1976	Jun. 1976	Deputy Commissioner, Community-Based Services Division
8.	Begin referring Probation and Aftercare clients to other state agencies and begin using case service funds.	Sep. 1976	Ongoing	All Supervisors
9.	Develop and implement a follow-up system to provide institutional vocational training staff with placement information.	Apr. 1976	Jun. 1976 ongoing	Deputy Commissioner, Community-Based Services Division
10.	Adapt PERM rating criteria and performance objectives for use with Probation and Aftercare clients.	Jan. 1976	Jun. 1976	Deputy Commissioner, Community-Based Services Division Deputy Commissioner, Research and Development Division

V. Implementation (continued)

6-c

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
11.	Develop plan for state-wide implementation of PERM in Probation and Aftercare.	Jul. 1976	Sep. 1976	Deputy Commissioner, Research and Development Division
12.	Prepare budget for state-wide implementation.	Sep. 1976	Dec. 1976	Budget Officer
13.	Obtain legislative approval and funding for statewide implementation of PERM in Probation and Aftercare.	Jan. 1977	Mar. 1977	Commissioner
14.	Implement PERM system in Community-Based Services	Jul. 1977	On-going	Commissioner

V. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
8		\$507,500	\$854,100	\$1,000,000	\$1,000,000	\$1,000,000

Miscellaneous Costs of Task 14 cannot be estimated until the legislation described in Task 13 is passed. The requirements of all other tasks can be satisfied by existing resources.

I. Number 6-dII. Title Develop and Implement an Aftercare Program for Ex-OffendersIII. Problems

1. Inmates who complete their maximum sentences only receive \$25.00, a bus ticket, and a suit of clothes upon release.
2. DCOR does not have jurisdiction to provide services to inmates who have completed their maximum sentence.
3. There are no statutory requirements to provide post release services to inmates who have completed their maximum sentence.
4. Judges are permitted to use split sentencing in order to provide post release services to inmates, however, when it is used, it is not directed at providing reintegration services to ex-inmates.
5. Most inmates who have completed their maximum sentences are not eligible for services provided by other state agencies.
6. Inmates who have served their maximum sentence without benefit of parole or early release tend to recidivate at a higher rate than the offender who has been paroled or released early.

IV. Objective

To provide Aftercare services to inmates who have completed their sentences in order to assist ex-offenders in the transition back into society.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Establish an Activation Team to assist in development of Aftercare services.	Oct. 1975	Dec. 1975	Deputy Commissioner, Research and Development Division
2. Develop an overall plan for providing aftercare services to all offenders discharged from state prisons.	Oct. 1975	Jul. 1976	Activation Team Director, Planning and Evaluation Section
3. Evaluate present ex-offender service programs	Oct. 1975	Jul. 1976	Activation Team Director, Planning and Evaluation Section

V. Implementation (continued)

6-d

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
4.	Prepare a list of services useful to ex-offenders.	Oct. 1975	Jul. 1976	Activation Team Director, Planning and Evaluation Section
5.	Develop cooperative agreements with other state agencies to provide services to ex-offenders.	Apr. 1976	Jun. 1976	Activation Team Director, Planning and Evaluation Section
6.	Contract with private agency to develop and provide a pilot post-release residential adjustment program to approximately 200 ex-offenders.	Oct. 1975	Dec. 1975	Deputy Commissioner, Research and Development Division
7.	Implement Pilot Program.	Jun. 1976	Dec. 1976	Consultant
8.	Evaluate Pilot Program.	Jan. 1976	Dec. 1976	Director, Planning Evaluation Section
9.	Develop residential and non-residential aftercare program.	Jan. 1976	Jun. 1977	Deputy Commissioner, Community-Based Services and Community Facilities
10.	Prepare legislation establishing DCOR jurisdiction in After-care and level of responsibility to provide mandatory After-care services for all offenders released from institutions.	Oct. 1975	Dec. 1975	Administration Office of Commissioner
11.	Prepare budget for Aftercare programs.	Sep. 1976	Dec. 1976	Budget Officer, Deputy Commissioner, Community Facilities Division
12.	Introduce and support Aftercare legislation.	Oct. 1975	Mar. 1976	Administrative Office of Commissioner

V. Implementation (continued)

6-d

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
13.	Request budget support Aftercare programs.	Sep. 1976	Dec. 1976	Commissioner
14.	Implement Aftercare programs.	Jul. 1977 Ongoing		Deputy Commissioner, Community Facilities Division Deputy Commissioner, Community-Based Services Division

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
6 & 7	\$101,850					

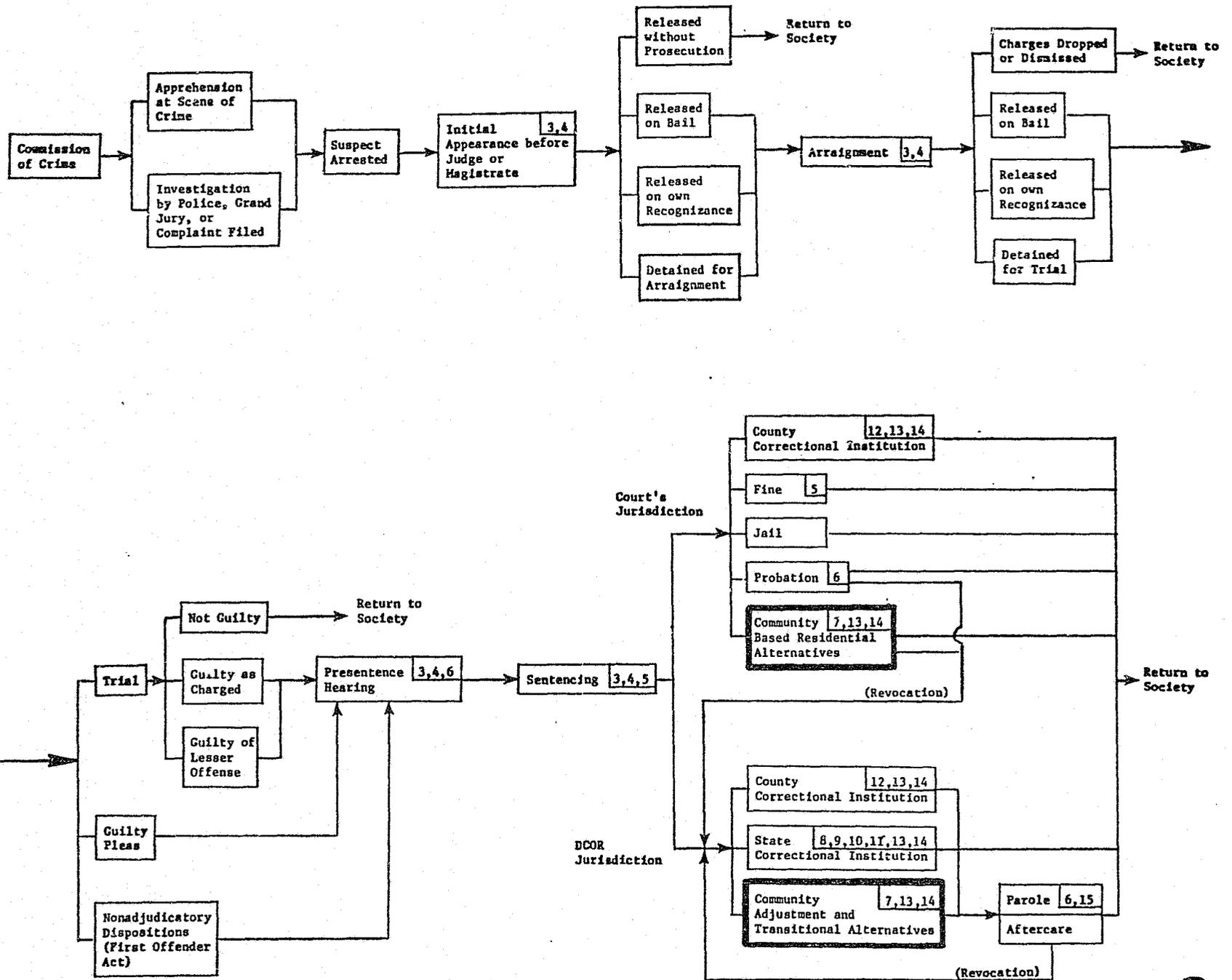
Total cost of the non-residential adjustment program (Tasks 6 and 7) for FY76 are included in the PERM Operation Performance grant.

Miscellaneous Tasks 6 and 7 include \$76,366 for personnel, \$3,000 for travel and \$22,514 for supplies and equipment for the contractor to design and provide Aftercare services. The requirements for Task 8 will be satisfied by the PERM grant evaluation component (see Plan Abstract 18-c). The estimated costs for Task 14 cannot be determined until Tasks 11, 12 and 13 have been completed. The requirements of all other tasks can be accomplished with existing resources.

CHAPTER 7

COMMUNITY RESIDENTIAL PROGRAMS

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 7. COMMUNITY RESIDENTIAL PROGRAMSIntroduction

Chapter 7 is concerned with the convicted offender at every point in the flow through the criminal justice system until discharge, parole, or conditional release from prison. The chapter deals with the expansion of community-based facilities and services to the families of offenders. The Department's responsibility to expand these community facilities and family services is for the purposes of (1) providing the appropriate level of services, structure, and supervision to those offenders partially removed from free society or gradually returning to free society, and (2) aiding in the rehabilitative process of those offenders separated from their families by providing needed services to their families.

Present Situation

Many programs for offenders are to some extent community-based; but, currently, no DCOR programs provide for diversion of an offender from the criminal justice system.

Non-residential supervision is provided to over 20,000 offenders through the Department's Probation/Parole Supervisors, and several programs go beyond probation/parole supervision, including the Athens Sub-Community Office, Citizens Action Volunteer Program, Correctional Community Center Programs (Macon and Gainesville), Intensive Supervision Program, Macon Diagnostic and Classification Center, and Restitution Centers (Rome, Macon, and Albany).

DCOR has statutory authority to establish and assign inmates to a variety of community-based services, programs, and facilities, as is recommended by nationally-accepted standards. Community-based correctional centers have been operating for some time, but they have been geared more toward inmate release rather than toward sentencing alternatives. During 1974, however, four community-based correctional centers began operating as sentencing alternatives to institutional confinement. These centers include Gateway House (in Atlanta), Rome Restitution Center, Macon Restitution Center, and Albany Restitution Center. Four additional centers are also planned, including one scheduled to begin operation in Atlanta in 1975. The Department has one drug treatment center to which offenders can be sentenced, and there is a limited reserve of private centers available.

A growing sense of the importance of coordinating community and institutional resources has emerged, and many new programs have been developed to provide services to offenders, e.g., the Citizen Action Volunteer Program, Educational Release, and inmate Jaycee Chapters. DCOR currently does not conduct an operative, systematic pre-release program, although various institutions conduct their own programs. Instances where work-release is conducted physically at an institution are considered pre-release projects, since inmates become attuned to work habits and expectations, as well as community living demands, while still having access to counseling and other institutional services.

Existing community-based release facilities are slanted primarily toward the work-release process. Work-release centers provide for the supervision and services needed during the re-entry process.

Due to the scarcity of facilities, most releasees do not have access to community-based release facilities which provide for a systematic re-entry transition process. No facilities of this type are available for those discharged from institutions who are considered high risk cases and most in need of assistance. Neither is a systematic individual treatment program available to all offenders, although the proposed pre-sentencing diagnostic services and proposed subsidy legislation will aid in sentencing effectiveness.

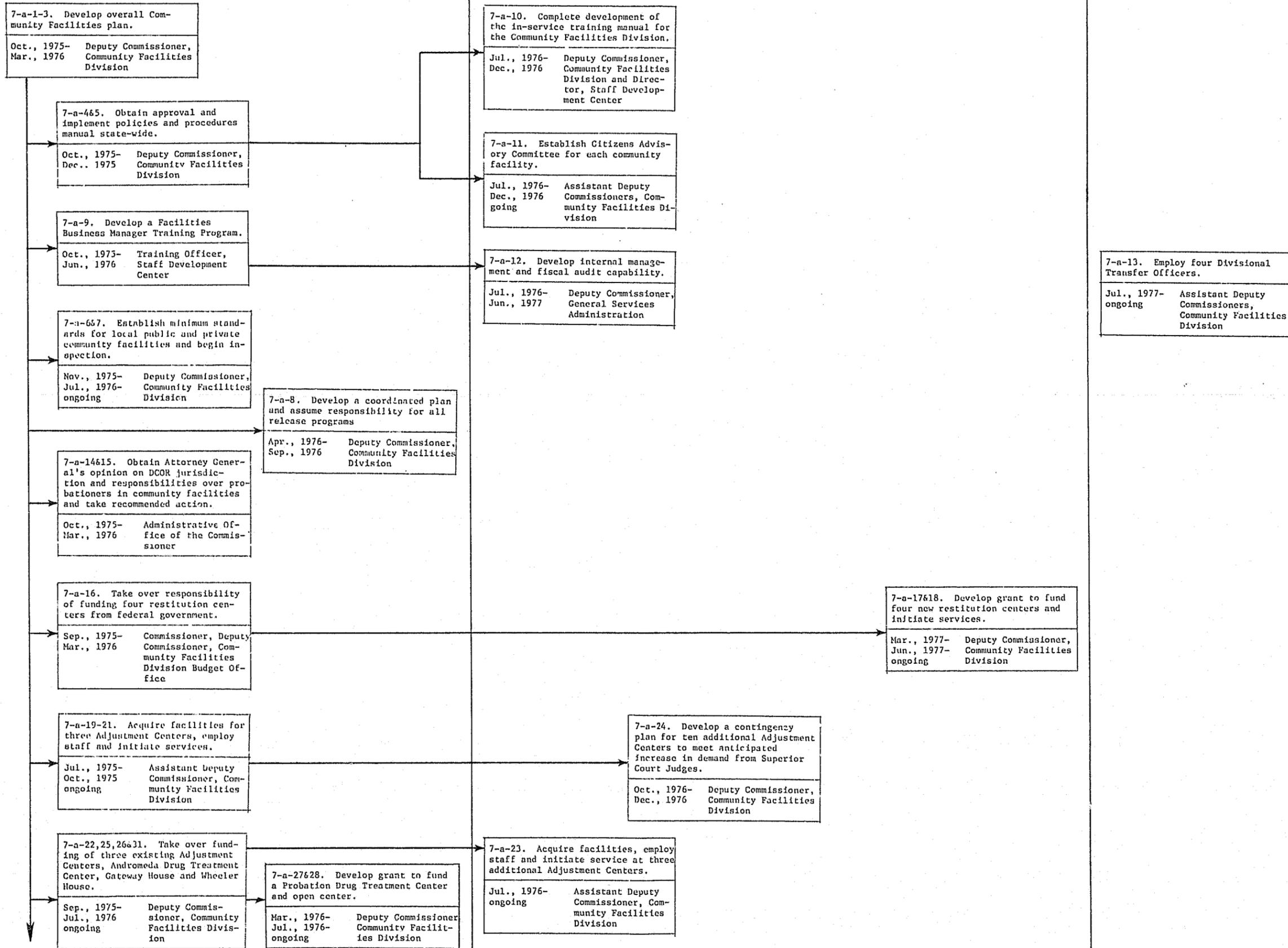
The Youthful Offender Act of 1972 (YOA), the Adult Offender Act of 1975 (AOA) and the First Offender Act offer the opportunity for individual treatment and progress based on behavioral objectives and completion. In the YOA and AOA programs, the offender enters a contractual arrangement which states clear and specific treatment and/or training goals that must be completed. The offender is given an indeterminate sentence, with length dependent upon progress toward meeting the contract. The First Offender Act allows for a non-recording of the conviction upon completion of a successful probationary period.

Other programs that provide phases or stages of individual responsibility include those of Impact Community Treatment Centers, Restitution Centers, Institutional Pre-Release Programs, Behavior Modification, Case Recording System, and Work and Education Release.

DCOR provides a program of social and rehabilitative services for indigent families of offenders. The offender is viewed as an integral part of the family, and efforts are made to maintain good communications between the offender, his family, and the agency responsible for the offender's sentence.

Families eligible for Family Services include all current recipients of the various forms of public financial assistance and those who have received such assistance in the past three months. Services include transportation, management of household budgets, general consumer education, and health maintenance. Family Service Programs are supported

jointly by DCOR and the Department of Human Resources, with clients obtained from DCOR offender computer print-outs, contacts with Probation/Parole Supervisors and contacts with other agencies.



7-a-29. Open 19 new Pre-release Centers throught the state (three in FY76, four in FY77, three each in FY78-FY81).

Oct., 1975- Jun., 1981 Deputy Commissioner, Community Facilities Division

7-b-1. Study needs of families of strtc inmates.

Oct., 1975- Mar., 1976 Director, Family Services Program

7-b-2-4. Develop a comprehensive plan to provide services to families of state inmates, obtain funding and implement.

Oct., 1975- Jul., 1976- ongoing Director, Family Services Program

7-a-30. Develop, introduce and support legislation to return maintenance fees of state inmates in release programs to DCOR order to make these programs self-sufficient.

Sep., 1976- Mar., 1977 Commissioner

I. Number 7-a

II. Title Expand Community Facilities and Programs

III. Problems

1. There are not enough community facilities to meet current and future demands.
2. Jurisdiction over probationers to whom DCOR provides services is unclear.
3. Some federally-funded community facilities will lose funding in future years, and their programs cannot be continued unless funding is assumed by DCOR.
4. Community facility resource utilization is inadequate.
5. Release programs are presently provided by two DCOR divisions, causing poor service coordination.
6. Standards for community facilities have not been established.
7. The Community Facilities Division lacks some necessary staff training programs and services.
8. The Community Facilities Division does not have a Program Development Plan.
9. At present, maintenance fees paid by release program participants go into the state treasury rather than for the support of community facilities.

IV. Objective

To develop and expand community residential programs in order to supply a variety of services to felons requiring a halfway alternative between the institution and the community.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
	<u>Planning</u>		
1. Update the existing Community Facilities plan.	Oct. 1975	Dec. 1975	Deputy Commissioner, Community Facilities Division
2. Develop a plan for the use of community resources in community facilities.	Oct. 1975	Mar. 1976	Community Resource Specialist, Community Facilities Division

V. Implementation (continued)

7-a

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Planning</u> (continued)			
3. Develop a plan for the use of other state agency services.	Oct. 1975	Mar. 1976	Community Resource Specialist, Community Facilities Division
4. Obtain approval of the Division of Community Facilities policies and procedures manual.	Oct. 1975	Nov. 1975	Deputy Commissioner, Community Facilities Division
5. Implement policies and procedures manual state-wide.	Nov. 1975	Dec. 1975	Deputy Commissioner, Community Facilities Division
6. Establish suggested minimum standards for local, public and private community facilities.	Nov. 1975	Sep. 1976	Deputy Commissioner, Community Facilities Division
7. Begin inspection of participating local, public and private community facilities.	Jul. 1976 Ongoing		Deputy Commissioner, Community Facilities Division
8. Develop a coordinated plan for the Community Facilities Division to assume responsibility for educational, vocational, work and treatment release programs presently under the Institutional Operations Division.	Apr. 1976	Sep. 1976	Deputy Commissioner, Community Facilities Division Deputy Commissioner, Institutional Operations
9. Develop a Facilities Business Manager Training Program.	Oct. 1975	Jan. 1976	Training Officer, Staff Development Center
10. Complete development of the in-service training manual for the Community Facilities Division.	Jul. 1976	Dec. 1976	Deputy Commissioner, Community Facilities Division

CONTINUED

1 OF 4

V. Implementation (continued)

7-a

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Planning (continued)</u>			
11. Establish Citizens Advisory Committee for each community facility.	Jul. 1976	Dec. 1976	Deputy Commissioners, Community Facilities Division
12. Develop internal management and fiscal audit capabilities.	Jul. 1976	Jun. 1977	Deputy Commissioner, Community Services Division
13. Employ four Divisional Transfer Officers (pay grade 13).	Jul. 1977		Assistant Deputy Commissioners, Community Facilities Division
<u>Community Facilities</u>			
14. Obtain Attorney General's opinion on DCOR jurisdiction and responsibilities over probationers in community facilities.	Oct. 1975	Dec. 1975	Administrative Office of the Commissioner
15. If recommended by the Attorney General, develop and submit enabling legislation to give DCOR jurisdiction responsibility for probationers in community facilities.	Dec. 1975	Mar. 1976	Administrative Office of the Commissioner
16. Take over responsibility of funding four restitution centers from Federal Government.	Sep. 1975	Mar. 1976	Commissioner, Deputy Commissioner, Community Facilities Division Budget Officer
17. Develop grant to fund four new restitution centers.	Mar. 1977	Jun. 1977	Deputy Commissioner, Community Facilities Division
18. Initiate services at four new restitution centers.	Jul. 1977	On-going	Deputy Commissioner, Community Facilities Division

V. Implementation (continued)

7-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
<u>Community Facilities (continued)</u>				
19.	Acquire facilities for Adjustment Centers in Athens, Cobb County and Augusta.	Jul. 1975	Sep. 1975	Assistant Deputy Commissioner, Community Facilities Division
20.	Employ staff for three Adjustment Centers.	Oct. 1975		Assistant Deputy Commissioner, Community Facilities Division
21.	Initiate service at three Adjustment Centers.	Oct. 1975	On-going	Assistant Deputy Commissioner, Community Facilities Division
22.	Take over funding three existing Adjustment Centers from Federal government.	Sep. 1975	Jul. 1976 Ongoing	Deputy Commissioner, Community Facilities Division
23.	Acquire facilities, employ staff and initiate service at three additional Adjustment Centers.	Jul. 1976		Commissioner, Community Facilities Division
24.	Develop a contingency plan for ten additional Adjustment Centers to meet anticipated increase in demand from Superior Court Judges.	Oct. 1976	Dec. 1976	Deputy Commissioner, Community Facilities Division
25.	DCOR take over responsibility of funding Gateway House.	Sep. 1975	Mar. 1976	Deputy Commissioner, Community Facilities Division

Drug Treatment Centers

26.	DCOR take over funding of Andromeda Drug Treatment Center.	Sep. 1975	Jun. 1976	Deputy Commissioner, Community Facilities Division
27.	Develop grant to fund a Probation Drug Treatment Center.	Mar. 1976	Jun. 1976	Deputy Commissioner, Community Facilities Division

V. Implementation (continued)

7-a

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Drug Treatment Centers</u> (continued)			
28. Open Probation Drug Treatment Center.	Jul. 1976	On-going	Deputy Commissioner, Community Facilities Division
<u>Pre-release Centers</u>			
29. Open 19 new Pre-release Centers throughout the state (three in FY76, four in FY77, three each in FY78-FY81).	Oct. 1975	Jun. 1981	Deputy Commissioner, Community Facilities Division
30. Develop introduction and support legislation to return maintenance fees of state inmates in release programs to DCOR in order to make these programs self-supporting.	Sep. 1976	Mar. 1977	Commissioner
31. DCOR take over funding of Wheeler House.	Sep. 1975	Mar. 1976	Deputy Commissioner, Community Facilities Division

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
13			\$ 39,930	\$ 43,923	\$ 48,315	\$ 53,146
16		\$400,000	416,000	432,640	449,945	467,943
20	\$236,979	347,571	382,329	420,561	462,618	508,878
21	276,090	199,734	234,723	273,207	315,543	362,112
23		570,000	505,440	525,657	778,161	870,990
25		350,000	364,000	378,560	393,702	409,451
26		350,000	364,000	378,560	393,702	409,451
28		298,000	309,920	322,316	335,209	348,617
29	812,340	1,360,680	2,279,680	3,041,200	3,858,608	4,736,541
31		368,000	368,000	368,000	368,000	368,000
Total	\$1,325,409	\$4,243,985	\$5,264,022	\$6,184,624	\$7,403,803	\$8,535,129

VI. Resources Required (continued)

7-a

Staff Task 13 includes four Transfer Officers at pay grade 13. Tasks 20 and 23 include the following 13 staff members for each Adjustment Center (three centers in each Task): Superintendent (pay grade 18), one Assistant Superintendent/Counselor II (pay grade 16), one Counselor I (pay grade 15), one Counselor Aide (pay grade 13), one Coordinator III (pay grade 11), one Business Manager (pay grade 15), one Typist III (pay grade 12), one Typist II (pay grade 11), one Correctional Officer II (pay grade 13), and four Correctional Officers I (pay grade 12).

Task 23 will be funded by an LEAA grant and Tasks 20 and 21 by an LEAA grant for the first year and state funds thereafter.

Task 28 includes the same staff complements as Tasks 20 and 23.

Task 29 includes the same staff complements as Tasks 20 and 23 and includes staff requirements for nineteen Pre-release Centers.

Equipment Task 16 includes operating expenses for four restitution centers. Tasks 21 and 23 include equipment, supplies, and operating expenses for three adjustment centers each. Task 29 includes equipment, supplies and operating expenses for 19 Pre-release Centers.

Miscellaneous The requirements of Tasks 1-12, 14, 15, 17, 19, 24, 27 and 30 can be satisfied by existing resources. The resources required for Task 18 cannot be determined until grant development is completed in Task 17. Task 22 requires that DCOR assume funding for Tasks 20 and 21 beginning in FY77 and for the remainder of the plan time period.

I. Number 7-bII. Title Develop a Plan for Improved and Expanded Family ServicesIII. Problems

1. Due to reductions in Family Services Program staff services to families of state inmates have been reduced and are inadequate.
2. Family Services Program planning and development is presently inadequate.

IV Objective

To develop a plan to provide appropriate, nonduplicative services to the families of state prison inmates.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Study needs of families of state inmates.	Oct. 1975	Mar. 1976	Director, Family Services Program
2.	Develop a comprehensive plan to provide services to families of state inmates.	Oct. 1975	Jun. 1976	Director, Family Services Program
3.	Seek funding to implement family services plan.	Jan. 1976	Jun. 1976	Director, Family Services Program
4.	Implement programs.	Jul. 1976	On-going	Director, Family Services Program

VI. Resources Required

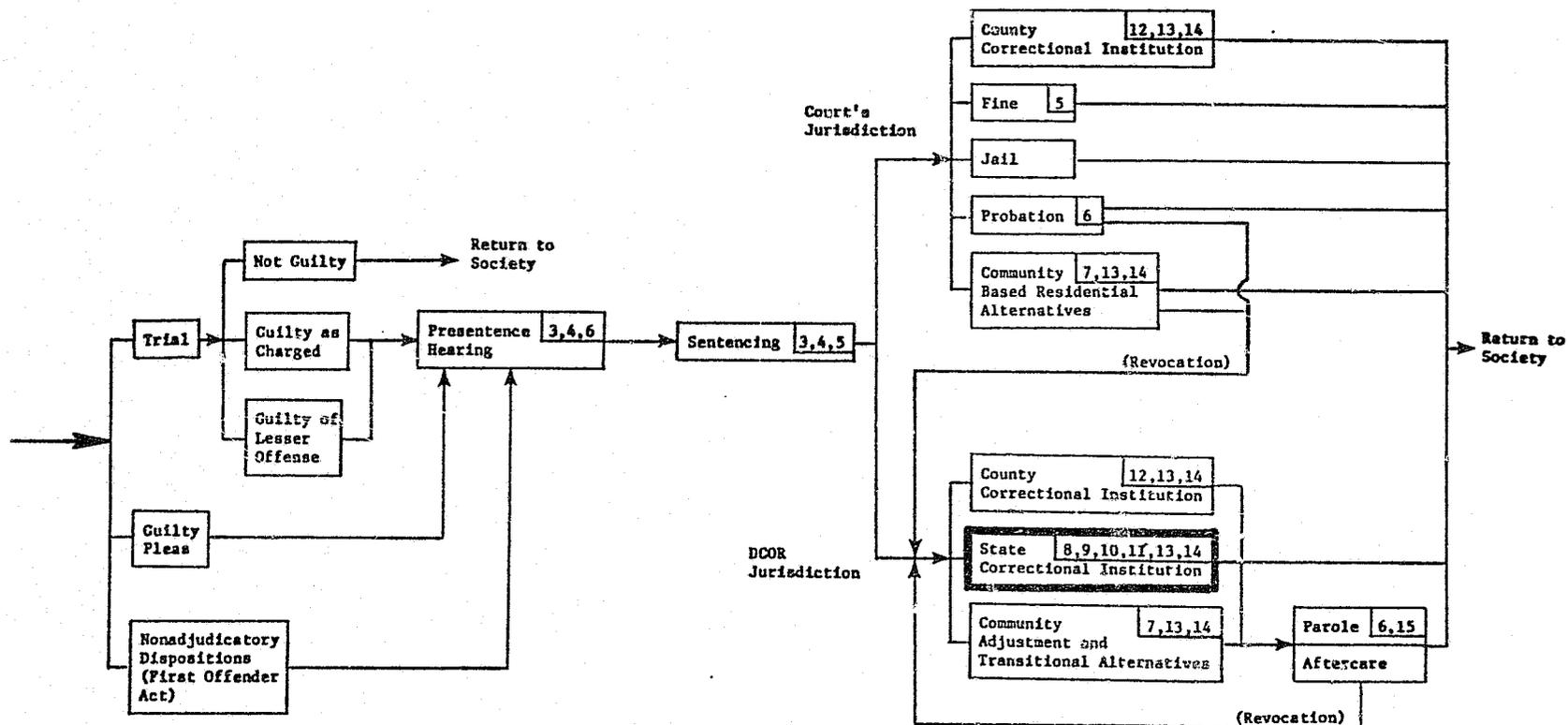
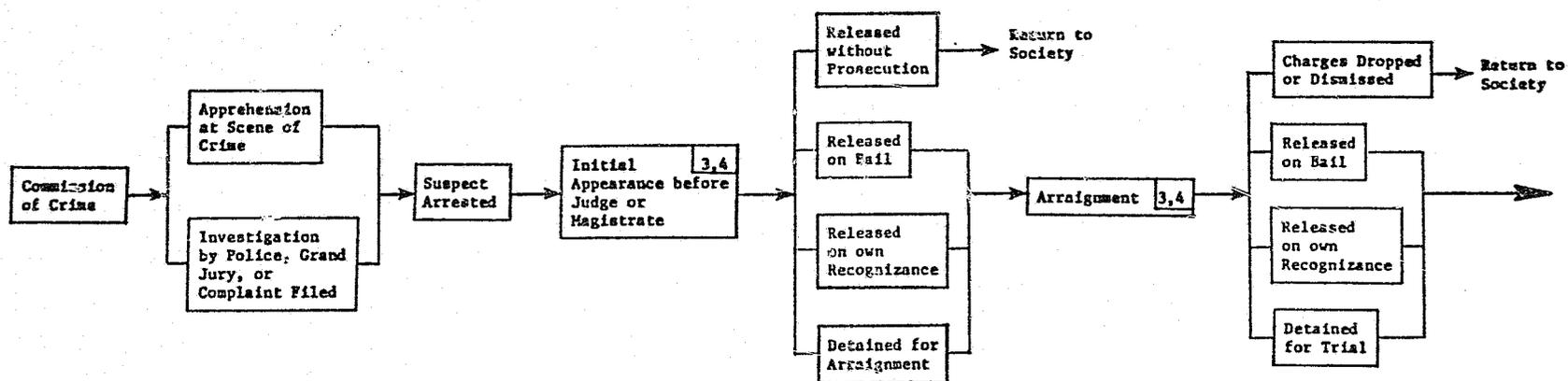
The requirements of Tasks 1 through 3 can be satisfied by existing resources.

Task 4 will require resources which cannot be identified until Tasks 2 and 3 are completed.

CHAPTER 8

INSTITUTIONAL FACILITIES

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 8. INSTITUTIONAL FACILITIES

Introduction

The implementation plans delineated in Chapter 8 deal with the convicted offender at each stage of movement through the criminal justice system from conviction to final discharge. These plans are concerned with correctional facilities use, modification, construction and replacement. DCOR responsibility to continually develop and update facilities is based on the goal of providing offenders with environments that are adequate for and conducive to the process of effective rehabilitation.

Present Situation

The Department presently operates 16 institutions with a total replacement value of \$200 million. The capacity of these institutions, measured by nationally accepted standards and criteria set forth in the DCOR Facilities Development Plan, is 4,244 inmates. As of July, 1975, 8000 inmates were housed in these facilities resulting in overcrowding in all units except for the Diagnostic and Classification Center, which so far retains single occupancy in its 840 cells.

The physical condition of the institutions varies from good to extremely poor. Five facilities (Ware, Putnam, Lee, Lowndes, and Stone Mountain) cannot be considered as long-range assets due to their design and condition; they should be disposed of as soon as replacements can be built. In addition, Chatham Correctional Institute is leased, and the owner has expressed a desire to close the facility as soon as DCOR can arrange for replacement space.

Aside from physical condition, many of the institutions are inadequate from other standpoints. Nearly all, including Walker and Montgomery, which opened in 1972, are of the open-dormitory design, a type of facility not in accordance with current standards. Many do not have adequate auxiliary space for programmatic functions, and most have inadequate lighting, heating, and ventilation equipment. Furthermore, most have waste-disposal systems which are not up to present legal standards, much less the standards which have been established for implementation within the 1976-1981 time frame.

The overcrowded conditions exacerbate all of these shortcomings by placing excessive demands on facilities. As a result, maintenance becomes very difficult and facilities deteriorate rapidly. A rough

estimate of the one-time cost to bring all existing institutions up to standard condition from the standpoint of maintenance would be \$15,000,000. Table 3 identifies the deficient areas in each institution. The institutional facility plan, included in this chapter in flow chart and Plan Abstract (8-a) forms, is a summary of (and has been coordinated with) the Facilities Development Plan being developed by the Department.

TABLE 3. PRESENT FACILITIES INVENTORY

Institution	Capacity per Standards	Emergency Capacity	Population July 9, 1975	Facility Deficiencies				
				Age	Poor Arrangement	Inadequate Program Space	Structurally Inadequate	Inadequate Heat, A/C, Ventilation
Chatham Correctional Institute	0	164	225		X	X	X	X
Colony Farm	200	253	233		X	X		X
Georgia Diagnostic & Classification Center	844	844	827			X		X
Georgia Industrial Institute	600	1100	1271	X	X			X
Georgia Rehabilitation Center for Women	0	300	383	X	X	X		X
Georgia State Prison	2000	2848	2886	X	X			X
Georgia Training & Development Center	0	225	244	X	X	X	X	X
Kemper Building	0	250	210	X	X	X		X
Lee Correctional Institute	0	91	186	X	X	X	X	X
Lowndes Correctional Institute	0	84	149	X	X	X	X	X
Montgomery Correctional Institute	225	313	286		X			
Futnam Correctional Institute	0	113	133	X	X	X	X	X
Stone Mountain Correctional Institute	0	123	211	X	X	X	X	X
Walker Correctional Institute	225	313	292		X			
Ware Correctional Institute	0	150	131	X	X	X	X	X
Wayne Correctional Institute	150	184	180		X	X		X
Totals	4244	7355	7847					

NOTE: Capacity and population totals do not include trailers.

8-a-1. Occupy Youthful Offender Center, Central State Hospital.
 Jun., 1975- Assistant Commissioner, Facilities Engineering
 Feb., 1976

8-a-2. Occupy new Georgia Women's Correctional Institute, Hardwick.
 Sep., 1975- Assistant Commissioner, Facilities Engineering
 Oct., 1975

8-a-3. Add housing unit at GWCL.
 Aug., 1975 Assistant Commissioner, Facilities Engineering
 Apr., 1976

8-a-4. Construct Macon Area Community Correctional Center.
 Aug., 1975- Assistant Commissioner, Facilities Engineering
 Dec., 1976

8-a-6. Add 2 housing units at W. Georgia Center.
 Oct., 1975 Assistant Commissioner, Facilities Engineering
 Jun., 1976

8-a-5. Occupy new West Georgia Community Correctional Center, Columbus.
 Mar., 1976- Assistant Commissioner, Facilities Engineering
 Apr., 1976

8-a-7. Design and construct Savannah Area Community Correctional Center.
 Jul., 1975- Assistant Commissioner, Facilities Engineering
 Jun., 1978

8-a-17. Convert shop space at Georgia Diagnostic and Classification Center to dormitory.
 Jul., 1975- Assistant Commissioner, Facilities Engineering
 Oct., 1975

8-a-8. Design and construct Atlanta Area Community Correctional Center.
 Jul., 1976- Assistant Commissioner, Facilities Engineering
 Jun., 1978

8-a-9. Design and construct prototype housing units, various locations.
 Jul., 1976- Assistant Commissioner, Facilities Engineering
 Dec., 1977

8-a-10. Design and construct Albany Area Community Correctional Center.
 Jul., 1976- Assistant Commissioner, Facilities Engineering
 Dec., 1978

8-a-11. Design and construct Atlanta Reception Center.
 Jul., 1976- Assistant Commissioner, Facilities Engineering
 Jun., 1979

8-a-12. Design and construct Atlanta Health Services Center.
 Jul., 1976- Assistant Commissioner, Facilities Engineering
 Jun., 1980

8-a-18. Install security wing gates at Georgia Diagnostic and Classification Center.
 Jul., 1976- Assistant Commissioner, Facilities Engineering
 Dec., 1976

8-a-19. Convert Albany Navy Facilities to First Offender Center.
 Jul., 1976- Assistant Commissioner, Facilities Engineering
 Dec., 1977

8-a-13. Design and construct Satellite Units, Butts County.
 Jul., 1977- Assistant Commissioner, Facilities Engineering
 Dec., 1978

8-a-14. Design and construct Atlanta Women's Correctional Center.
 Jul., 1977- Assistant Commissioner, Facilities Engineering
 Jun., 1979

8-a-15. Design and construct Augusta Area Community Correctional Center.
 Jul., 1977- Assistant Commissioner, Facilities Engineering
 Dec., 1979

8-a-20. Convert Georgia Industrial Institute to standards.
 Jul., 1977- Assistant Commissioner, Facilities Engineering
 Dec., 1978

8-a-16. Design and construct Atlanta Youthful Offender Center.
 Jul., 1978- Assistant Commissioner, Facilities Engineering
 Dec., 1980

8-a-23624. Phase-out Ware and Chatham Correctional Institutions.
 Jul., 1978- Assistant Commissioner, Facilities Engineering
 Aug., 1978

8-a-25-26. Phase-out Putnam and Lee Correctional Institutions.
 Jan., 1979- Assistant Commissioner, Facilities Engineering
 Feb., 1979

8-a-21. Convert Georgia State Prison to standards.
 Jul., 1979- Assistant Commissioner, Facilities Engineering
 Dec., 1980

8-a-22. Convert Georgia Diagnostic and Classification Center to maximum security center.
 Jul., 1979- Assistant Commissioner, Facilities Engineering
 Dec., 1980

8-a-27-28. Phase-out Lowndes and Stone Mountain Correctional Institutions.
 Jul., 1979- Assistant Commissioner, Facilities Engineering
 Aug., 1979

8-a-29. Phase-out Kemper Building.
 Jan., 1981- Assistant Commissioner, Facilities Engineering
 Feb., 1981

- I. Number 8-a
- II. Title Establish Facilities Criteria and Facilities Development Plan and Construct State Correctional Facilities
- III. Problems
1. DCOR correctional facilities provide adequate capacity for only 4,244 residents (see Table 3).
 2. An additional 2,500 residents are housed in local correctional facilities which have not been evaluated.
 3. The remainder of Georgia's 10,300 state inmates are either housed in facilities which are clearly inadequate, or crowded into adequate facilities rendering them inadequate so long as overcrowding exists.
 4. Some state operated community-based facilities are inadequate.
- IV. Objective
- To develop a coordinated plan for the use, modification, replacement, and construction of state correctional facilities in keeping with established criteria and to assist local corrections in the use, modification, and construction of local facilities.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>New Facilities</u>			
1. Occupy Youthful Offender Act Center, Central State (600-MN).	Jun. 1975	Feb. 1976	Assistant Commissioner, Facilities Engineering
2. Occupy New Georgia Women's Correctional Institute, Hardwick (300 WMN).	Nov. 1975	Dec. 1975	Assistant Commissioner, Facilities Engineering
3. Add Housing Unit at GWCI (100 WMN).	Aug. 1975	Apr. 1976	Assistant Commissioner, Facilities Engineering
4. Construct Macon Area Community Correctional Center (600-MN).	Aug. 1975	Feb. 1977	Assistant Commissioner, Facilities Engineering
5. Occupy New W. Georgia Community Correctional Center, Columbus (400-MN).	Mar. 1976	Apr. 1976	Assistant Commissioner, Facilities Engineering

V. Implementation (continued)

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>New Facilities (continued)</u>			
6. Add two Housing Units at W. Georgia (200-MN).	Oct. 1975	Jun. 1976	Assistant Commissioner, Facilities Engineering
7. Design and construct Savannah Area Community Correctional Center (400-MN).	Jul. 1975	Jun. 1978	Assistant Commissioner, Facilities Engineering
8. Design and construct Atlanta Area Community Correctional Center (400-MN).	Jul. 1976	Jun. 1978	Assistant Commissioner, Facilities Engineering
9. Design and construct prototype housing units (800 beds, various locations).	Jul. 1976	Dec. 1977	Assistant Commissioner, Facilities Engineering
10. Design and construct Albany Area Community Correctional Center (400-MN).	Jul. 1976	Dec. 1978	Assistant Commissioner, Facilities Engineering
11. Design and construct Atlanta Reception Center (1000-MN).	Jul. 1976	Jun. 1979	Assistant Commissioner, Facilities Engineering
12. Design and construct Atlanta Health Services Center (300 beds).	Jul. 1976	Jun. 1980	Assistant Commissioner, Facilities Engineering
13. Design and construct Satellite Units, Butts County (500-MN).	Jul. 1977	Dec. 1978	Assistant Commissioner, Facilities Engineering
14. Design and construct Atlanta Women's Correctional Center (400-MN).	Jul. 1977	Jun. 1979	Assistant Commissioner, Facilities Engineering
15. Design and construct Augusta Area Community Correctional Center (400-MN).	Jul. 1977	Dec. 1979	Assistant Commissioner, Facilities Engineering

V. Implementation (continued)

8-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
<u>New Facilities</u> (continued)				
16.	Design and construct Atlanta Youthful Offender Center (1200-MN).	Jul. 1978	Dec. 1980	Assistant Commissioner, Facilities Engineering
<u>Renovations/Conversions</u>				
17.	Convert shop space at Georgia Diagnostic and Classification Center to 300-MN dormitory.	Jul. 1975	Oct. 1975	Assistant Commissioner, Facilities Engineering
18.	Install security wing gates at Georgia Diagnostic and Classification Center.	Jul. 1976	Jun. 1977	Assistant Commissioner, Facilities Engineering
19.	Convert Albany Navy Facilities to First Offender Center (1000-MN).	Jul. 1976	Jun. 1977	Assistant Commissioner, Facilities Engineering
20.	Convert Georgia Industrial Institute to standards.	Jul. 1978	Jun. 1979	Assistant Commissioner, Facilities Engineering
21.	Convert Georgia State Prison to standards	Jul. 1978	Jun. 1980	Assistant Commissioner, Facilities Engineering
22.	Convert Georgia Diagnostic and Classification Center to maximum security.	Jul. 1979	Dec. 1980	Assistant Commissioner, Facilities Engineering
<u>Phase-out of Replaced Facilities</u>				
23.	Ware Correctional Institution	Jul. 1977	Aug. 1977	Assistant Commissioner, Facilities Engineering
24.	Chatham Correctional Institution	Jul. 1978	Aug. 1978	Assistant Commissioner, Facilities Engineering
25.	Putnam Correctional Institution	Jan. 1978	Feb. 1978	Assistant Commissioner, Facilities Engineering
26.	Lee Correctional Institution	Jun. 1979	Jun. 1979	Assistant Commissioner, Facilities Engineering

V. Implementation (continued)

8-a

<u>Tasks</u>	<u>Complete</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Phase-out of Replaced Facilities</u> (continued)			
27. Lowndes Correctional Institution	Jul. 1978	Aug. 1978	Assistant Commissioner, Facilities Engineering
28. Stone Mountain Correctional Institution	Jul. 1979	Aug. 1979	Assistant Commissioner, Facilities Engineering
29. Kemper Building Central State	Jan. 1981	Feb. 1981	Assistant Commissioner, Facilities Engineering

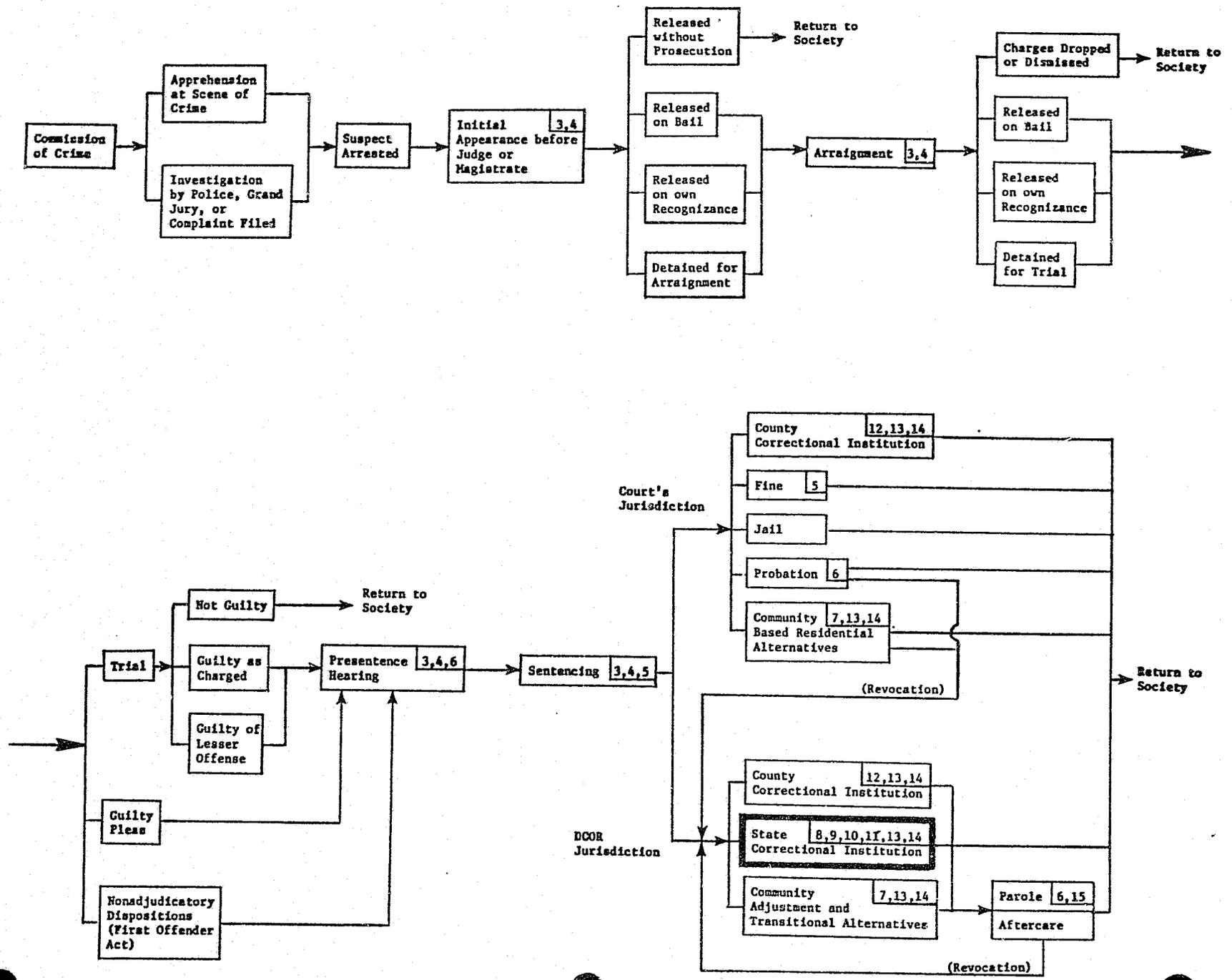
VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
<u>New Facilities</u>						
1	\$1,365,000					
5	540,000					
7		\$11,525,000				
8		11,500,000				
9		3,600,000				
10		12,000,000				
11		8,000,000	\$24,600,000			
12		6,000,000	10,000,000	\$10,000,000		
13		200,000	8,000,000			
14		500,000	13,000,000			
15				300,000	\$14,000,000	
16				600,000	15,000,000	
<u>Renovations/Conversions</u>						
17	100,000					
18		410,000				
19		7,800,000				
20			3,000,000			
21			200,000	4,000,000		
22				100,000	2,000,000	
Total	\$2,005,000	\$61,535,000	\$58,800,000	\$15,000,000	\$31,000,000	

CHAPTER 9

INSTITUTIONAL CLASSIFICATION AND TREATMENT

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 9. INSTITUTIONAL CLASSIFICATION AND TREATMENT

Introduction

Chapter 9 is concerned with the offender throughout incarceration. It addresses opportunities for the offender to earn his release; for standardizing, improving, and expanding the classification of offenders; for expanding and improving counseling services; and for developing programs for special types of offenders (such as the mentally retarded and drug abusers). DCOR's responsibility for these areas is based on the goals of (1) changing the corrections system into a positive, objective process in which the inmate has some control over and bears some responsibility for his progress toward release, and (2) developing programs and services which assist the inmate in advancing through this process.

Present Situation

Inmate Classification

The current DCOR inmate classification system is directed mainly at inmate needs assessment and placement. Diagnostic/classification coverage presently is provided to young felons at the Georgia Industrial Institute, for females at the Georgia Rehabilitation Center for Women, and for others at the Georgia Diagnostic and Classification Center (GDCC). After 1972, when female services were added, DCOR assumed the responsibility for diagnostic/classification services for all offenders.

General guidance for security and treatment classification is provided by the DCOR Central Office, but, for the most part, individual determinations of initial classification and programming are made by the staff of each institution. The GDCC has well-established methods for classification, but these methods are not used statewide, nor is there any comprehensive statewide system or standard to encourage their use.

Each institution determines the composition and functions of its own classification committee. Each classification committee establishes its own procedures, including the monitoring of the classification counselors' recommendations. Even at the GDCC, systematic program evaluation cannot be carried out because almost all processed inmates are transferred to other institutions and the receiving institutions normally do not feed information back to GDCC. Ideally, GDCC would guide and track an inmate from the needs-assessment stage, through institutional program participation, and back to the community and labor market, but this is not the case.

The Uniform Case Reporting System (UCRS), now in use at all state institutions, is designed to supplement classification committee actions. It provides for counselor-inmate interaction on treatment service programming and documents all contacts made with the counselor. Counselors recommend programs which address an offender's need for skills training or personal services and work with the community prior to release to prepare for the offender's supervision, employment, and any needed adjustment services. The UCRS procedure provides for Central Office review of acceptability of inmates; but, because comprehensive data are lacking, it does not assure consideration of all inmates who may be qualified.

Initial assessment of an offender is based on known behavior. After inmates complete the interview steps, they are no longer involved in the classification process. The classification committee sends its recommendations to the Central Office for approval and institutional assignment. Since the inmate participates in his classification only through the interview and has little or no understanding of the categories of classification, there is little possibility for appeal. Appeals are made by personal letter to the Warden or the DCOR Commissioner and, of course, by judicial processes.

Counseling

Each state institution has at least one full-time counselor assigned. The counselor to inmate ratio is approximately one to 135. A counseling evaluation in 1974 indicated that only about 36 percent of a counselor's time was spent in counseling. The balance of his time was taken up by other activities due to shortages in security staff. The counseling services approach is determined by the individual institution.

Of the 38 county institutions, 34 provide counseling funded through an LEAA grant which supports 13 counselors. This means that some counselors serve five institutions. Of the 12 counties not under grant, 6 have at least one full-time counselor.

New counselors attend an orientation training program to improve their interview and counseling techniques. Individual institutions offer in-service training, although this is not required.

Correctional Officers are trained in counseling for one week during their three-week orientation at the DCOR Training Academy. Other training is at the discretion of the employing facility.

Institutional Environment

The overcrowding of institutions results in tension and security problems. In fact, the social environment in institutions is more dependent on the degree of overcrowding than any other factor. Various institutions employ a number of programs to improve the social environment, including inmate newspapers, libraries, recreation, Jaycee Chapter projects, staff

human relations training, non-wearing of uniforms, furlough programs, some "honor barracks", Alcoholics Anonymous assistance, limited local education release programs, and some pilot projects with local citizen groups. All such efforts prepare the inmate for return to the community. However, such programs generally lack cohesion and explicit, well-understood measures of success to which an inmate can respond in order to demonstrate individual progress or to earn release. Provision for earned release, along with expansion of facilities and diversionary programs, will help reduce overcrowding and improve the social environment in institutions.

Treatment of Special Offenders

Institutional drug counseling is limited because available drug counselors have many other duties. However, some drug training programs are available with treatment provided in institutions through both group and individual counseling. Community resources are used when they are accessible, but these resources are often not available in rural areas. Methadone and drug maintenance programs are used sparingly. Ex-offenders are not used in drug treatment programs at institutions since certain DCOR regulations limit such use and institutional staff are reluctant to use them.

DCOR has one pre-release treatment center for drug abusers, "Andromeda", a facility which originated in 1973 and provides rehabilitation services to inmates who volunteer, are within two years of release, and who agree to continue in the program after release. As of September, 1974, there were 35 residents in Andromeda and 25 inmates were receiving out-patient services. At the same time, there were 2,373 documented cases of offenders with drug difficulties in the institutions.

Alcoholic offenders are treated mainly through the traditional Alcoholics Anonymous chapters which are staffed by volunteers. DCOR has no specialized staff or program for alcoholic offenders.

Inmates with severe behavioral problems receive disciplinary action. If behavior does not improve, these inmates are transferred either to the Georgia State Prison or the GDCC. The GDCC works with recalcitrant inmates to enable them to return to the general population. Various techniques have been tried and evaluated by GDCC, but, to date, none has yielded entirely satisfactory results.

Generally, emotionally disturbed inmates are transferred to the already-crowded Central State Hospital which is administered by the Georgia Department of Human Resources. The DCOR program consists almost totally of referral to the Central State Hospital, usually from the GDCC, where the offender is initially examined.

A psychiatric consultant is available one day each week to screen inmates referred by Diagnostic Counselors and Clinical Chaplains. He sees about five inmates each week. Additional screening is provided

through psychological testing. The GDCC and a private firm develop a full psychological report on all new prisoners.

Offenders who have been associated with organized crime are difficult to identify, and such identification is normally subjective and the product of initial interviews. Diagnostic personnel seldom identify offenders associated with organized crime.

Older inmates, those known to have ties with organized crime, notorious criminals, and sexual deviants normally are housed away from other offenders, although there is no specific policy for this segregation. When identifiable, such offenders are also excluded from work release programs.

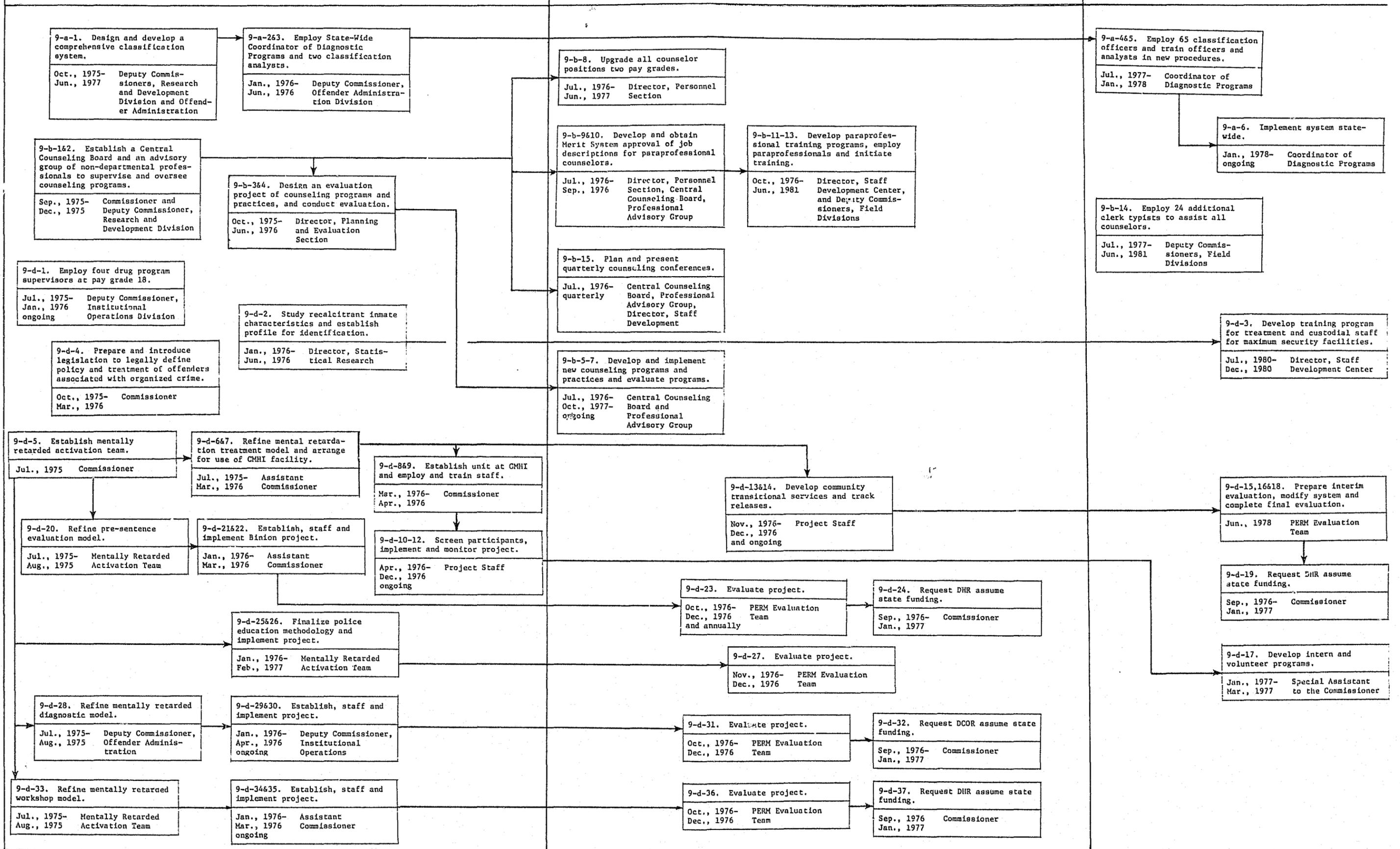
The administration of the Cattell Culture Fair test indicates that 28 percent (or approximately 3,000 inmates) of Georgia's prison population is mentally retarded (IQ below 70), compared with 10 percent of all inmates nationwide and 3 percent of the general population. Since institutional programs are designed to serve the majority of inmates, opportunities for the mentally retarded are limited. There is a comparable lack of treatment strategies for dealing with the mentally retarded offender, and, since he usually has trouble coping with the prison environment, he may be released in worse condition than when he entered prison. Senate Bill 163, passed by the 1975 session of the Georgia Legislature, mandates a task force and pilot projects to develop policies, programs, and treatment strategies for the mentally retarded offender.

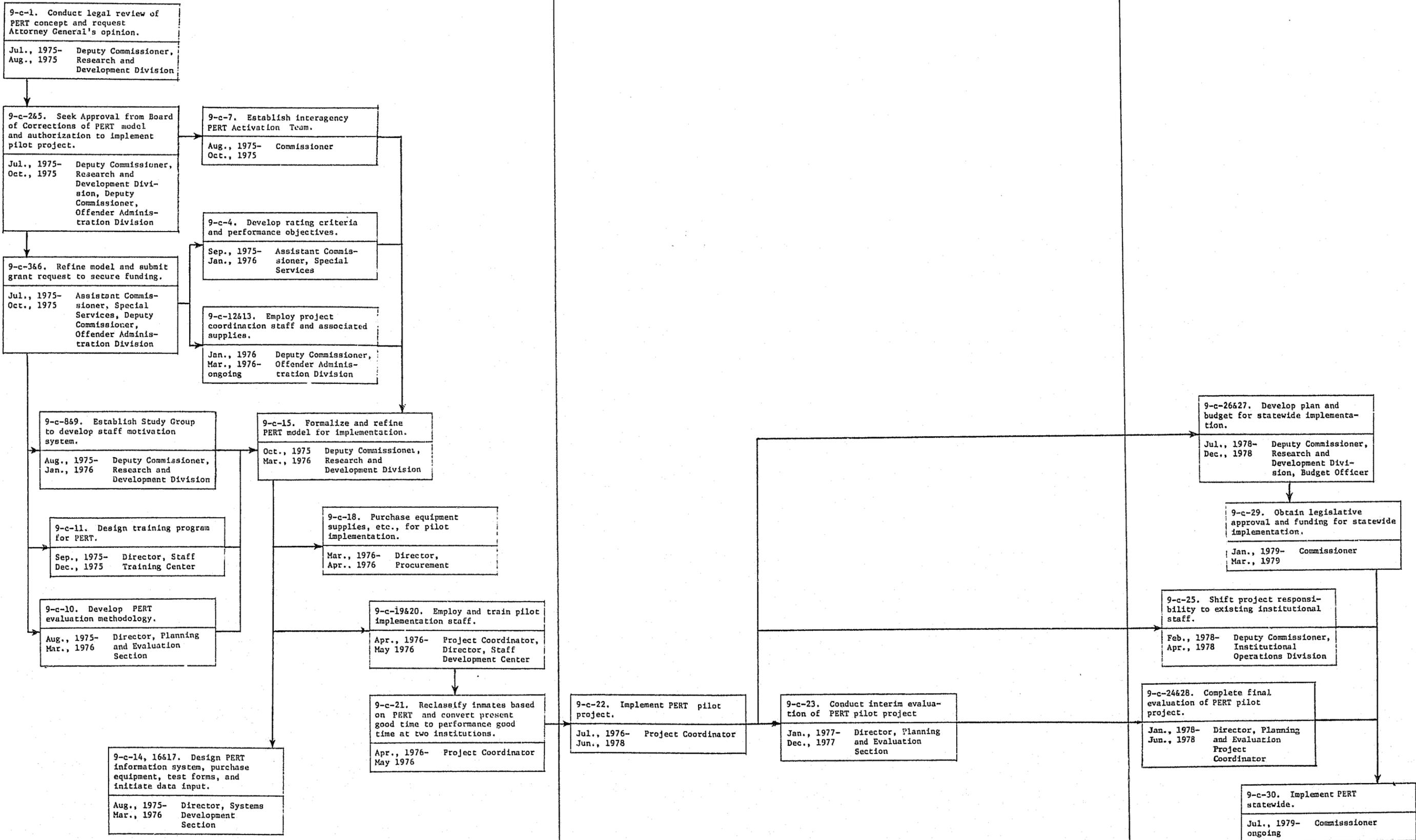
FY 1976

93 and 94

FY 1977

FY 1978-1979-1980-1981





- I. Number 9-a
- II. Title Develop a Comprehensive Classification System for Inmate Management
- III. Problems

1. The present diagnostic/classification system is not uniform throughout state institutions.
2. A feedback system is not present at institutions to permit a systematic means of evaluating the effectiveness of security and treatment classification.
3. Institution Classification Committees receive little guidance from Division of Offender Administration on uniform classification procedures.
4. Inmates do not know or participate in their classification.
5. In-service classification training is not uniform state-wide.

IV. Objective

To develop a comprehensive classification system in order to permit uniform and coordinated diagnosis and classification of inmates by all institutions, uniform classification training, and to evaluate security and treatment classification based on inmate progress.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Design and develop a comprehensive classification system.	Oct. 1975	Jun. 1977	Deputy Commissioners, Research and Development Division and Offender Administration
2. Employ Statewide Coordinator of Diagnostic Programs and supporting planning and research staff.	Jan. 1976	Mar. 1976	Deputy Commissioner, Division of Offender Administration
3. Employ Classification Analysts (2).	Apr. 1976	Jul. 1976	Deputy Commissioner, Division of Offender Administration
4. Employ Classification Officers (65).	Jul. 1977	Jan. 1978	Coordinator of Diagnostic Programs
5. Train Classification and analysts in new classification procedures.	Jul. 1977		Coordinator of Diagnostic Programs

V. Implementation (continued)

9-a

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
6. Implement system state-wide.	Jan. 1978	On-going	Coordinator of Diagnostic Programs

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
1	Performed by existing staff initially plus Coordinator of Diagnostic Programs and his staff after January 1976, whose costs are included in Tasks 2, 3 and 4.					
2	\$32,813	\$57,675	\$63,425	\$69,786	\$76,765	\$84,442
3	15,163	46,947	51,642	56,806	62,486	68,735
4			726,418	763,906	840,296	924,326
5			3,340			
6	Costs included in Tasks 2, 3 and 4.					
Total	\$47,976	\$104,622	\$844,825	\$890,498	\$979,547	\$1,077,503

Staff The Coordinator of Diagnostic Programs has a staff of one Planner, one Research Associate, and two typists (Task 2). Task 3 requires two classification analysts, and Task 4, 65 Classification Officers.

Equipment Office equipment in the amount of \$36,592 is required to support the staff and included in the first year's cost of Tasks 2, 3 and 4.

Training Task 5 requires the training of approximately 80 classification officers and analysts in the new classification procedures for one week at the Staff Development Center for \$8.35/day/student.

- I. Number 9-b
- II. Title Increase and Improve Counseling Services
- III. Problems

1. Counselors are not devoting their full time to treatment due to shortages in security staff.
2. Day to day counseling is not always being provided because of a lack of counselors.
3. Counselors do not associate with treatment peers throughout the state in order to assure consistent treatment services statewide.
4. There is a lack of professional guidance in the development and conduct of counseling programs.

IV. Objective

To provide increased and improved counseling services to inmates to insure that inmates are given adequate and effective treatment.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Establish a Central Counseling Board to supervise and oversee counseling programs.	Sep. 1975	Dec. 1975	Commissioner
2.	Establish an Advisory Group of non-departmental professionals to aid the Central Board.	Sep. 1975	Dec. 1975	Deputy Commissioner, Research and Development Division
3.	Design an evaluation project of counseling programs and practices in institutions, communities facilities, and probation/parole settings.	Oct. 1975	Dec. 1975	Director, Planning and Evaluation Section
4.	Conduct evaluation project.	Dec. 1975	Jun. 1976	Director, Planning and Evaluation Section
5.	Develop counseling programs and practices based on evaluation results.	Jul. 1976	Jun. 1977	Central Counseling Board Professional Advisory Group

V. Implementation (continued)

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
6.	Implement new counseling and treatment programs.	Jul. 1977	On-going	Deputy Commissioners, Field Divisions
7.	Evaluate new programs.	Oct. 1977	On-going	Director, Planning and Evaluation Section
8.	Upgrade all counselor positions two (2) pay grades.	Jul. 1976	Jun. 1977	Director, Personnel Section
9.	Develop job descriptions, duties, functions, etc., for paraprofessional counselors.	Jul. 1976	Sep. 1976	Director, Personnel Section, Central Counseling Board Professional Advisory Group
10.	Obtain approval of State Merit System for paraprofessional counselor position.	Oct. 1976	Dec. 1976	Director, Personnel Section
11.	Develop training requirements and programs for paraprofessional counselors.	Oct. 1976	Dec. 1976	Director, Staff Development Center
12.	Employ paraprofessional counselors (20 per year for four years).	Jul. 1977	Jun. 1981	Deputy Commissioners, Field Divisions
13.	Train paraprofessional counselors.	Jul. 1977	On-going	Director, Staff Development Center
14.	Employ 24 additional clerk-typists to assist all counselors.	Jul. 1977	Jun. 1981	Deputy Commissioners, Field Divisions
15.	Plan and present quarterly counseling conferences.	Jul. 1976	On-going	Director,, Staff Development center

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
1	\$10,000	\$22,000	\$24,200	\$26,620	\$29,282	\$32,210
2	5,000	15,000	15,000	12,000	10,000	10,000
8		55,000	121,000	133,100	146,410	161,051
12			150,000	330,000	544,500	798,600
13			1,000	1,000	1,000	1,000
14			37,872	83,318	137,474	201,630
15		2,000	2,000	2,000	2,000	2,000
Total	\$15,000	\$94,000	\$351,072	\$588,038	\$870,666	\$1,206,491

Staff Task 1 includes the salaries of two secretaries to support the Board plus travel and other operating expenses of the Board. Task 8 includes pay increases to upgrade 59 existing counselors. Task 12 includes the salaries for paraprofessionals. Task 14 includes the salaries for clerk-typists to support counselor activities.

Training Task 13 includes the cost of training package development, paraprofessional training, and training travel expenses. Task 15 includes the cost to develop conference program packages and travel expenses of counselors to attend conferences.

- I. Number 9-c
- II. Title Develop and Implement a Pilot Performance Earned Release Time (PERT) Project

III. Problems

The present Good Time System does not

1. Reward good performance
2. Encourage responsibility
3. Require specific job and program criteria for measuring success
4. Provide equitable earning opportunities
5. Allow participation of inmate in individual plan development
6. Allow individual flexibility
7. Provide progressive steps
8. Provide periodic progress reports
9. Reward individual effort.

IV. Objective

To develop an objective and equitable performance-based Earned Release Time System that would enable inmates to earn early release from the Georgia Correctional System.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
	<u>Pre-Funding</u>		
1. Conduct legal review of PERT concept and request Attorney General's opinion.	Jul. 1975	Aug. 1975	Deputy Commissioner, Research and Development Division
2. Seek approval from Board of Corrections of PERT model and authorization to implement pilot project.	Jul. 1975	Aug. 1975	Deputy Commissioner, Research and Development Deputy Commissioner, Offender Administration Division Assistant Commissioner, Special Services

V. Implementation (continued)

9-c

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Pre-Funding (continued)</u>			
3. Develop and refine PERT model for grant request to fund implementation.	Jul. 1975	Oct. 1975	Assistant Commissioner, Special Services Deputy Commissioner, Offender Administration Division Deputy Commissioner, Research and Development
4. Develop rating criteria and performance objectives.	Sep. 1975	Jan. 1976	Assistant Commissioner, Special Services Deputy Commissioner, Research and Development
5. Adopt policy supporting PERT	Sep. 1975	Oct. 1975	Board of Corrections
6. Apply for and secure funding.	Aug. 1975	Oct. 1975	Director, Grant Development Section
7. Establish interagency PERT Activation Team	Aug. 1975	Oct. 1975	Commissioner
8. Establish staff motivation study group.	Aug. 1975	Oct. 1975	Deputy Commissioner, Research and Development Division
9. Develop a staff motivation system.	Oct. 1975	Jan. 1976	Deputy Commissioner, Research and Development Division Study Group
10. Develop PERT evaluation methodology.	Aug. 1975	Mar. 1976	Director, Planning and Evaluation Section
11. Design training program for PERT.	Sep. 1975	Dec. 1975	Director, Staff Training Center

V. Implementation (continued)

9-c

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
	<u>Post Funding</u>		
12. Employ project coordination staff.	Jan. 1976	Mar. 1976 Ongoing	Deputy Commissioner, Offender Administration Division
13. Purchase supplies and equipment and budget operating expenses for project coordination.	Jan. 1976	Mar. 1976 Ongoing	Director, Procurement Section
14. Design information system and format.	Aug. 1975	Dec. 1975	Director, Systems Development Section
15. Formalize and refine PERT model for implementation.	Oct. 1975	Mar. 1976	Deputy Commissioner, Research and Development Division
16. Design computer programs, purchase equipment and begin data input.	Jan. 1975	Mar. 1976	Director, Systems Development Section
17. Test and revise all forms and information reporting for implementation.	Feb. 1976	Mar. 1976	Director, Systems Development Section
18. Purchase equipment supplies, etc. for pilot implementation	Mar. 1976	Apr. 1976	Director, Procurement Section
19. Employ pilot implementation staff.	Apr. 1976	May 1976	Project Coordinator
20. Train implementation staff and existing staff assigned to pilot project.	Apr. 1976	May 1976	Director Staff Training Center
21. Reclassify inmates based on PERT and convert present good time to performance good time at two institutions.	Apr. 1976	May 1976	Project Coordinator

V. Implementation (continued)

9-c

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
	<u>Pilot Project</u>		
22. Implement PERT pilot project (Phase II).	Jul. 1976	Jun. 1978	Project Coordinator
23. Conduct interim evaluation of PERT pilot project.	Jan. 1977	Dec. 1977	Director, Planning and Evaluation Section
24. Evaluate PERT staff functions.	Jan. 1978	Feb. 1978	Director, Planning and Evaluation Section
25. Shift project responsibility to existing institutional staff.	Feb. 1978	Apr. 1978	Deputy Commissioner, Institutional Operations Division
26. Develop plan for statewide implementation.	Jul. 1978	Sep. 1978	Deputy Commissioner, Research and Development Division
27. Prepare budget for statewide implementation.	Sep. 1978	Dec. 1978	Budget Officer
28. Complete final evaluation of PERT pilot project.	Jan. 1978	Jun. 1978	Director, Planning and Evaluation Section Project Coordinator
29. Obtain legislative approval and funding for statewide implementation.	Jan. 1979	Mar. 1979	Deputy Commissioner, Offender Administration Division
30. Implement PERT statewide	Jul. 1979	On- going	Commissioner

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
4	\$30,000	\$10,000				
9	5,000					
11	2,025					
12	42,243	170,911	\$132,547			
13 & 18	46,117	23,715				
15	5,000					
16	87,060	7,660				
19	26,891	131,891	153,655			
20	2,025					
Total	\$246,361	\$344,177	\$286,202			

Total Estimated Costs for this Standard for FY1978-81 cannot be estimated until Pilot Project Tasks 28 and 29 are completed in March, 1979.

Staff Staff required for Post-funding Task 12 includes one Project Coordinator (pay grade 20), two Program Monitors (pay grade 19), three Assistant Monitors (pay grade 17), two Classification Analysts (pay grade 17), two Clerk-Typists II (pay grade 10), one Secretary III (pay grade 12), one Clerk IV (pay grade 13), and two Clerks III (pay grade 11). Staff required for Post-funding Task 19 includes three Counselor II (pay grade 16), two Correctional Sargents (pay grade 14), two Correctional Psychologist I's (pay grade 19), two Rehabilitation Evaluators (pay grade 18), five Clerk-Typists II's (pay grade 10), two Clerk-Typist III's (pay grade 11), and two Academic Teachers (Non-Merit).

Training Pre-funding Task 11 requires \$2,025 for contractual development of a PERT training package.

Post-funding Task 20 requires \$2,025 training costs for on-site and Staff Development Center training of new and existing staff in PERT project mechanics.

Equipment Post-funding Task 16 requires the purchase of two terminals (\$30,000), programming costs (\$50,500), and operating systems installation at one large Correctional Institution. Additionally, Task 16 requires CPU time (\$10,000), Data Processing supplies and coding (\$4,220).

Miscellaneous Pre-funding Task 4 requires \$40,000 for contractual assistance to develop rating criteria and performance objectives. Pre-funding Task 9 requires \$5,000 for contractual assistance to develop staff motivation system. Post-funding Task 15 includes \$5,000 funds for additional contractual assistance. The resources required for Pre-funding Task 10 and Pilot Project Task 2 are included in Plan Abstract 19-c. The following Tasks can be accomplished by existing resources.

Pre-funding -- Tasks 1, 2, 3, 5, 6, 7, 8 and 11
 Post-funding -- Tasks 14, 17 and 21
 Pilot Project -- Tasks 22 and 24-29

- I. Number 9-d
- II. Title Improve Treatment Procedures and Facilities for Special Offender Types
- III. Problems
 1. Institutional drug counseling is conducted on a limited basis by institutional counselors.
 2. Ex-offenders are not used in institutional drug treatment programs.
 3. Community resources are not readily available in rural settings.
 4. Methadone and other drug maintenance programs are not generally used by DCOR.
 5. Drug programs coverage is minimal because of large numbers of inmates with drug problems.

Recalcitrant Inmates

1. There is no consistent policy for the recalcitrant inmate within the system.
2. Various treatment approaches have been tried but none have been successful.

Emotionally Disturbed Offenders

1. Diagnosis of these offenders in most cases is performed by a diagnostic counselor not a trained medical professional.
2. Facilities and treatment are limited and deficient.

Offenders Associated with Organized Crime

1. Inmates are generally not "labeled" as having past associations with organized crime.

Mentally Retarded

1. Twenty-eight (28) percent of the inmate population in Georgia is functioning at an I.Q. level of sixty-nine (69) or below, but mentally retarded programming is almost non-existent.
2. There is no pre-sentence screening of mentally retarded.
3. There is no institutional diagnostic information available on the scope and nature of the mentally retarded problem.

III. Problems (continued)Mentally Retarded (continued)

4. There are no specialized vocational training programs for the mentally retarded.
5. There are no specialized treatment programs for the mentally retarded.

IV. Objective

To improve treatment policies, procedures, programs and facilities for special offenders (drug addict, recalcitrant inmates, emotionally disturbed and mentally retarded inmates) to insure adequate and successful inmate treatment and care.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
	<u>Drug Offenders</u>		
1. Employ four drug program supervisors at pay grade 18.	Jul. 1975	Jan. 1976	Deputy Commissioner, Institutional Operations Division
* Conduct an evaluation of all institutional drug treatment and counseling programs. (This Task is accomplished by Task 3 in Plan Abstract 9-b).	Oct. 1975	Dec. 1975	Director, Planning and Evaluation Section
* Develop a training program for the drug treatment staff. (This Task is accomplished by Tasks 3-6 in Plan Abstract 17-a).	Jan. 1976	Jun. 1979 Ongoing	Staff Development Section
* Establish individualized treatment programs for each institution. (This Task is accomplished by Task 5 in Plan Abstract 9-b).	Jul. 1976	Jun. 1977 Ongoing	General Counseling Board

- * Implementation Tasks with asterisks (*), i.e., without Task numbers, identify Tasks accomplished in other Plan Abstracts. They are included here because they are essential to the logical flow of requirements of this particular abstract.

V. Implementation (continued)

9-d

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Drug Offenders</u> (continued)			
* Establish a paraprofessional drug counselor job description and employ paraprofessionals. (This Task is accomplished by Tasks 9-13 in Plan Abstract 9-b).	Jul. 1976	Jun. 1977 Ongoing	Deputy Commissioner, General Services Administration
<u>Recalcitrant Inmates</u>			
2. Study recalcitrant inmate characteristics and establish profile for identification.	Jan. 1976	Jun. 1976	Director, Statistical Research
3. Develop training program for treatment and custodial staff for maximum security facilities.	Jul. 1980	Dec. 1980	Director, Staff Development Center
* Establish maximum security facilities for recalcitrant offenders. (This Task is accomplished by Tasks 14 and 21 in Plan Abstract 8-a).	Jan. 1981	On- going	Deputy Commissioner, Institutional Operations Division

Emotionally Disturbed Offenders

* Employ a Medical Coordinator. (This Task is accomplished by Task 11 in Plan Abstract 10-c).		Jul. 1975	Health Administrator
* Establish contracts and cooperative agreements with mental health agencies for post-release care. (This Task is accomplished by Task 14 in Plan Abstract 10-c).	Jul. 1975	Nov. 1975	Health Administrator

V. Implementation (continued)

9-d

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Emotionally Disturbed Offenders</u> (continued)			
* Increase psychiatric screening evaluation and care within the prison system. (This Task is accomplished by Task 15 in Plan Abstract 10-c).	Jul. 1975	Dec. 1975	Health Administrator
* Modify policy for transferring offenders to Central State Hospital. (This Task is accomplished by Task 15 in Plan Abstract 10-c).	Jul. 1975	Dec. 1975	Health Administrator
* Increase counseling and therapeutic programming. (This Task is accomplished by Task 5 in Plan Abstract 9-b).	Jul. 1976	Jun. 1977	General Counseling Health Administrator
* Design and build central psychiatric facility. (This Task is accomplished by Task 10 in Plan Abstract 8-a).	Jul. 1976	Jun. 1980	Assistant Commissioner, Facilities Engineering

Offenders Associated with Organized Crime

4. Prepare and introduce legislation to legally define policy in the supervision, care and treatment of offenders associated with organized crime.	Oct. 1975	Mar. 1976	Commissioner
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Special Treatment for
Mentally Retarded Inmates Project

5. Establish mentally retarded activation team and hire Mental Retardation Programs Coordinator and secretary.		Sep. 1975	Commissioner
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V. Implementation (continued)

9-d

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Special Treatment for Mentally Retarded Inmates Project (continued)</u>			
6. Refine mental retardation model.	Jul. 1975	Dec. 1975	Assistant Commissioner
7. Arrange for use of Georgia Mental Health Institute facility.	Jan. 1976	Mar. 1976	Assistant Commissioner
8. Establish and staff unit at GMHI.	Mar. 1976	Apr. 1976	Assistant Commissioner
9. Train staff.	Mar. 1976	Mar. 1976	Director, Staff Development Center
10. Screen participants.	Apr. 1976	Apr. 1976	Project Staff
11. Implement project.	Apr. 1976	Dec. 1976 Ongoing	Project Director
12. Monitor project.	Jan. 1976	On-going	PERM Evaluation Team
13. Develop community transitional services.	Nov. 1976	Dec. 1976 Ongoing	Project Staff
14. Follow up (track) releasees.	Dec. 1976	On-going	Director, Planning and Evaluation Section
15. Prepare interim evaluation.	Oct. 1976	Dec. 1976	PERM Evaluation Team
16. Modify system.	Jan. 1977	Mar. 1977	Associate Commissioner
17. Develop intern and volunteer programs.	Jan. 1977	Mar. 1977	Special Assistant to the Commissioner
18. Prepare final evaluation.	Jan. 1978	Jun. 1978	PERM Evaluation Team
19. Request DHR assume state funding.	Sep. 1976	Jan. 1977	Commissioner

V. Implementation (continued)

9-d

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
<u>Binion Pre-sentence Evaluation Project</u>				
20.	Refine pre-sentence evaluation model.	Jul. 1975	Aug. 1975	Mentally Retarded Activation Team
21.	Establish and staff Binion project.	Jan. 1976	Feb. 1976	Associate Commissioner
22.	Implement project.	Mar. 1976	Mar. 1976 Ongoing	Associate Commissioner
23.	Evaluate project.	Oct. 1976	Dec. 1976 annually	PERM Evaluation Team
24.	Request DHR assume state funding.	Sep. 1976	Jan. 1977	Commissioner
<u>Police Education Project</u>				
25.	Refine police education project methodology.	Jan. 1976	Feb. 1976	Mentally Retarded Activation Team
26.	Implement project.	Mar. 1976	Feb. 1976	Assistant Commissioner
27.	Evaluate project.	Nov. 1976	Dec. 1976	PERM Evaluation Team
<u>Mentally Retarded Diagnostic/Evaluation Team</u>				
28.	Refine Mentally Retarded Diagnostic Model	Jul. 1975	Aug. 1975	Deputy Commissioner, Offender Administration
29.	Establish and staff project.	Jan. 1976	Mar. 1976	Deputy Commissioner Institutional Operations
30.	Implement project.	Apr. 1976	Apr. 1976 Ongoing	Deputy Commissioner, Institutional Operations
31.	Evaluate project.	Oct. 1976	Dec. 1976	PERM Evaluation Team
32.	Request DCOR assume state funding.	Sep. 1976	Jan. 1977	Commissioner

V. Implementation (continued)

9-d

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Mentally Retarded Workshop Pilot Project</u>			
33. Refine Mentally Retarded Workshop.	Jul. 1975	Aug. 1975	Mentally Retarded Activation Team
34. Establish and staff project.	Jan. 1976	Feb. 1976	Assistant Commissioner
35. Initiate project.	Mar. 1976	On-going	Assistant Commissioner
36. Evaluate project.	Oct. 1976	Dec. 1976	PERM Evaluation Team
37. Request DHR assume state funding.	Sep. 1976	Jan. 1977	Commissioner

VI. Resources Required

Total Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
<u>Drug Offenders</u>						
1	\$27,474	\$53,596	\$56,275	\$59,088	\$62,042	\$65,144
<u>Special Treatment Project*</u>						
5	30,711	33,782	37,160	40,876	44,964	49,460
8	283,661	312,027	343,230	377,552	415,308	456,832
<u>Binion Pre-sentence Project*</u>						
21	94,956	104,451	114,896	126,386	139,025	152,927
<u>Police Education Project</u>						
26	50,000					
<u>Mentally Retarded Diagnostic/Evaluation Teams*</u>						
29	136,731	150,404	165,444	181,988	200,187	220,206

* The resource requirements for the above four special projects will utilize federal funds for FY76-77 and state funds for FY78 and beyond.

VI. Resources RequiredTotal Estimated Cost

Tasks	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY 81</u>
<u>Mentally Retarded Workshop Project*</u>						
34	<u>\$165,273</u>	<u>\$181,800</u>	<u>\$199,980</u>	<u>\$ 219,978</u>	<u>\$ 241,976</u>	<u>\$ 266,173</u>
Total	\$788,806	\$836,060	\$916,985	\$1,005,868	\$1,103,502	\$1,210,742

Miscellaneous

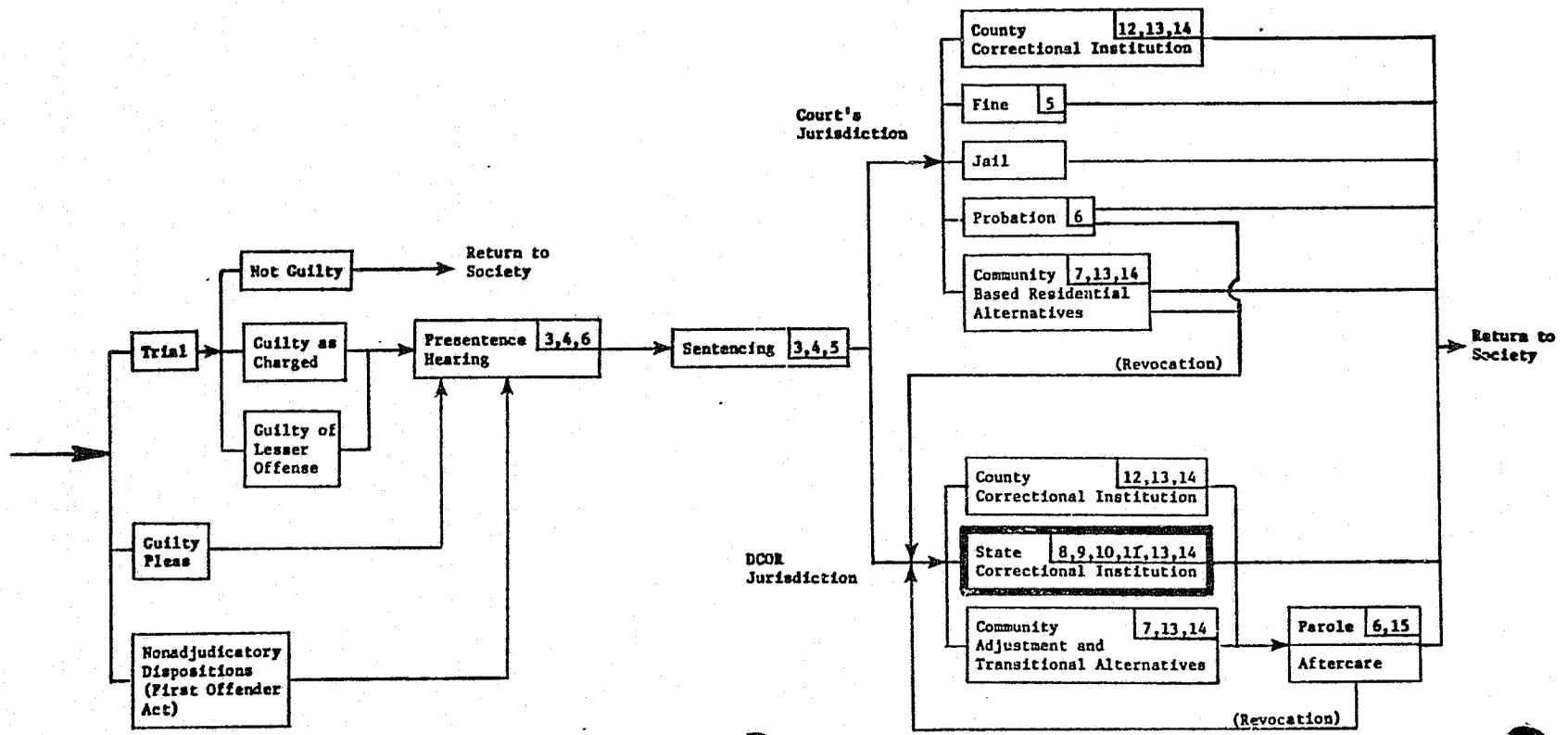
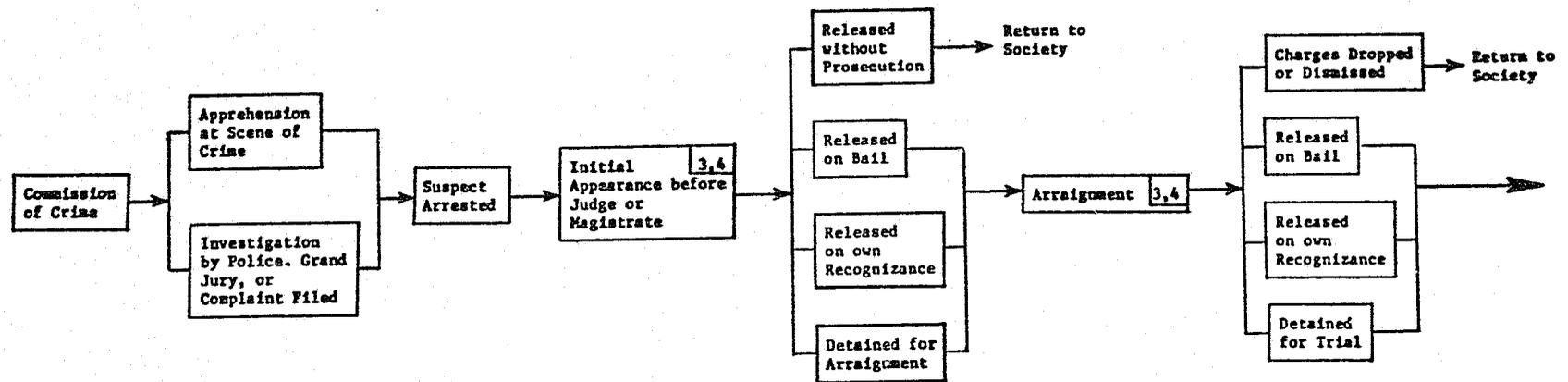
DHR will assume funding for the Special Treatment Project for Mentally Retarded Inmates, Binion Project, and Mentally Retarded Workshop project in FY1978 through FY1981.

* The resource requirements for the above four special projects will utilize Federal funds for FY76-77 and state funds for FY78 and beyond.

CHAPTER 10

INSTITUTIONAL PROGRAMS AND SERVICES

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 10. INSTITUTIONAL PROGRAMS AND SERVICESIntroduction

Chapter 10 focuses on the offender confined to prison. The chapter discusses improving and expanding correctional institution programs including educational training, vocational training, Correctional Industries, religious programs, recreational programs, and health programs. The Department's responsibility to provide more effective rehabilitation programs is based on the goal of providing incarcerated offenders with sufficient opportunities to earn their release from prison through self development in preparation for successful re-entry into the community.

Present Situation

DCOR presently meets the nationally recognized standard for the provision of appropriate rehabilitation program opportunities for offenders. However, there are not enough programs to meet the demand. Both program appropriateness and numbers should be enhanced as the planned Performance Earned Release Model is implemented.

Education, Vocation, and Training

State facilities provide programs of basic education from literacy training through high school equivalency. College courses are available in eight institutions; consumer education is offered in several, and some inmates study through correspondence courses. To be effective, correspondence courses require tutorial assistance and, in some cases, funding, which is not available.

According to September, 1974, reports, 1,042 inmates were in part-time academic education and 326 in full-time. Another 123 were in one of the college programs offered at the Georgia State Prison, and 15 were on release to attend community colleges. The 1974 prison population was estimated at 10,280.

There are presently two Regional Education Specialists and one Educational Consultant employed. The State Department of Education provides 26 full-time teachers and/or supervisors. Federal programs support another 31 teachers.

The Merit System requires state certification of teachers in correctional institutions working under the Merit System. Teachers need

not take other special coursework, and those who choose to expand their training, attend conferences, or participate in associations do so of their own initiative, since no incentives exist. Only at Alto, where the education program is administered by the State Department of Education, do teachers receive pay increases for in-service courses.

Data reporting related to inmate education and testing methods varies among institutions. Computerized monthly institutional information includes the number of inmates in specific programs, such as on-the-job-training (OJT), but these counts are not accurate because of the constant turnover, the backlog of entries, and the overlaps in inmate count. Transfers and removals from educational programs occur frequently but the causes for such changes have not been documented.

Evaluations of educational programs and vocational achievements by inmates generally consist of narrative descriptions rather than objective statistical analyses. External evaluations of programs are usually limited to federally funded programs which contractually require such evaluation.

Academic education programs are developed based on data regarding overall inmate deficiencies rather than individual detailed analyses. Inmates are not usually involved in curriculum planning, although special programs such as Consumer Education have been field tested with direct inmate participation.

Personalized programming, which involves selecting a curriculum applicable to the individual's needs, is considered the most effective method of providing education and training. The Youthful Offender Program, which contracts with inmates for participation, comes closest to personalized programming, but the offerings are limited to programs available in the institution. In most cases, personalized programming is limited by the dominance of maintenance orientation over treatment, lack of formal guidance and plans, and the narrowness of program choices.

Learning labs for basic education at seven institutions focus on fundamental needs like reading, arts, math, and contain little breadth or variety. Basic education is viewed mainly as a support or prerequisite to vocational education, but not as a correlative. Seven state institutions have audio-visual hardware; however, some lack the attendant, necessary software and gain little use from the equipment.

In 1974, only a few inmates (15-20) attended college under the Educational Release Program. To become a release inmate, applicants must undergo tight security clearance, give proof of college acceptance and course funding, and often must await transfer to an institution near the college since there are no funds for transportation or other expenses. The Educational Release Program has no specifically assigned staff.

Consumer education in such areas as legal rights, taxation, and insurance has been instituted at several institutions in a fragmented

fashion. Some family life education is available from local county Departments of Family and Children Services, but is used minimally. Total package training to help educate inmates for return to full community living is nonexistent.

Some area vocational-technical training is provided with funding through the United States Department of Labor, the Veterans Administration, or an inmate's personal effort. (A September, 1974, evaluation of vocational training in the Georgia Penal System projected that 55 percent of the state offender population needed such training.) Vocational training is too often dependent on an inmate's age, security, and programs available rather than on the individual's needs.

Since there are only 46 full-time instructors teaching vocational training in state correctional institutions, in-service training is quite limited. Equipment is compatible with private industry, but older programs frequently employ outdated, incompatible equipment. Also, although most institutions have set up educational advisory councils, there are no trade advisory councils, and private industry has no established courses in Georgia institutions.

Work release programs, a Department priority, concentrate on finding a job for inmates regardless of whether that position furthers long-term career development for the inmate. Work release tends to be focused on those inmates who are near release and have good records. Actual job placement is carried out by many State agencies, with DCOR counselors providing job placement for work-releases as time permits.

Formalized practical applications of training and job assignments are yet to be accomplished in Georgia Correctional Industries (GCI). The GCI diversification efforts have attempted to consider inmate needs, but without participation by inmates, labor organizations, or industry. Department statistics indicate that 1,500 inmates participate in OJT associated with institutional work or correctional industries; however, inmates are not compensated, and productivity and work quality are poor.

Establishing private enterprise within institutions is prohibited by Georgia law. The law does permit employment by private enterprise outside of institutions under existing work release programs.

Health

Georgia's large prison population combined with the small number of staff qualified to provide health care prompt the practice of care by crisis-response rather than prevention or routine care. While the State spends approximately \$25 per inmate per month for health care, a 1973 "blue ribbon" committee of medical and judicial experts found the prison health care system to be understaffed, highly fragmented, and ineffective. The overcrowding of institutions contribute to unclean, unsanitary conditions and small, congested treatment areas. Health education and training in personal hygiene for inmates is quite limited.

Each inmate receives a physical exam when entering the system. Most state institutions have at least one medical assistant, on 24-hour call, who is supervised by a licensed physician. The three major institutions have a physician on 24-hour call. DCOR has contracts with several physicians who supply special medical services.

Regular sick call is conducted at each institution with either a medical assistant or physician attending. Due to the lack of qualified staff, however, inmate medical records are poorly maintained, and medical care is not as well controlled or effective as it might be. The lack of reliable data on inmate medical problems also makes it difficult to determine where major deficiencies exist.

Recreation

Recreation for inmates has been permitted and provided in varying degrees for some time in all Georgia institutions. The Department has full-time trained and qualified recreational directors at some institutions and counselor aides for recreation in others. The DCOR Director of Recreation Programs gives guidance on programming to institutional recreation directors.

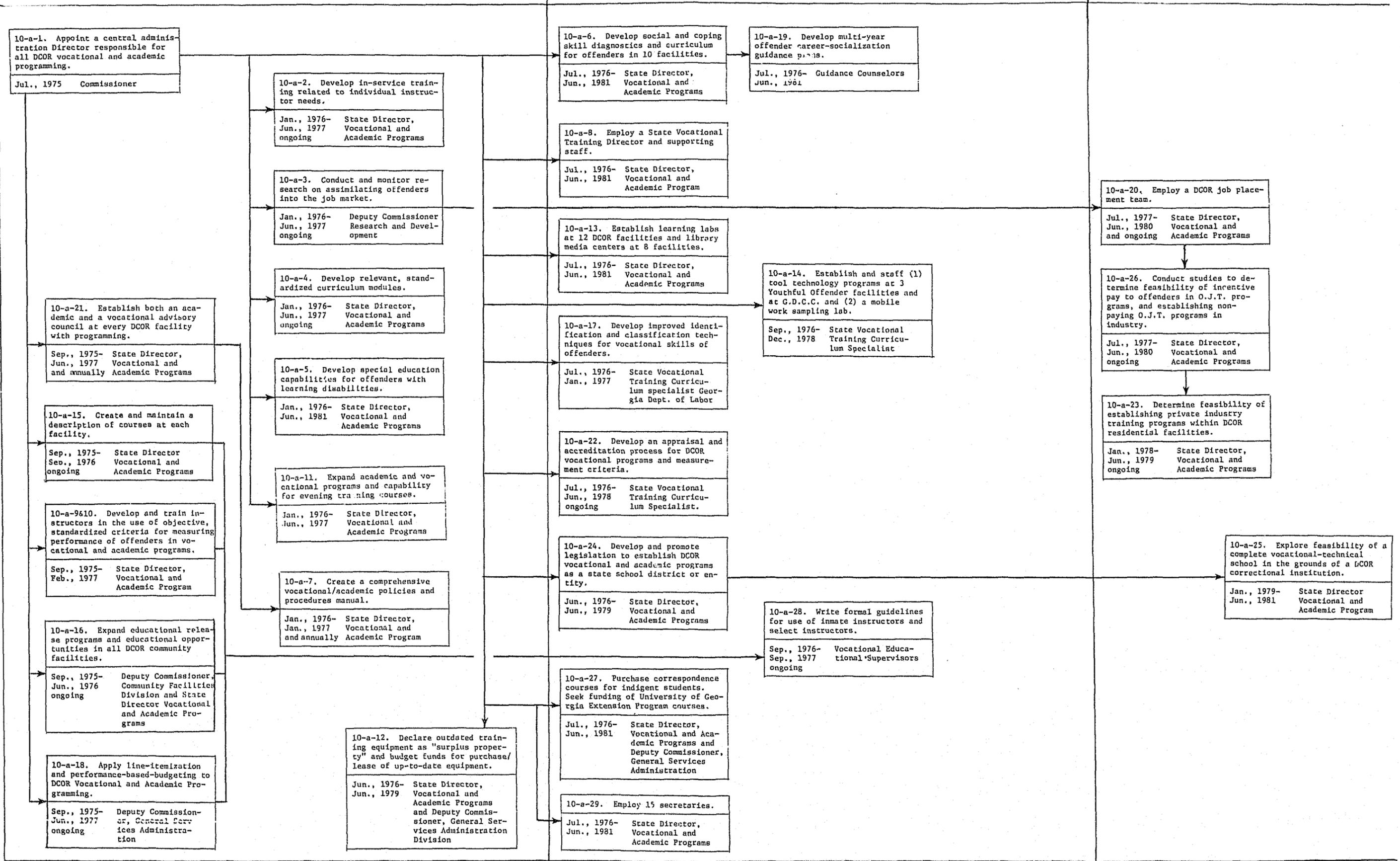
Recreational activities frequently include athletics, arts and crafts, table games, music, drama, club, and dirt track racing, as well as the formation of institutional sport teams that compete with local community teams. Other leisure activities include song-writing contests, sports awards, and an annual Georgia Prison Olympics.

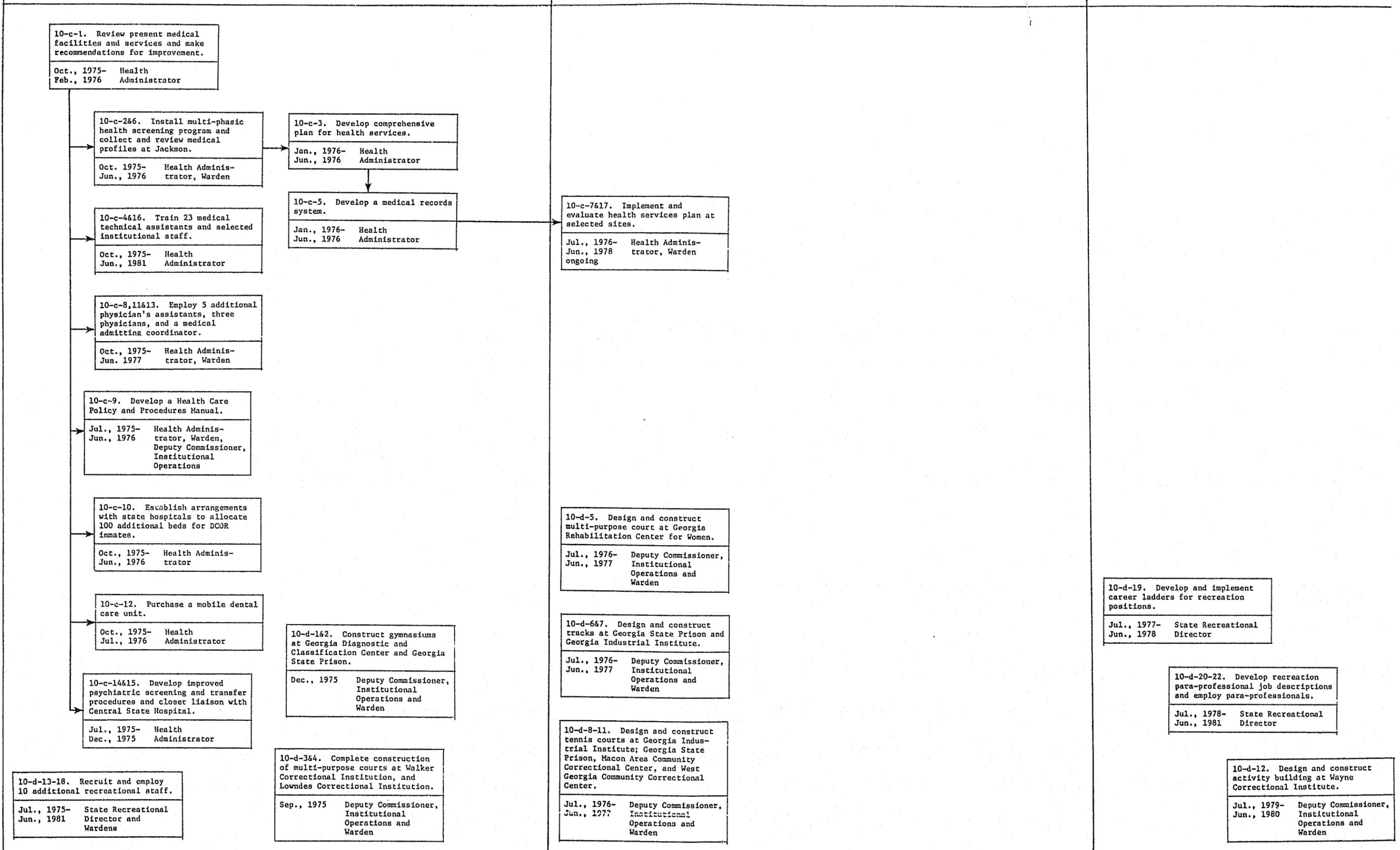
Religion

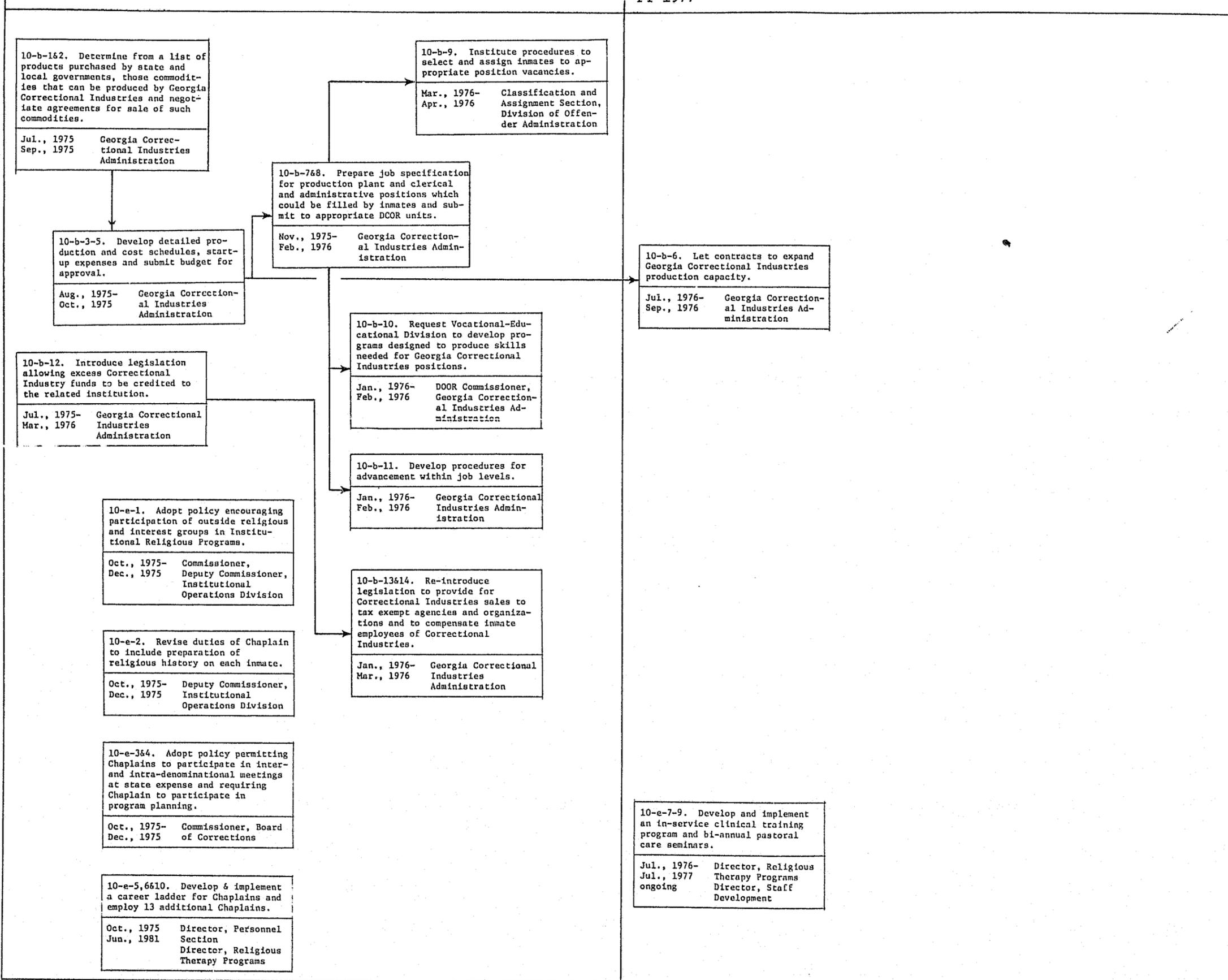
The Georgia prison system offers a range of religious programs, but some institutions lack staff. Fifteen institutions have weekly services.

The denominational preferences of inmates are recorded, but individual religious needs are not identified at diagnosis nor at the institution, except by the initiative of individual chaplains.

The chaplains' roles in institutional planning vary from facility to facility. The chaplains are usually left to their own devices in advancing their studies and increasing attendance at denominational meetings.







- I. Number 10-a
- II. Title Develop Comprehensive, Performance-Based Vocational/
Academic Programming
- III. Problems
 1. No internal vocational and educational evaluation of participant achievement is made other than descriptive.
 2. No formal, system-wide, written standards exist to evaluate vocational and academic instructional programs against performance objectives. No formal evaluation policy exists, and past external evaluations are not acted on.
 3. Current computerized data do not include program completion dates or reasons for program termination. Evaluative statistics are inadequate due to turn-over, backlog of entries and count overlaps.
 4. Frequent terminations for "institutional reasons" are nebulous, hindering assessment of student progress.
 5. No centralized supervision over institutional training personnel exists within DCOR, and there is no State Coordinator of Educational Release.
 6. Presently, only the Youthful Offender Programs contract with inmates for performance in vocational/academic training.
 7. Occupational education is not closely related to basic academics (entirely separated at Georgia State Prison and Georgia Industrial Institute). Three DCOR facilities still conduct non-individualized adult basic education. Some DCOR vocational courses are not modular. Audio-visual equipment cannot be used at some DCOR facilities because software has not been obtained. Inmates did not participate in developing current curriculum.
 8. No formal, systematic in-service training program exists, although previous assessment has indicated intense needs for such training. Lack of substitute instructors precludes ability of instructors to be absent from classroom for in-service training. Teachers employed by DCOR are not rewarded by pay increases for completing in-service courses.
 9. No funds are available for necessary educational release expenses, such as tuition, transportation and clothing.
 10. A previously written consumer educational curriculum guide has not been consistently implemented in institutions.
 11. The DCOR initial diagnostic process places little emphasis on vocational needs. Subsequent guidance and preparation of the offender through the system to the job market is incomplete. Neither guidance counselors for vocational selection and training nor certified school psychologists presently exist within DCOR.

III. Problems (continued)

10-a

12. DCOR follow-up on the number of training-related job placements of ex-offenders is non-existent; however, a sample study indicates that a very small percentage of the placements are training-related. The job requirement for parole forces quick job procurement which is often not career-oriented.
13. Apprentice or incentive pay is not awarded to inmates in on-the-job-training programs (OJT). DCOR-OJT programs are not structured and monitored and are therefore not certifiable by the Bureau of Apprenticeship Trades. No OJT programs or classroom training courses established by business/industry exist within DCOR. DCOR does not have an OJT Program Coordinator.
14. Only 150 formal vocational training slots currently exist in DCOR for an estimated current need of 5,500 slots.
15. Vocational training, including learning laboratories, suited to individual capabilities, is limited by: (1) limited course offerings, (2) inappropriate non-verbal aptitude testing for some illiterate offenders (retardation), (3) diagnostic vocational recommendations do not always appear on computer print-outs (only three treatment recommendations are listed), (4) lack of female incarcerant demographics, and (5) selection based largely on age and security.
16. DCOR vocational programs were established years ago, and therefore little flexibility exists to teach certain presently marketable job skills. Some of the equipment is not compatible with that of private industry. No method of updating older equipment presently exists.
17. Most institutions have educational advisory councils but not vocational advisory councils, and evaluation has indicated inefficient use of advisory councils in the area of labor and management.
18. The Vocational Release Program within DCOR has been limited due to (1) lack of DCOR budgeting for training costs and extra correctional officers, and (2) complicated educational/vocational release processing.
19. The Work Release Program does not emphasize placement into career-type jobs and is not coordinated with the institutional vocational training programs. Job placement of work releases by institutional counselors is uncoordinated and insufficient.
20. A formal program of inmate instructor aide selection, training and recognition does not exist within DCOR.
21. Correspondence course opportunities for offenders are limited due to lack of guidance, information or available courses, funds, tutoring assistance and space to learn (for lab work courses).

IV. Objective

10-a

To develop and expand a comprehensive vocational and academic programming system based on inmate performance with respect to specific behavioral objectives and individual need. The program will incorporate linkages with other state agencies, the community, business and labor in order to provide offenders and ex-offenders with adequate avenues of educational and career self-development which will permit them to earn and exhibit readiness for release.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Appoint a central administration Director responsible for all DCOR vocational and academic programming.		Jul. 1975	Commissioner
2. Develop in-service training related to individual instructor needs.	Jul. 1976	Jun. 1977 Ongoing	State Director, Vocational and Academic Programs
3. Conduct continual research on assimilating offenders into the job market. Obtain assignment of a Georgia Department of Labor representative to share in research functions.	Jan. 1976	Jun. 1977 Ongoing	Deputy Commissioner, Research and Development
4. Develop relevant, standardized curriculum modules.	Jan. 1976	Jun. 1978 Ongoing	State Director, Vocational and Academic Programs
5. Develop special education capabilities for offenders with learning disabilities. Employ 20 Special Education Specialists to provide program services and a state Special Education Director.	Jan. 1976	Jun. 1981	State Director, Vocational and Academic Programs

V. Implementation (continued)

10-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
6.	Develop social and coping skill diagnostics and curriculum for offenders in 10 facilities. Employ staff of 20 Social Education Teachers and a State Director of Social and Coping Skill Programs.	Jul. 1976	Jun. 1981	State Director, Vocational and Academic Programs
7.	Create a standard comprehensive vocational/academic policy and procedures manual and update annually.	Jan. 1976	Jan. 1977 Annually	State Director, Vocational and Academic Programs
8.	Employ a State Vocational Training Director, 15 Vocational/Academics Program Supervisors, 15 Vocational/Academic Guidance Counselors, 15 student personnel clerks.	Jul. 1976	Jun. 1981	State Director, Vocational and Academic Programs
9.	Develop objective, standardized criteria for measuring performance of offenders in vocational and academic programs.	Sep. 1975	Jun. 1976	State Director, Vocational and Academic Program
10.	Train vocational and academic instructors in use of performance measurement criteria.	Aug. 1976	Feb. 1977	In-Service Instructor Trainer
11.	Expand academic and vocational programs and capability for evening training courses.	Jan. 1976	Jun. 1977	State Director, Vocational and Academic Programs

V. Implementation (continued)

10-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
12.	Declare outdated training equipment as "surplus property" and budget funds for purchase/lease of up-to-date equipment.	Jun. 1976	Jun. 1979 Ongoing	Determination: State Director, Vocational and Academic Programs Budgeting: Deputy Commissioner, General Services Administration Division
13.	Establish learning labs at 12 DCOR facilities with vocational or academic programs, library media centers at 8 facilities, and employ one librarian to supervise each media center.	Jul. 1976	Jun. 1981	State Director, Vocational and Academic Programs
14.	Establish and staff (a) tool technology programs at three Youthful Offender facilities and one at GDCC, and (b) a mobile work sampling lab.	Sep. 1976	Dec. 1978	State Vocational Training Curriculum Specialist
15.	Create and maintain a listing of course offering descriptions at each facility.	Sep. 1975	Sep. 1976 Ongoing	State Director, Vocational and Academic Programs
16.	Expand educational release programs and educational opportunities in all DCOR community facilities and employ a State Educational Release Director.	Sep. 1975	Jun. 1976 Ongoing	Deputy Commissioner, Community Facilities Division State Director, Vocational and Academic Programs
17.	Develop improved identification and classification techniques for vocational skills of offenders.	Jul. 1976	Jan. 1977	State Vocational Training Curriculum Specialist Georgia Department of Labor

V. Implementation (continued)

10-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
18.	Apply line-itemization and performance-based-budgeting to DCOR Vocational and Academic Programming.	Sep. 1975	Jun. 1977 Ongoing	Deputy Commissioner, General Services Administration
19.	Develop multi-year offender career/socialization guidance plans to continue through the one year aftercare period.	Jul. 1976	Jun. 1981	Guidance Counselors
20.	Employ a DCOR job placement team, 15 employment specialists and a State Director of Job Placement.	Jul. 1977	Jun. 1980 Ongoing	State Director, Vocational and Academic Programs
21.	Establish both an academic and a vocational advisory council at every DCOR facility with programming and evaluate annually.	Sep. 1975	Jun. 1977 Ongoing	State Director, Vocational and Academic Programs
22.	Develop an appraisal and accreditation process for DCOR vocational programs.	Jul. 1976	Jun. 1978 Ongoing	State Vocational Training Curriculum Specialist
23.	Determine feasibility of establishing private industry training programs within DCOR residential facilities.	Jan. 1978	Jun. 1979 Ongoing	State Director, Vocational and Academic Programs
24.	Develop and promote legislation to establish DCOR vocational and academic programs as a state school district or entity.	Jun. 1976	Jun. 1979	State Director, Vocational and Academic Programs

V. Implementation (continued)

10-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
25.	Explore feasibility of a complete vocational-technical school in the grounds of a DCOR correctional institution and establish school, if feasible.	Jan. 1979	Jun. 1981	State Director, Vocational and Academic Programs
26.	Conduct studies to determine feasibility of (a) incentive pay to offenders in the OJT programs, (b) establishing non-paying OJT programs in industry, and employ State Director of OJT programs.	Jul. 1977	Jun. 1980 Ongoing	State Director, Vocational and Academic Programs
27.	Purchase correspondence courses for indigent students and seek funding of University of Georgia Extension Program courses.	Jul. 1976	Jun. 1981	Coordination: State Director, Vocational and Academic Programs Budgeting: Deputy Commissioner, General Services Administration Division
28.	Write formal guidelines for proper use of inmate instructors and select instructors.	Sep. 1976	Sep. 1977 Ongoing	Vocational Educational Supervisors
29.	Employ a total of 15 secretaries.	Jul. 1976	Jun. 1981	State Director, Vocational and Academic Programs

VI. Resources Required

10-a

Total Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
1	\$ 19,620	\$ 33,793	\$ 37,172	\$ 40,888	\$ 44,976	\$ 49,474
2		25,350	27,841	30,626	33,686	38,270
5	9,357	138,065	278,277	532,003	555,106	594,576
6	25,548	98,996	187,999	272,339	332,423	358,485
7		300	100	100	100	100
8		125,772	261,511	403,315	529,986	694,176
12		125,000	150,000	175,000	10,000	10,000
13		145,896	171,238	229,361	129,800	142,182
14		54,518	37,524	19,227	21,099	23,159
15		300	300	300	300	300
16		23,856	26,152	28,769	31,643	34,807
20			83,106	160,132	224,414	246,628
25				2,018,760	255,000	256,000
26			45,518	107,024	168,727	230,560
27		5,000	5,000	5,000	5,000	5,000
28		350				
29		41,690	129,020	144,854	155,640	171,180
Total	\$ 54,525	\$818,886	\$1,440,758	\$4,167,698	\$2,497,900	\$2,854,897

Staff Task 1 includes a state director of vocational and academic programs (pay Grade 23) and secretary (Grade 12). Task 2 includes an in-service instructor trainer (Grade 20). Task 5 includes 5 special education specialists in FY77, 5 in FY78 and 10 in FY79 for total of 20 (Grade 19). A special education director is also included beginning in FY76 (Grade 21). Task 6 includes 4 social/coping skills instructors in FY77, 4 in FY79, 4 in FY80, and 4 more in FY81 for a total of 20 at Grade 17. A state director of social/coping skills in FY77 at Grade 19 is also included. Task 8 includes a state vocational training director in FY77 (Grade 21); local facility vocational/education program supervisors (3 in FY77 at Grade 19, 3 in FY78 at Grade 19, 3 in FY79 at Grade 20, 3 in FY80 at Grade 20 and 3 in FY81 at Grade 20); 15 guidance counselors at Grade 16 (3 in FY77, 3 in FY78, 3 in FY79, 3 in FY80, and 3 in FY81); and 15 student personnel clerks at Grade 12 (3 in FY77, 3 in FY78, 3 in FY79, 3 in FY80, and 3 in FY81). Task 13 includes a total of 8 media center librarians at Grade 17 (2 in FY77, 3 in FY78, and 3 in FY79). Task 14 includes a mobile work sampling lab operator in FY77 (Grade 19). Task 16 includes a state educational release director in FY77 (Grade 19). Task 20 includes a state director of job placement in FY78 (Grade 19); a total of 15 job placement specialists at Grade 16 (5 in FY78, 5 in FY79, and 5 in FY80); and a secretary in FY78 (Grade 12). Task 25 includes 14 instructors (Grade 17, Step 2) to staff DCOR vocational/technical school for FY79, FY80 and FY81. Task 26 includes a state director OF OJT programs in FY78 (Grade 19). Task 29 includes a total of 15 secretaries (Grade 12) to serve all local facility vocational/academic personnel (5 in FY77 and 10 in FY78).

Equipment Task 5 includes special education teaching materials at \$8,000 per year per teacher. Task 6 includes purchase of \$10,000 of social/coping skills curriculum materials in FY76, \$30,000 in FY77, \$50,000 in FY78 and \$70,000 for FY79, FY80 and FY81. Task 7 includes \$300 to initially publish vocational/academic programs policies and procedures manual in FY77 and

Equipment (continued) \$100 annual update cost thereafter through FY81. Task 12 includes \$5,000 each to update training equipment in 25 trade courses in FY77; \$5,000 for 30 trade courses in FY78; \$5,000 for 35 trade courses in FY79; and \$10,000 for FY80 and FY81. Task 13 includes 4 learning laboratories in FY77 at \$15,000 each; 8 in FY78 and 8 in FY79. Two library media centers are also included in FY77 at a cost of \$30,000 each (3 in FY78, and 3 in FY79). Annual maintenance per center after initial establishment is \$2,000. Task 14 includes 4 tool technology programs at \$10,000 each (2 in FY77 and 2 in FY78); \$11,000 to purchase a van in FY77; and \$8,000 to purchase 8-station work sampling equipment for van. Task 15 includes the printing of vocational/academic course offerings at \$300 per year in FY77 through FY81. Task 25 includes \$560,000 initial cost of equipment for DCOR vocational/technical school in FY79, \$56,000 equipment maintenance cost in FY80, and \$56,000 in FY81. Task 27 includes purchase of 100 correspondence courses per year from University of Georgia Extension Service at \$50 per course in FY77, FY78, FY79, FY80 and FY81. Task 28 includes initial printing of inmate instructor guidelines.

Training Task 2 includes 5 percent pay increments for 100 courses per year as incentives for in-service instructor training.

Facilities Task 25 includes \$1,260,000 initial cost of DCOR vocational/technical school (14 trade courses x 20 students x 150 square feet per student = 42,000 square feet at \$30 per square foot).

Miscellaneous Task 26 includes \$25 per month per OJT trainee as incentive pay (100 trainees in FY78, 300 in FY79, 500 in FY80 and 700 in FY81).

- I. Number 10-b
- II. Title Diversify and Modify Georgia Correctional Industries
- III. Major Problems

1. Inmate needs have not been considered in terms of job specifications, inmate assignments, training programs or job market demands.
2. No relationship exists between Georgia Correctional Industries production facility and departmental inmate classification, vocational education and work release programs.
3. No joint body made up of institution management, inmates, labor organizations and industry exists.
4. Inmates are not compensated for work performed in Correctional Industries production facilities.
5. Inmate productivity and work quality are low. Georgia Correctional Industries cannot operate its production plants as private enterprise, nor compete with its products on the open market.

IV. Objective

To diversify Georgia Correctional Industries' production capabilities so that they better meet inmate training needs and are self-supportive.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Determine from a list of products purchased by state and local governments, those commodities that can be produced by Georgia Correctional Industries.	Jul. 1975	Jul. 1975	Georgia Correctional Industries Administration
2. Negotiate agreements with state and local governments to purchase such commodities from Georgia Correctional Industries.	Jul. 1975	Sep. 1975	Georgia Correctional Industries Administration
3. Develop detailed production and cost schedule.	Aug. 1975	Oct. 1975	Georgia Correctional Industries Administration

V. Implementation (continued)

10-b

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
4.	Identify and budget additional "start up" expenses required.	Aug. 1975	Oct. 1975	Georgia Correctional Industries Administration
5.	Submit budget for legislative approval.	Oct. 1975	Mar. 1976	Georgia Correctional Industries Administration
6.	After budget approval by Governor and legislature, let contracts to expand Georgia Correctional Industries production capacity.	Jul. 1976	Sep. 1976	Georgia Correctional Industries Administration
7.	Prepare job specification for production plant and clerical and administrative positions which could be filled by inmates.	Nov. 1975	Dec. 1975	Georgia Correctional Industries Administration
8.	Submit job specification data to appropriate DCOR units, such as: Diagnostic and Classification Center, Inmate Administration, Education Services, and Vocational-Rehabilitation and Education Units at Alto.	Jan. 1976	Feb. 1976	Georgia Correctional Industries Administration
9.	Institute procedures and actions to select and assign inmates to appropriate position vacancies.	Mar. 1976	Apr. 1976	Classification and Assignment Section, Division of Offender Administration
10.	Request Vocational-Educational Division (Georgia Department of Education) to develop programs designed to produce skills needed for Georgia Correctional Industries positions.	Jan. 1976	Feb. 1976	Commissioner, Georgia Correctional Industries Administration

V. Implementation (continued)

10-b

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
11.	Develop procedures for advancement within skill levels including notification of wardens and staff of job achievement and behavior.	Jan. 1976	Feb. 1976	Georgia Correctional Industries Administration
12.	Introduce legislation allowing excess Correctional Industry funds to be credited to the related institution.	Jul. 1975	Mar. 1976	Georgia Correctional Industries Administration
13.	Re-introduce legislation to provide for Georgia Correctional Industries sales to tax exempt agencies and organizations (SB 263).	Jan. 1976	Mar. 1976	Georgia Correctional Industries Administration
14.	Re-introduce legislation to provide compensation to inmates for work in Correctional Industries.	Jan. 1976	Mar. 1976	Georgia Correctional Industries Administration

VI. Resources Required

The facilities, equipment, staff and training costs for this Plan Abstract cannot be estimated until detailed production and cost schedules have been developed (Task 3).

- I. Number 10-c
- II. Title Improve Health Services for Offenders
- III. Problems
 1. There are too many physicians in the system practicing medicine under institutional licenses.
 2. There is a lack of adequate back-up personnel such as Registered Nurses, Physician Assistants and Dental Hygienists.
 3. Health care is not coordinated.
 4. Work-ups are poor to non-existent.
 5. Sick call screening is inadequate.
 6. Referrals are frequently mishandled because of lack of communication.
 7. Charts and records are inadequate and incomplete in all areas of health care.
 8. Dispensing and administration of drugs are not under strict medical supervision. Dispensing of drugs is not always charted.
 9. No uniform system for purchasing and inventory accounting of drugs exists.
 10. Quarantine practices are outdated.
 11. Special diets are not available to inmates.
 12. Failure to properly identify prisoners with psychiatric problems is common. Psychiatric evaluation is cursory. Psychiatric services are limited.
 13. Preventive health services and environmental and occupational health care are neglected areas. Health screening is inadequate. Periodic physical examinations are not provided.
 14. The medical facilities in some institutions are overcrowded and unsanitary.
 15. Equipment for emergency care is inadequate and outmoded.
 16. The dental budget is too small for purchase of necessary supplies and equipment. Regular dental services are not available.
 17. There is no system for collecting, processing, storing, and retrieving of health status and health care data on all offenders assigned to DCOR. The current lack of information and disorganization of data makes it difficult to ascertain exactly what the health needs are, and where the deficiencies lie.

III. Problems (continued)

10-c

18. There are no written plans and procedures for health care delivery on sanitation at each facility.
19. There is no program of health education or training in first aid for institutional staff.

IV. Objective

To upgrade medical facilities, procedures, services and staff in order to provide adequate health care for all offenders.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Review present medical facilities and services and make recommendations for improvement.	Oct. 1975	Feb. 1976	Health Administrator
2. Collect and study medical profiles of offenders at point of intake.	Oct. 1975	Dec. 1976	Health Administrator
3. Develop comprehensive plan for health services.	Jan. 1976	Jun. 1976	Health Administrator
4. Train 23 medical technical assistants.	Oct. 1975	Jun. 1976	Health Administrator
5. Develop a medical records system.	Jan. 1976	Jun. 1976	Health Administrator
6. Install multi-phasic health screening program at Jackson.	Jan. 1976	Jun. 1976	Health Administrator Warden
7. Implement and evaluate health services plan at one site.	Jul. 1976	Jun. 1977	Health Administrator Warden
8. Employ 5 additional physician's assistants (at pay Grade 19).	Oct. 1975	Dec. 1975	Health Administrator Warden
9. Develop a Health Care Policy and Procedures Manual.	Oct. 1975	Jun. 1976	Health Administrator Warden Deputy Commissioner, Institutional Operations

V. Implementation (continued)

10-c

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
10.	Establish arrangements with state hospitals to allocate 100 additional beds for DCOR inmates.	Oct. 1975	Jun. 1976	Health Administrator
11.	Establish a medical admitting coordinator position for DCOR (at pay Grade 19).	Oct. 1975	Mar. 1976	Health Administrator
12.	Purchase a mobile dental care unit to serve inmates of small institutions and county camps.	Oct. 1975	Jul. 1976	Health Administrator
*	Design a centralized hospital and health services complex for inmates. (This task is accomplished by Task 10 in Plan Abstract 8-a.)	Jul. 1976	Jun. 1977	Health Administrator Assistant Commissioner, Facilities Engineering
13.	Recruit three physicians, one in FY76 and two in FY77, licensed for private practice by providing increased salaries and better facilities (at pay Grade 28).	Oct. 1975	Jun. 1977	Health Administrator
14.	Develop liaison with Central State Hospital to expand psychiatric services.	Oct. 1975	Mar. 1976	Health Administrator
15.	Develop improved psychiatric screening and transfer procedures.	Oct. 1975	Mar. 1976	Health Administrator

Implementation tasks with asterisks (), i.e., without task numbers, identify tasks accomplished in other Plan Abstracts. They are included here because they are essential to the logical flow of requirements of this particular abstract.

V. Implementation (continued)

10-c

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
16.	Train selected institutional staff in health care and first aid.	Oct. 1975	Jun. 1981	Health Administrator
*	Construct centralized hospital and health services complex. (This task is accomplished by Task 10 in Plan Abstract 8-a)	Jul. 1977	Jun. 1980	Health Administrator, Assistant Commissioner, Facilities Engineering
17.	Implement and evaluate health services plan at additional sites.	Jul. 1977	Jun. 1978 Ongoing	Health Administrator, Warden

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
7	\$408,421	\$337,579	\$287,579	\$212,579	\$112,579	\$
8	19,224	42,292	46,522	51,174	56,291	61,920
11	6,408	14,097	15,507	17,058	18,763	20,640
12	62,500					
13	14,862	92,144	101,358	111,494	122,643	134,908
17		10,000	5,000	5,000	5,000	5,000
Total	\$511,415	\$496,112	\$455,966	\$397,305	\$315,276	\$222,468

VII. Miscellaneous The requirements of Tasks 1-7 will be funded by a grant from LEAA of \$367,579, plus \$40,842 state matching funds for the first year. Estimates of federal funding required for four additional years are \$337,579, \$287,579, \$212,579, and \$112,579. These funds will support Tasks 1-7 through FY80. State funding will be required during FY81. Tasks 9, 10, 14, 15, and 16 can be accomplished with existing resources.

Implementation tasks with asterisks (), i.e., without task numbers, identify tasks accomplished in other Plan Abstracts. They are included here because they are essential to the logical flow of requirements of this particular abstract.

- I. Number 10-d
- II. Title Improve Recreational Facilities and Staff at Major Correctional Institutions
- III. Problems
1. Some major correctional institutions do not have adequate recreational facilities or staff.
 2. There is a need to monitor recreational programs to insure that objectives are being met.
- IV. Objective
- To insure adequate inmate recreational activities by increasing the number of facilities and staff at major correctional institutions.
- V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Construct gymnasium at Georgia Diagnostic and Classification Center.	Dec. 1975		Deputy Commissioner, Institutional Operations Warden
2. Construct gymnasium at Georgia State Prison.	Dec. 1975		Deputy Commissioner, Institutional Operations Warden
3. Complete construction of multi-purpose court at Walker Correctional Institute.	Jul. 1975		Deputy Commissioner, Institutional Operations Warden
4. Complete construction of multi-purpose court, Lowndes Correctional Institution.	Sep. 1975		Deputy Commissioner, Institutional Operations Warden
5. Design and construct multi-purpose court, Georgia Rehabilitation Center for Women.	Jul. 1976	Jun. 1977	Deputy Commissioner, Institutional Operations Warden
6. Design and construct track, Georgia State Prison.	Jul. 1976	Jun. 1977	Deputy Commissioner, Institutional Operations Warden
7. Design and construct track, Georgia Industrial Institute.	Jul. 1976	Jun. 1977	Deputy Commissioner, Institutional Operations Warden

V. Implementation (continued)

10-d

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
8.	Design and construct three tennis courts, Georgia Industrial Institute.	Jul. 1976	Jun. 1977	Deputy Commissioner, Institutional Operations Warden
9.	Design and construct three tennis courts at Georgia State Prison.	Jul. 1976	Jun. 1977	Deputy Commissioner, Institutional Operations Warden
10.	Design and construct two tennis courts, Macon Area Community Correctional Center.	Jul. 1976	Jun. 1976	Deputy Commissioner, Institutional Operations Warden
11.	Design and construct two tennis courts, West Georgia Community Correctional Center.	Jul. 1976	Jun. 1977	Deputy Commissioner, Institutional Operations Warden
12.	Design and construct activity building, Wayne Correctional Institute.	Jul. 1979	Jun. 1980	Deputy Commissioner, Institutional Operations Warden
13.	Recruit and employ one additional recreational staff.	Jul. 1975	Jun. 1976	State Recreational Director Wardens
14.	Recruit and employ two additional recreational staff.	Jul. 1976	Jun. 1977	State Recreational Director Wardens
15.	Recruit and employ two additional recreational staff.	Jul. 1977	Jun.	State Recreational Director Wardens
16.	Recruit and employ two additional recreational staff.	Jul. 1978	Jun. 1979	State Recreational Director Wardens
17.	Recruit and employ two additional recreational staff.	Jul. 1979	Jun. 1980	State Recreational Director Wardens
18.	Recruit and employ one additional recreational staff.	Jul. 1980	Jun. 1981	State Recreational Director Warden

V. Implementation (continued)

10-d

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
19. Develop and implement career ladders for recreation positions.	Jul. 1977	Jun. 1978	State Recreational Director
20. Develop recreation paraprofessional job descriptions.	Jul. 1978	Jun. 1979	State Recreational Director
21. Recruit and employ 20 recreation paraprofessionals.	Jul. 1979	Jun. 1980	State Recreational Director Wardens
22. Recruit and employ 20 additional paraprofessionals.	Jul. 1980	Jun. 1981	State Recreational Director Wardens

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
1	\$400,000	\$	\$	\$	\$	\$
2	400,000					
4	1,500					
5		1,500				
6		3,500				
7		3,500				
8		7,000				
9		7,000				
10		4,600				
11		4,600				
12					50,000	
13	9,780	10,758	11,834	13,017	14,049	15,801
14		21,516	23,668	26,034	28,638	31,502
15			23,668	26,034	28,638	31,502
16				26,034	28,638	31,502
17					28,638	31,502
18						31,502
19			50,000	55,000	60,500	66,550
20					240,000	264,000
21						264,000
Total	\$811,280	\$ 63,974	\$109,170	\$146,119	\$ 479,101	\$ 767,861

Staff Staff for Tasks 13-19 will be hired at pay Grade 16. Staff for Tasks 20 and 21 will be hired at pay Grade 14.

Training Training of new staff (Tasks 13-19, 20 and 21) can be accomplished using existing resources.

- I. Number 10-e
- II. Title Increase Religious Programming and Staff Capabilities
- III. Problems
1. Eleven state correctional institutions do not have full time Chaplains.
 2. Clinical and pastoral training is inadequate.
 3. Chaplains have insufficient opportunities to participate in denominational meetings.
 4. Present inmate religious data is inadequate.
 5. Community participation in religious programming is limited.
 6. Religious programming is not well integrated into institutional programming.
 7. There is no career ladder for Chaplains.

IV. Objective

To increase staff skills, responsibilities, and policies in order to provide better and more integrated religious programs at all state institutions.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Adopt policy encouraging participation of outside religious and interest groups in institutional religious programs.	Oct. 1975	Dec. 1975	Commissioner Deputy Commissioner, Institutional Operations Division
2.	Revise duties of Chaplain to include preparation of a religious history on each inmate.	Oct. 1975	Dec. 1975	Deputy Commissioner, Institutional Operations Division
3.	Adopt policy permitting Chaplains to participate in inter- and intra-denominational meetings at state expense.	Oct. 1975	Dec. 1975	Commissioner, Board of Corrections

V. Implementation (continued)

10-e.

Tasks	Schedule		Responsibility
	Start	Complete	
4. Adopt policy requiring the inclusions of Chaplains in all institutional program planning.	Oct. 1975	Dec. 1975	Commissioner, Board of Corrections
5. Develop a career ladder for Chaplains.	Oct. 1975	Jun. 1976	Director, Personnel Section Director, Religious Therapy Programs
6. Implement Task 5 above.	Jul. 1976 Ongoing		Director, Personnel Section Director, Religious Therapy Programs Deputy Commissioner, Institutional Operations Division
7. Develop an in-service clinical training program.	Jul. 1976	Jun. 1977	Director, Religious Therapy Programs Director, Staff Development
8. Develop bi-annual pastoral care seminars.	Jul. 1976	Jun. 1977	Director, Religious Therapy Programs Director, Staff Development
9. Implement Tasks 7 and 8 above.	Jul. 1977 Ongoing		Director, Religious Therapy Programs
10. Employ additional Chaplains, five, and Clinical Chaplains, eight.	Jan. 1976	Jun. 1981	Director, Religious Therapy Programs Wardens

VI. Resources RequiredTotal Estimated Costs

Tasks	FY76	FY77	FY78	FY79	FY80	FY81
6	\$	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000
9			4,000	4,000	4,000	4,000
10	12,870	56,628	104,340	138,771	184,690	238,411
Total	\$ 12,870	\$ 86,628	\$ 138,340	\$ 172,771	\$ 218,690	\$ 272,411

Staff Task 10 includes the employment of five Chaplains at pay Grade 14 according to the following schedule: one in FY78, two in FY79, one in FY80, and one in FY81. Additionally, eight Clinical Chaplains will be employed at pay Grade 18 according to the following schedule: two in FY76, FY77, and FY78, and one each in FY80 and FY81.

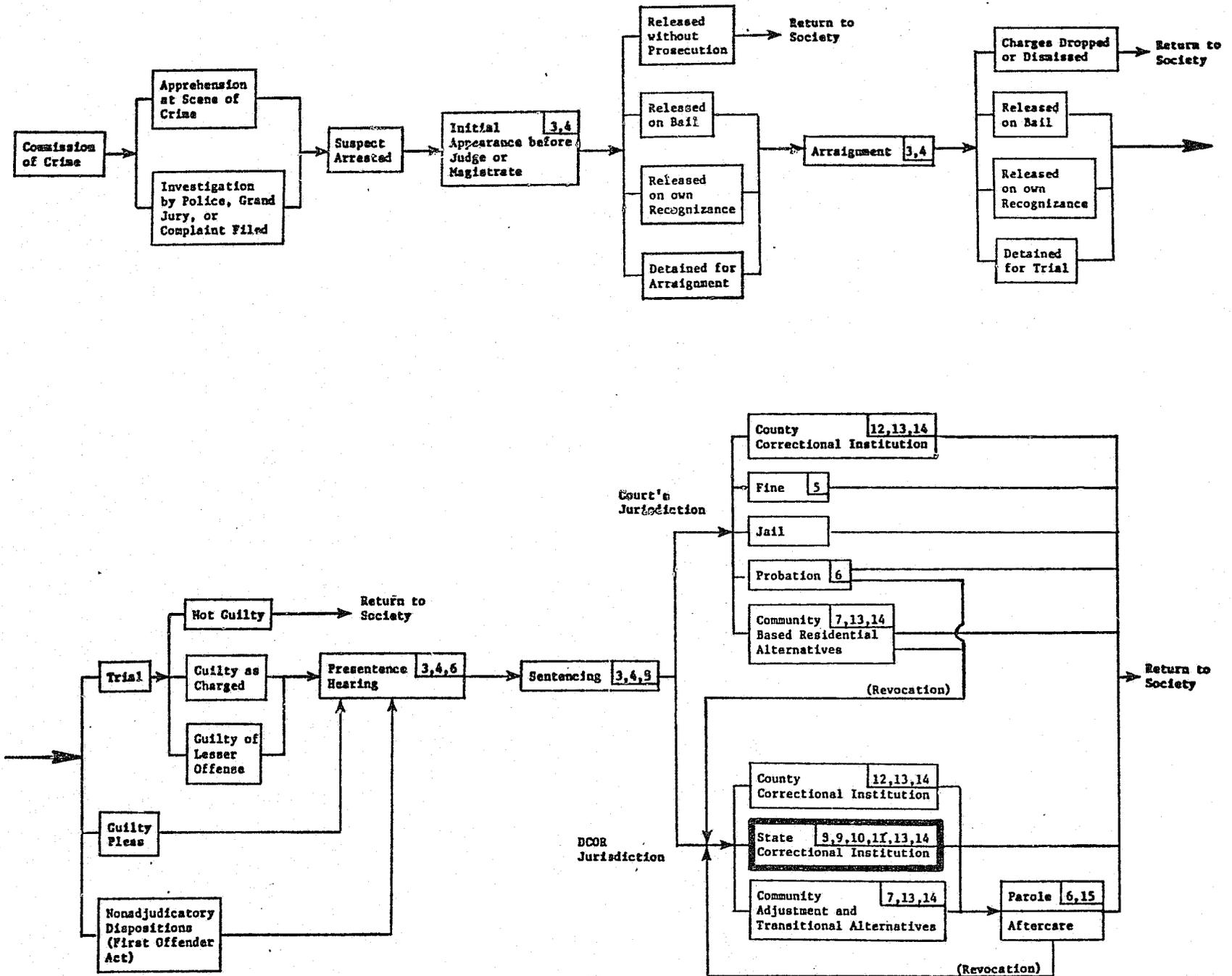
Training Task 9 requires approximately \$4,000 per year for travel costs and training materials.

Miscellaneous Task 6 requires additional funding at approximately \$30,000 per year as a result of career ladder upgrading. Resources required for all other tasks can be satisfied by existing staff.

CHAPTER 11

WOMEN IN INSTITUTIONS

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 11. WOMEN IN INSTITUTIONS

Introduction

Chapter 11 focuses on female offenders at every point in the criminal justice system. The chapter addresses correctional programs and services for women offenders with a particular emphasis on correctional institution programs. DCOR's responsibility to provide adequate services and programs for women offenders comparable to, or combined with, those for male offenders is based on the goal of providing female offenders with adequate and appropriate opportunities for self-rehabilitation.

Present Situation

Women's Facilities and Programs

DCOR has one women's institution, the Georgia Rehabilitation Center for Women (GRCW) in Milledgeville, and a Women's Work Release Center in Atlanta. These facilities are administered under the Department's Women's Services Section rather than the Institutional Operations Division, which administers all other institutions. Since DCOR took over women's services from the Department of Human Resources in 1972, five superintendents have been employed and staff turnover has been considerable. GRCW was designed for approximately 200-250 inmates. Its present population is 331.

Very few data have been collected on women incarcerants, and research on their problems has been negligible. The majority of women incarcerants have committed nonviolent crimes and are first offenders. Most could be under community supervision and treatment if such programs were available.

GRCW contracts with Central State Hospital, offering labor in exchange for food, shelter, and medical assistance. Vocational training programs are available at the hospital for women with relatively short times remaining to serve (1-1/2 years); some 70 females participate. Women are assigned randomly to the central kitchen and laundry, primarily for convenience of the hospital. Routine counseling or special analysis to assure appropriate assignments does not occur. The four counselors available primarily interact with the inmates when near-crisis situations exist.

Educational programs are available to women in basic education, GED, tutoring, and business education, with some 79 women in such programs,

but there are no therapeutic programs for drug and alcohol counseling. Recreational programs and staff are available on a limited basis.

11-a-162. Develop a staffing plan for increasing staff at new women's facility and employ staff.

Jul., 1975-
Sep., 1975,
ongoing

Coordinator of
Women's Services
Budget Officer

11-a-364. Open a women's pre-release/work-release center and employ staff.

Nov., 1975-
Dec., 1975

Deputy Commissioner,
Community Facilities Division,
Coordinator of
Women's Services



I. Number 11-aII. Title Develop Adequate Programs and Facilities for Female OffendersIII. Problems

1. The women's prison is severely overcrowded.
2. The majority of female incarcerants are first offenders or non-violent offenders.
3. Female inmates work outside the institution at the state hospital and are not paid for their services. It is questionable whether this type of work provides post-release employment skills.
4. Vocational programs benefit only short-term inmates.
5. A disproportionate number of women have "high" security classification.
6. There is a large turnover of professional staff.
7. Counseling and recreational services are limited.
8. Studies of the particular needs of women offenders are negligible.
9. Differential programming to serve the special needs of women offenders is lacking.

IV. Objective

To provide a comprehensive range of programs and adequate facilities for female inmates in order to assure an orderly transition back into society as responsible citizens.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
*	Develop and implement a pre-trial diversion subsidy program to divert female offenders from incarceration. (This Task is accomplished by all Tasks in Plan Abstract 4-a).	Oct. 1975	On-going	Administrative Office of the Commissioner

* Implementation Tasks with asterisks (*), i.e., without Task numbers, identify tasks accomplished in other Plan Abstracts. They are included here because they are essential to the logical flow of requirements of this particular abstract.

V. Implementation (continued)

11-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
*	Complete construction and open new women's correctional facility. This Task is accomplished by Task 2 in Plan Abstract 8-a).	Nov. 1975	Dec. 1975	Assistant Commissioner, Facilities Engineering
*	Develop and implement a pilot Performance Earned Release Time (PERT) Project at the new women's facility. (This Task is accomplished by all Tasks in Plan Abstract 9-c).	Jul. 1975	Jun. 1978	Commissioner
1.	Develop a staffing plan for increasing staff at the women's facility.	Jul. 1975	Sep. 1975	Coordinator of Women's Services Budget Officer
2.	Employ staff for women's facility.	Jul. 1976	On- going	Coordinator of Women's Services
3.	Open a women's pre-release/work-release center.	Nov. 1975	Dec. 1975	Deputy Commissioner, Community Facilities Division Coordinator of Women's Services
4.	Employ staff for women's pre-release center.	Nov. 1975	Dec. 1975	Deputy Commissioner, Community Facilities Division Coordinator of Women's Services
*	Design and construct co-ed Atlanta Health Center. (This Task is accomplished by Task 10 in Plan Abstract 8-a).	Jul. 1976	Jun. 1980	Assistant Commissioner, Facilities Engineering
*	Design and construct Atlanta Women's Correctional Center. (This Task is accomplished by Task 12 in Plan Abstract 8-a).	Jul. 1977	Jun. 1979	Assistant Commissioner, Facilities Engineering

CONTINUED

2 OF 4

VI. Resources Required

11-a

Total Estimated Cost

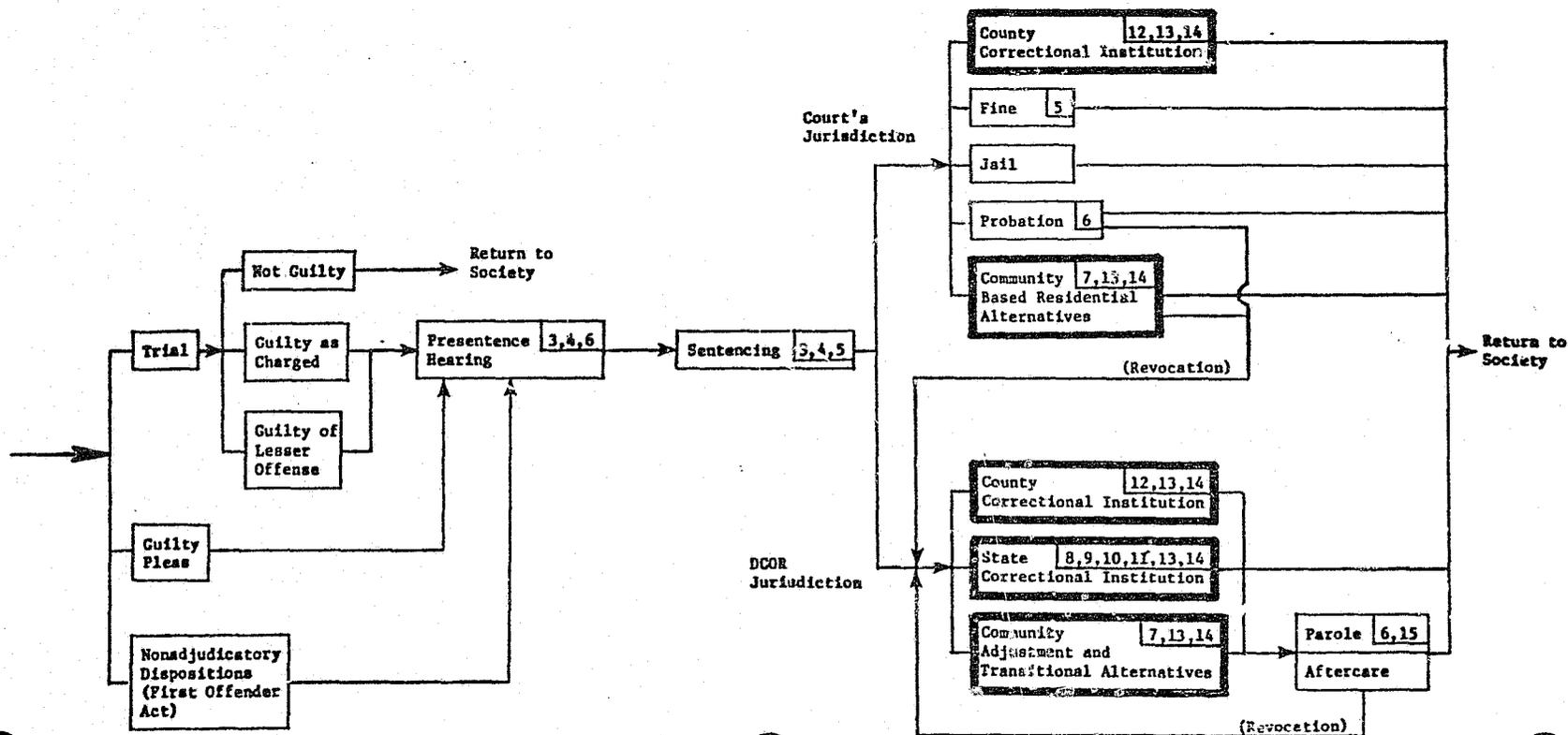
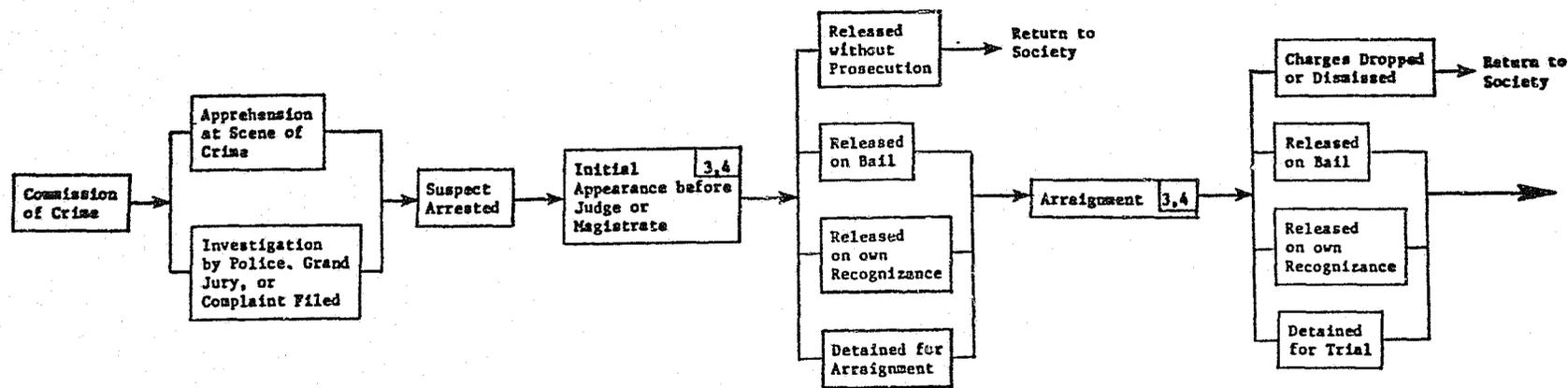
<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
2	\$268,000	\$300,000	\$358,000	\$376,000	\$395,000	\$405,000
3	106,024	66,578	78,241	91,069	105,181	120,704
4	<u>78,993</u>	<u>115,857</u>	<u>127,443</u>	<u>140,187</u>	<u>154,206</u>	<u>169,626</u>
Total	\$453,017	\$482,435	\$563,684	\$607,256	\$654,387	\$695,330

Staff The cost required for staff in Task 2 is based on the revised DCOR budget as a result of the special legislative session. Although the cost is correct, the number of staff by title and pay grade that match the revised budget has not yet been determined. Task 4 includes a Superintendent (pay grade 18), one Assistant Superintendent/Counselor II (pay grade 16), One Counselor I (pay grade 15), one Counselor Aide (pay grade 13), one Cook III (pay grade 11), one Business Manager (pay grade 15), one Typist III (pay grade 12), one Typist II (pay grade 11), one Correctional Officer II (pay grade 13), and four Correctional Officers I (pay grade 12).

CHAPTER 12

COUNTY CORRECTIONAL INSTITUTIONS

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 12. COUNTY CORRECTIONAL INSTITUTIONSIntroduction

Chapter 12 is concerned with the offender during institutional confinement and is devoted to improving the State's system of county correctional institutions in the areas of integrated planning, inmate programs and services, personnel development, and state inspection. DCOR's responsibilities in these areas are based on the goal of insuring that all state inmates have comparable opportunities (including programs and services) to earn release and comparable living conditions, regardless of place of assignment (state or county correctional institution).

Present Situation

That the State and DCOR have limited influence over county correctional institutions (CCI's) and none over local jails, contributes to extreme variability in handling the institutions and their programs. Local governments control county correctional institutions.

Presently, there are 38 county correctional institutions, all of which house some state offenders. By mutual agreement, 25 percent of the state offender population is assigned to county correctional institutions, and DCOR has responsibility for these state inmates and makes payment to the counties for accepting them. Since most counties lack sufficient local offenders to respond to the labor needs of the CCI's and to perform county maintenance tasks, the counties willingly accept the state offenders. In order to receive state offenders, a county correctional institution must maintain standards of sanitation and treatment as outlined by DCOR.

In addition, 34 of the 38 county correctional institutions have part-time counselors funded by LEAA. For these, or any other LEAA grant to the county correctional institution, DCOR functions as grant administrator.

While the Department has attempted to coordinate programs for community-based services, any systematic planning for the CCI's has been limited because (1) DCOR areas of authority are unclear, (2) CCI's are under county jurisdictions and can incorporate DCOR rules and regulations only when not in conflict with their own operational constraints, (3) DCOR priorities have focused more on state (rather than county) institutions and problems of probation and parole, and (4) rehabilitation programs in the CCI's are secondary in importance to direct institutional operations and treatment. Local correctional efforts have been structured mainly on a county-by-county basis.

The Department inspects state-operated facilities and, through the DCOR district offices, those CCI's housing state offenders. The evaluation reports consist of comprehensive operational and programmatic surveys and are distributed to the commissioner, the Board of DCOR, and the penal affairs committees of the Georgia House and Senate. All state institutions except the Georgia State Prison and five community correction centers have been evaluated this year.

The Department's Staff Development Section operates a mobile training van which provides on-site, in-service training for county correctional institution personnel. Between March and December of 1974, 13 county correctional institutions were visited, and another 16 were scheduled for visits by July of 1975.

Some other state agencies also carry out inspections of CCI's. The Department of Human Resources (DHR) inspects for health and sanitation, in line with a written agreement with DCOR, although there is no legislation requiring such an agreement. Local governments can also request sanitation and safety inspections by DHR. The Department of Agriculture inspects farm animals at the institutions, and the Department of Labor provides a job placement program to approximately 1/5 of the CCI's.

Several mechanisms that have been set in motion will aid more comprehensive system planning in the future. Liaison has been established between the DCOR Deputy Commissioner for Institutional Operations (and his staff) and the CCI's. The Department's planning staff has developed working relationships with most Area Planning and Development Commissions. In addition, the Warden's Conferences, which are well-attended by most wardens, represent a good vehicle for inter-institutional cooperative planning.

In 1975, the General Assembly passed legislation providing supplemental funding to CCI's which house state offenders. Also, in the spring of 1975, DCOR was reorganized into more functional areas to provide uniformity in program delivery. The Department is developing internal policies and procedures as well as supporting legislation for introduction in the legislature that will support broadly based diversionary programs. A study is being conducted to define the missions of institutions and to determine amenability among offenders to treatment. All of these activities will contribute to broader system planning efforts.

To accomplish comprehensive system planning in the CCI's, several problems will have to be addressed, including the wide variability of staff-inmate ratio and significant disparities in salary structure. Statistical information regarding the CCI's has been limited, but the Research and Development Division has developed population projections through 1980, which will aid planning.

In general, the county warden has primary responsibility for making decisions in the CCI. His main concern tends to be the assignment of work details, and he operates with no citizen participation and only

such staff assistance as he deems appropriate. The warden, and in some cases the grant counselor, are responsible for all facility programming. In each region there are program specialists available to assist wardens in establishing programs.

DCOR only sets qualifications for wardens and business managers, even though the Board of Corrections, under statute, has the authority to set qualifications for all CCI employees. Once a warden has been selected, he operates quite independently, but he must comply with the rules and regulations set forth by DCOR.

The work assignments made by the warden or his designee, in effect, classify CCI inmates, unless they are state inmates and have received an initial classification from the Georgia Diagnostic and Classification Center. Misdemeanants have no screening other than their work assignments.

Counseling services is the one area in which most CCI's offer somewhat similar programs. Tutoring and counseling are available through the DCOR volunteer program. Program personnel are recruited locally, if they are qualified. Vocational education and counseling are available on a limited basis from Community Treatment Centers. The principal type of vocational education offered at CCI's is on-the-job-training in heavy-equipment operation.

Jaycee chapters provide volunteer services to two CCI's, and 36 facilities have shown no interest in the use of volunteers.

Eight CCI's participate in the Georgia Prison Olympics sponsored by DCOR; a majority of the other county institutions are involved in organized sports in their local community, and all participate in other forms of recreation, including television, board games, and cards.

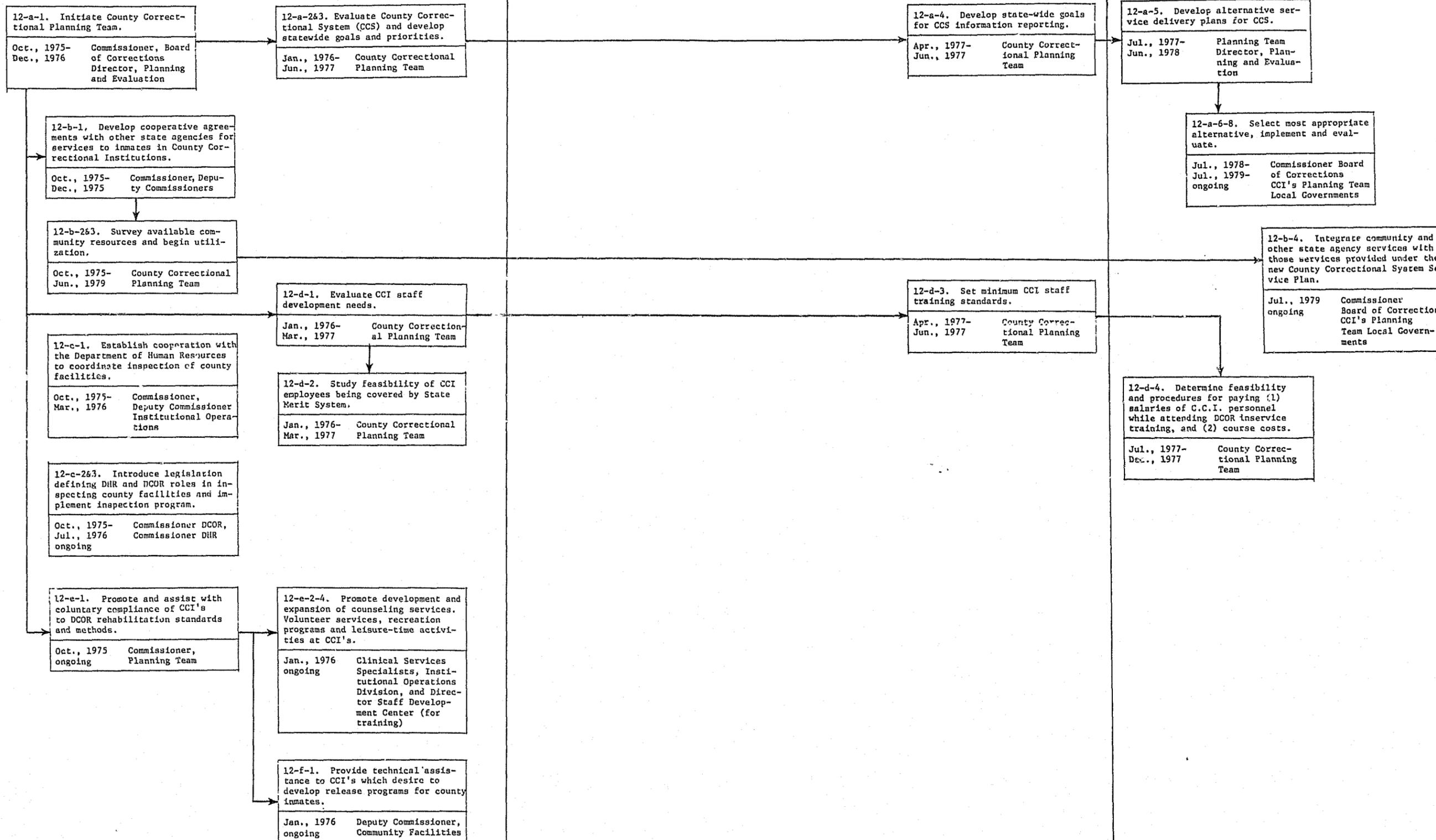
Most of the CCI's are located in extremely rural areas and have poor links with any community or community services. This also creates a barrier to identifying job opportunities. Release programs using special community services are rare.

Two CCI's are operating work release programs. No other work release programs are in existence. Offenders have little involvement in the planning of their treatment or educational and vocational programs. They have only the right to accept or reject what is offered to them.

Variability in handling services provided to inmates also marks the county correctional institutions. Medical and dental services are normally purchased on a contract basis by the county correctional administrators.

In the past, program planning and service delivery in the county correctional institutions, for the most part, have been fragmented and uncoordinated. The Division of Institutional Operations now provides

services in the form of program implementation and staff training, even though principal control and direction comes from local authorities and the county warden. The many activities have been brought together and centrally directed and monitored, thus becoming a positive element in a comprehensive approach.



I. Number 12-a

II. Title Prepare and implement a Total System Plan for County Correctional Institutions

III. Problems

1. Systems planning for county correctional institutions has been extremely limited because of higher state and local priorities and limited state control of local institutions.
2. Local correctional institutions and programs have been developed on a city by city/county by county basis with little systematic planning.
3. Statistical information describing local county correctional institutions is limited.

IV. Objective

To develop a total system plan for local corrections in order to achieve statewide integrated planning of county correctional institutions.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Initiate County Correctional Planning Team.	Oct. 1975	Dec. 1975	Commissioner Board of Corrections Director, Planning and Evaluation
2. Evaluate County Correctional System (CCS).	Jan. 1976	Mar. 1976	Planning Team
3. Develop statewide goals and priorities for CSS.	Apr. 1977	Jun. 1977	Planning Team
4. Develop statewide goals for CCS information reporting.	Apr. 1977	Jun. 1977	Planning Team
5. Develop alternative service delivery plans for CCS, facilities, staff, training, treatment programs and administration.	Jul. 1977	Jun. 1978	Planning Team Director, Planning and Evaluation

V. Implementation (continued)

12-a

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
6. Select most appropriate alternative, develop implementation plan, and obtain required funding.	Jul. 1978	Jun. 1979	Commissioner Board of Corrections CCI's Planning Team Local Governments
7. Implement new CCS delivery system	Jul. 1979	On- going	Commissioner Board of Corrections CCI's Planning Team Local Governments
8. Evaluate delivery system.	Oct. 1979	On- going	Director, Planning and Evaluation

VI. Resources Required

The requirements for Tasks 1 through 6 and 8 can be satisfied by existing resources. Task 7 will require funds from the existing county subsidy funds as well as additional subsidy funds and/or grants. The total amount required cannot be determined until the plan for local corrections is developed (Task 5).

I. Number 12-bII. Title Arrange for Services for County Correctional Institutions InmatesIII. Problems

1. County correctional institutions need improvements in services.
2. Treatment programs for inmates in county correctional institutions are lacking.

IV. Objective

To improve programs and services at county correctional institutions through cooperative agreements with state agencies and purchase of services from available community resources.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Develop cooperative agreements with other state agencies for services to inmates in County Correctional Institutions.	Oct. 1975	Dec. 1975	Commissioner Deputy Commissioners
2.	Survey available community resources.	Oct. 1975	Mar. 1976	Planning Team
3.	Begin utilizing community resources and state agency services for high priority needs.	Apr. 1976	Jun. 1979	CCI's
4.	Integrate community and other state agency services with those services provided under the new County Correctional System Service Plan.	Jul. 1979	On- going	Commissioner Board of Corrections CCI's Planning Team Local Governments

VI. Resources Required

The requirements of Task 1, 2, and 4 can be satisfied by existing resources. Resources required for Task 3 will be provided from the existing county corrections subsidy program.

- I. Number 12-c
- II. Title Initiate Staff Inspection of County Correctional Institutions
- III. Problems
1. DCOR is only partially responsible for the inspection of county correctional institutions.

IV. Objective

To provide inspection of County Correctional Institutions by DCOR and the Department of Human Resources to insure adequate and sanitary conditions.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Establish cooperation with the Department of Human Resources in coordinating inspection of county facilities.	Oct. 1975	Mar. 1976	Commissioner Deputy Commissioner, Institutional Operations
2. Prepare and introduce legislation defining DHR and DCOR roles in inspecting county facilities and providing enforcement mechanisms.	Oct. 1975	Mar. 1976	Commissioner, DCOR Commissioner DHR
3. Implement inspection program.	Jul. 1976	On-going	Deputy Commissioner, Institutional Operations, DCOR Deputy Commissioner, Health Division, DHR

VI. Resources Required

The requirements of all Tasks can be satisfied by existing resources.

I. Number 12-d

II. Title Develop County Correctional Institution Staffing Requirements

III. Problems

1. Some County Correctional Institutions (CCI) personnel are not covered under a civil service system.
2. Salaries of most CCI personnel are less than those of their state-employed correctional counterparts.
3. DCOR set qualifications only for CCI wardens and business managers.
4. Promotion of CCI counselors is apparently not related to their participation in DCOR in-service training and workshops.

IV. Objective

To provide technical and financial assistance to CCI's in the area of staffing policies and practices in order to achieve a standard of policies and practices comparable to state correctional personnel.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Completed</u>	
1.	Evaluate CCI staff needs.	Jan. 1976	Mar. 1977	Planning Team
2.	Study feasibility of CCI employees being covered by State Merit System.	Jan. 1976	Mar. 1977	Planning Team
3.	Set minimum CCI staff training standards.	Apr. 1977	Jun. 1977	Planning Team
4.	Determine feasibility and procedures for (1) salaries of CCI personnel while attending DCOR in-service training, and (2) course cost.	Jul. 1977	Dec. 1977	Planning Team

VI. Resources Required

The requirements of all Tasks can be satisfied by existing resources.

- I. Number 12-e
- II. Title Provide Technical Assistance to County Correctional Institutions in Developing Programs and Services

III. Problems

1. CCI's have little community involvement.
2. CCI's have inadequate treatment programs.
3. CCI's have inadequate counselors/counseling services.
4. The use of volunteers in CCI's is limited.
5. CCI's recreational programs are generally inadequate.

IV. Objective

To assist county correctional institutions in developing and expanding objective, positive treatment programming for inmates in order to provide all state inmates with comparable opportunities for treatment.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Promote and assist voluntary compliance of CCI's to DCOR rehabilitation standards and methods.	Oct. 1975	On-going	Commissioner County Correctional Planning Team
2. Promote development and expansion of counseling services and provide assistance in training counselors.	Jan. 1976	On-going	Clinical Services Specialists, Institutional Operations Division Director, Staff Development Center (for training)
3. Promote use of volunteers and aid.	Jan. 1976	On-going	Special Assistant to the Commissioner
4. Promote development of recreational programs and expansion of leisure-time activities at CCI's.	Jan. 1976	On-going	Recreation Director Consultant

VI. Resources Required

12-e

Total Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
2		\$500	\$1,000	\$1,600	\$1,600	\$1,600

Training Training cost per person for food and lodging and training materials will be \$10/day/trainee. Staff required for training will be provided by the Staff Development Center. Ten counselors will require training in FY77, 20 in FY78, and 32 in FY79 and thereafter.

The requirements of Tasks 1, 3, and 4 can be satisfied by existing resources.

- I. Number 12-f
- II. Title Assist County Correctional Institutions in Developing Release Programs

III. Problems

1. The majority of CCI's do not have work or educational release programs.
2. There is little inmate participation in program planning.

IV. Objective

To provide community programs for inmates in CCI's in order to facilitate the offender's return to the community and yet retain the present mission of county institutions.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Provide technical assistance to CCI's which desire to develop release programs for county inmates.	Jan. 1976	On-going	Deputy Commissioner, Community Facilities

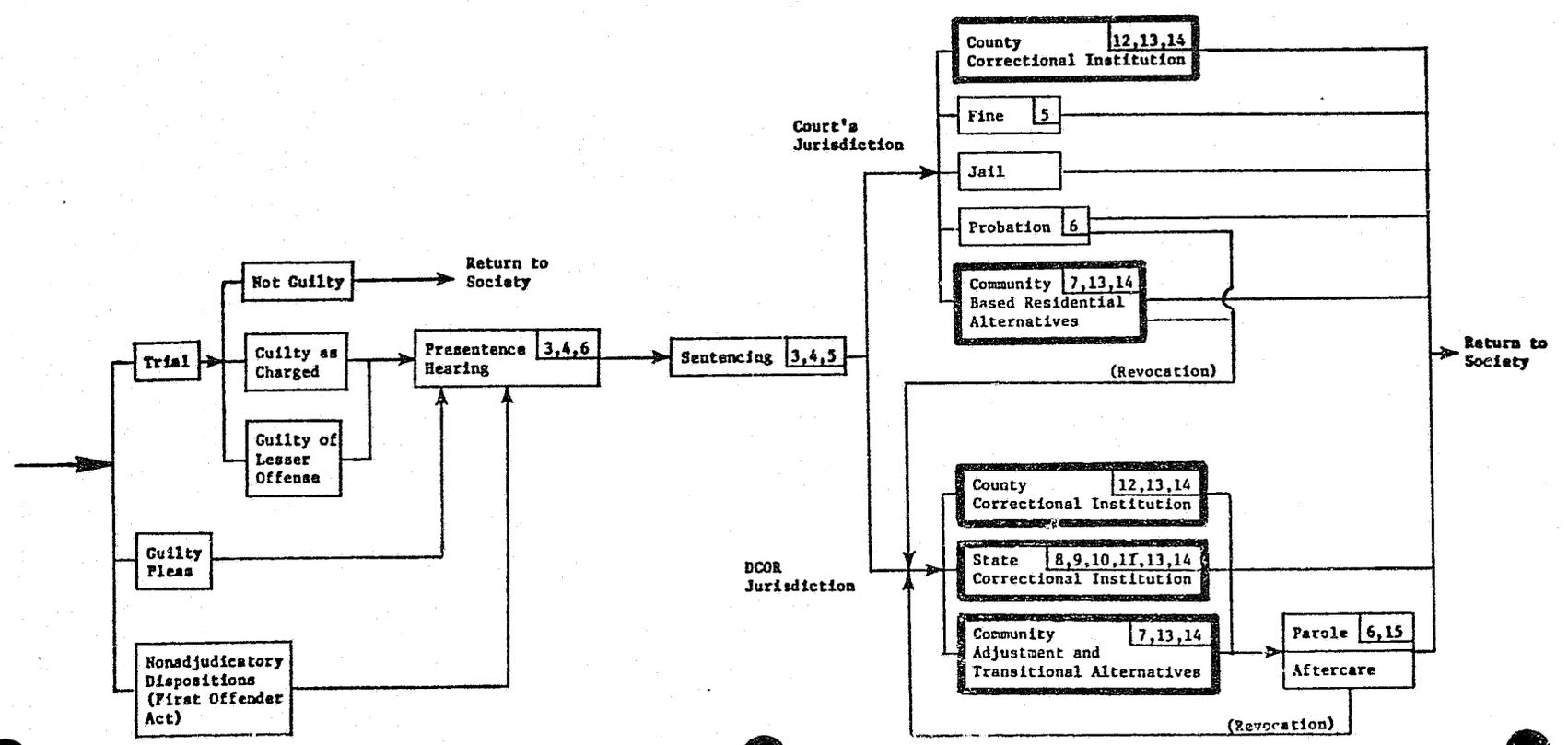
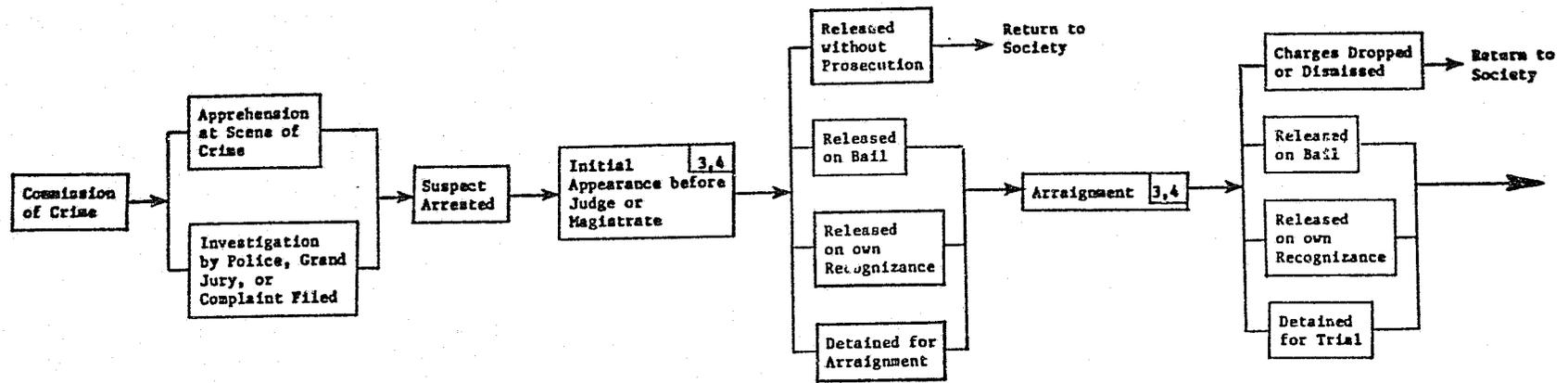
VI. Resources Required

Requirements of Task 1 can be accomplished by existing resources.

CHAPTER 13

INMATE MANAGEMENT

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 13. INMATE MANAGEMENTIntroduction

Chapter 13 deals with the offender at the point of prison confinement. It addresses the improvement of correctional institution conditions for inmates by improving inmate disciplinary, grievance, and status review procedures; by establishing standard written rules and regulations and insuring inmate awareness of them; by insuring offender rights to court access; by monitoring and modifying rules and regulations, and by preventing violative conditions through positive programming (performance-earned privileges, release, etc.). DCOR's responsibility to improve inmate conditions in these areas is based on the goals of (1) creating a positive, cooperative atmosphere and environment which facilitate rehabilitative activities, (2) providing better general conditions for inmates and insuring their human rights, (3) successfully implementing performance-earned-release programming by objectively changing an inmate's status as he progresses through the system, and (4) preventing or removing conditions which can lead to law suits against the Department and its officials.

Present Situation

Rules for inmates are contained in the Rules of the State Board of Corrections, which are carefully reviewed and approved by the Board of Corrections. In the past, punishments have been divided into major and minor; however, rule violations were not clearly designated as such. Therefore, decisions as to whether punishments should be major or minor have been left to the discretion of institutional personnel. An investigation of disciplinary reports from January through March of 1973 indicated that marked disparities were noted in punitive action within institutions, that isolation was used in most cases of rule violation, and counseling was used only once during the survey period.

The newly revised 1974 Rules and Regulations of the Board of Corrections are much more precise than the old guidelines. These provide recommended statewide disciplinary procedures, but do not provide for judicial review. This publication provides the following guidance to "inmates"

- Instructs inmates on what is expected of them
- Provides for inmates to be informed of offense for which they are accused
- Permits inmates to present evidence
- Categorizes offenses by major and minor with instructions for handling each

- Provides for disciplinary committees and procedures
- Provides appeal procedures
- Provides for restoration of good time
- Provides for inmate advocate assistance, although legal counsel is not provided.

In addition, a new Orientation Handbook for Inmates extracts information from the new Rules and Regulations to clarify for inmates the procedures for determining and changing their status. This handbook also attempts to overcome the previous lack of definition of rights of offenders by spelling out these rights, such as having access to legal materials, visitors, medical care, and correspondence. Key areas covered include criteria for assigning security classification, placing of inmates in administrative segregation, determining needs for psychiatric treatment, changing treatment programs, and receiving inmate complaints.

Some areas that call for DCOR policy remain at the discretion of local institutions, such as reviewing inmate status and monitoring institutions to insure that they are following the amended rules and regulations. This contributes to a lack of standardized criteria for reclassification. Nevertheless, the handbook gives the inmate a much clearer understanding of what is expected of him and provides correctional staffs with firmer guidelines.

Selected inmates reviewed the handbook while in preparation and made suggestions for its contents. It has been distributed to all inmates.

The Deputy Commissioner for Institutional Operations has sent a memorandum to each institution informing the staff that an individual institutional handbook should be developed, approved by the warden, and distributed. Each of these handbooks is to provide more definitive information on each institution. These have not yet been developed.

In November of 1974 the Department implemented a formal grievance program for inmates. It was introduced and evaluated at the Georgia State Prison prior to implementation at other institutions. These grievance procedures comply with nationally accepted standards.

Georgia DCOR presently provides for inspection of state facilities and county facilities housing state inmates, as well as sanctions for failure to meet minimum standards set by the Department. Staff practices are not specifically inspected, but any practices found contrary to Department policies are brought to the attention of the warden/superintendent for action.

Present DCOR policies do not provide for removal from employment of correctional workers for violation of offender rights. The only specific guideline for dismissal is for "cause" as defined by the State Merit System. State inmates have access to federal or state courts for violations of their civil rights; however, inmates lack an awareness of

their rights and available courses of action and, as a result, rarely use State courts. When inmates do use the courts, they are rarely successful. Unless an inmate has suffered from malicious, willful abuse without regard to the safety of others, a winning case is difficult to achieve. Furthermore, the Department has been extremely reluctant to admit that an employee has violated the rights of inmates because, under present laws, to do so would admit the liability of the employee's supervisor and administrative officials of the Department.

Important steps have been taken by DCOR to encourage inmate and correctional employee understanding of rules and procedures, but more specific guidelines are needed to insure the full implementation and acceptance of rules and regulations. In addition, some improvements in legislation are necessary in order to properly treat overt violations of inmate rights. The Department presently complies with nationally recommended standards prohibiting discrimination because of race or religion.

13-a-6. Distribute new state-wide "Orientation Handbook for Offenders" to all institutional inmates.
 Jul., 1975 Assistant Commissioner, Special Services.

13-b-1&2. Evaluate and modify new Disciplinary and Grievance Procedures, and insure all inmates are advised of procedures.
 Jul., 1975 ongoing Deputy Commissioner, Institutional Operations.

13-c-1&2. Develop procedures for the inmate status review and monitoring system and incorporate into DCOR rules and regulations and the offender orientation handbook.
 Oct., 1975- Jun., 1977 Deputy Commissioner, Research and Development Division

13-c-3. Develop documentation forms and procedures to insure implementation of status review procedures.
 Oct., 1975 Jun., 1977 Deputy Commissioner, Research and Development Division

13-d-1. Continue to allow all offenders access to state and federal courts for judicial remedies for violations of offenders rights.
 Oct., 1975 ongoing Correctional Institution Administrators

13-a-1. Designate the Deputy Warden or counselor and an inmate representative to develop the Institutional Manual for inmates.
 Jul., 1976 Institutional Wardens

13-a-2-5. Assemble, approve, publish and distribute Manual.
 Jul., 1976- Feb., 1977 Wardens and Print Shop

13-d-2. Revise guidelines defining offender rights through the use, monitoring, and modification of the recently distributed disciplinary and grievance procedures.
 Jul., 1976 ongoing Deputy Commissioner, Institutional Operations

- I. Number 13-a
- II. Title Increase Inmate Awareness of Rules of Conduct
- III. Problems

1. In the past, decisions on levels of punishment have been made by institutional personnel without specific statewide guidelines.
2. Inmates are not sufficiently aware of institutional rules, policies and programs.
3. Inmates have not previously been given sufficient opportunity for input into rules for their conduct.

IV. Objective

To provide adequate information about institutional rules, policies and programs to inmates in order to increase their understanding of rules governing their behavior, the punishment for rule violations, and institutional programs; and to help inmates avoid inadvertent rule violations and to encourage least drastic methods of punishment.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Designate the Deputy Warden or Counselor and an inmate representative to develop an Institutional Manual for inmates.		Jul. 1976	Wardens
2. Assemble Manual information.	Jul. 1976	Sep. 1976	Warden Designee
3. Approve Institutional Manual.	Oct. 1976		Wardens
4. Print Manual.	Nov. 1976	Jan. 1977	Deputy Commissioner, General Services Administration
5. Distribute Manual.	Feb. 1977		Wardens
6. Distribute new state-wide Orientation Handbook for Offenders to all institutional inmates.		Jul. 1975	Assistant Commissioner, Special Services

VI. Resources Required

The requirements of this Plan Abstract can be satisfied by existing resources.

I. Number 13-b

II. Title Monitor Formal Disciplinary and Grievance Procedures

III. Problems

1. Disparities occur in punitive action against inmates for similar types of offenses.
2. Inmates sometimes receive more severe punitive action for minor rule infractions than for major rule infractions.
3. Restriction of privileges does not always relate to the offense committed.
4. Isolation is used in many cases of rule violation.
5. Institutional rules, regulations and practices are not continually evaluated to determine how disciplinary problems can be prevented.

VI. Objective

To fully implement and evaluate recently completed Disciplinary and Grievance Procedures at all DCOR facilities and publish/distribute local regulations of each DCOR facility in order to increase inmate understanding of these procedures and regulations.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Evaluate and modify as required Disciplinary and Grievance Procedures.	Jul. 1975	On-going	Deputy Commissioner, Institutional Operations Wardens
2. Insure that all Wardens and Superintendents make provisions for inmates to read or be advised of the new Disciplinary and Grievance Procedures.	Jul. 1975	On-going	Deputy Commissioner, Institutional Operations

VI. Resources Required

The requirements of this Plan Abstract can be satisfied by existing resources.

I. Number 13-c

II. Title Develop and Implement Standardized Procedures for Non-disciplinary Changes in Status

III. Problems

1. Specific procedures for reviewing inmate status are not addressed in DCOR policies, but are left to the local institutional administrator for implementation.
2. Offenders are not given prior notice of a status review or information on the regulations affecting them, nor are they allowed to participate in the decisions affecting their status.

IV. Objective

To incorporate comprehensive procedures for non-disciplinary changes in status into DCOR's Rules and Regulations in order to provide uniform explicit procedures for all institutions, and allow inmates to participate in decisions affecting their status.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Develop procedures for the inmate status review and monitoring system.	Oct. 1975	Jun. 1977	Deputy Commissioner, Research and Development Division
2. Incorporate status review procedures into DCOR rules and regulations and the Orientation Handbook for offenders.	Oct. 1975	Jun. 1977	Deputy Commissioner, Research and Development Division
3. Develop documentation forms and procedures to insure implementation of status review procedures is being accomplished.	Oct. 1975	Jun. 1977	Deputy Commissioner, Research and Development Division

VI. Resources Required

The requirements of Tasks 1-3 can be satisfied by Task 1 of Plan Abstract 9-a.

- I. Number 13-d
- II. Title Continue to Develop Guidelines and Programs to Remedy Violations of Offenders Rights

III. Problems

1. Offenders have not taken full advantage of access to the courts in the past.
2. In the past, offenders were not provided completely objective, consistent, and written guidelines on their expected behavior and rights as offenders.

IV. Objective

To continue to develop and define guidelines for offender rights through judicial access, administrative monitoring, and offender performance programming in order to reduce violations of offender rights.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Continue to allow all offenders access to state and federal courts as judicial remedies for violations of offenders rights.	Oct. 1975	On-going	Correctional Institution Administrators
2. Revise guidelines defining offender rights in matters such as access to legal materials, correspondences, visitors, religious practices, medical care and disciplinary sanctions through the use, monitoring and modification of the recently distributed disciplinary and grievance procedure.		Periodically Jul. 1976 Jul. 1978 Jul. 1980	Deputy Commissioner, Institutional Operations

V. Implementation (continued)

13-d

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
*	Provide positive preventive measures for avoiding violation of offenders rights by developing DCOR programs and procedures which allow offenders to earn their own release, security status, privileges, etc. via PERM concepts. (This Task is accomplished by all Tasks in Plan Abstract 9-c).	Jul. 1975	On-going	Deputy Commissioner, Research and Development Division

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
2		\$280		\$300		\$350

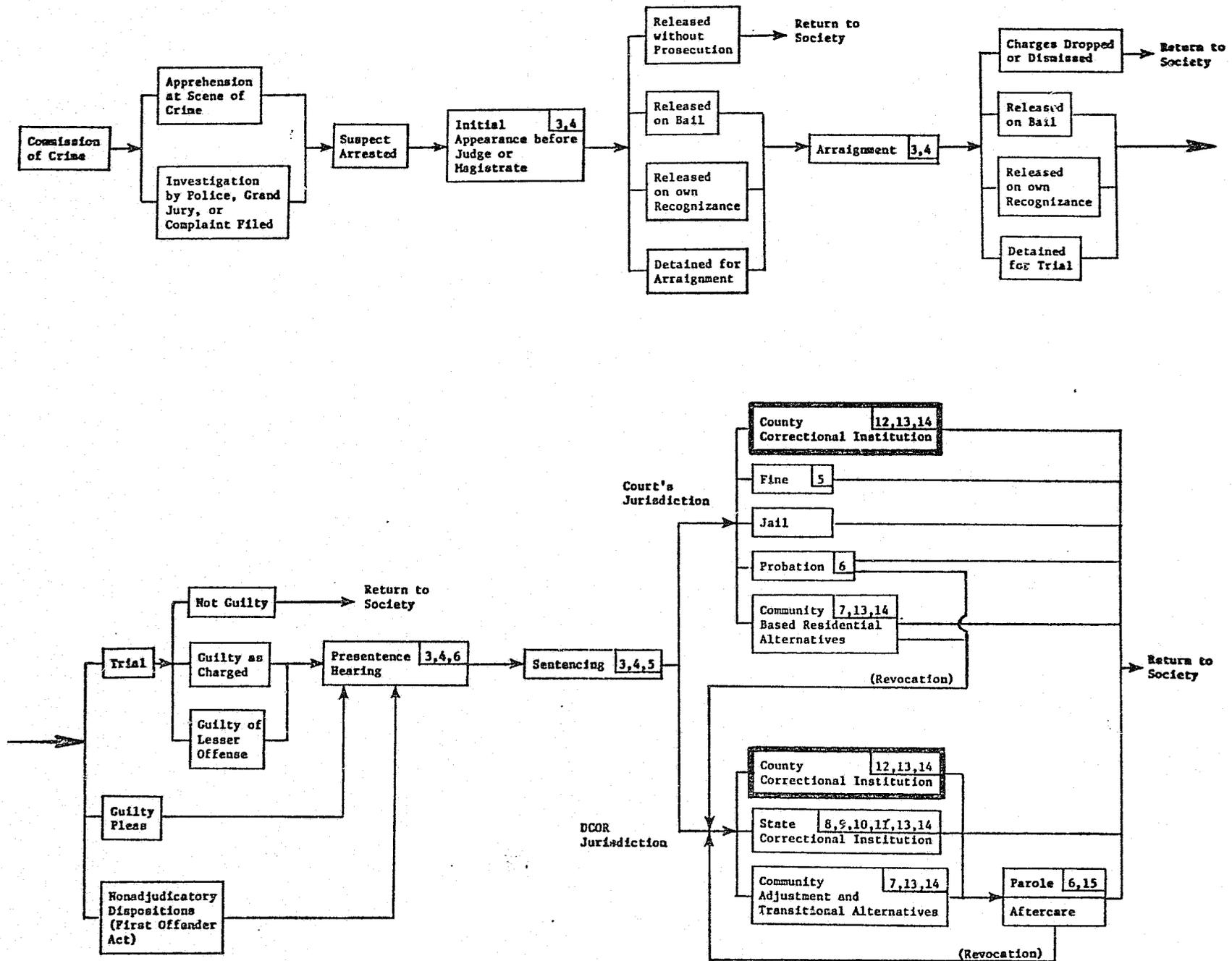
Miscellaneous Task 2 includes the cost of printing modified editions of the Disciplinary and Grievance Procedure by DCOR Correctional Industries.

* Implementation Tasks with asterisks (*), i.e., without Task numbers, identify tasks accomplished in other Plan Abstracts. They are included here because they are essential to the logical flow of requirements of this particular abstract.

CHAPTER 14

RIGHTS OF OFFENDERS

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 14. RIGHTS OF OFFENDERSIntroduction

Chapter 14 deals with the offender at two points: during prison confinement and after discharge. The chapter is concerned with methods of preventing personal abuse, providing legal materials, and restoring civil rights. DCOR's responsibilities for these goals are based on (1) preventing mistreatment, (2) preventing law suits against the Department, (3) providing a cooperative rehabilitation atmosphere, (4) insuring inmate awareness of legal rights and recourse, and (5) facilitating successful community adjustment by removing civil-liberty-restriction handicaps.

Present Situation

Georgia laws and DCOR policies attempt to safeguard the civil rights of prisoners and to protect inmates from abuse. Yet, since prisoners do not generally understand their rights or the rights they have forfeited, nor how to identify them, abuses sometimes occur.

The State Attorney General and the General Assembly are working on legislation to clarify DCOR responsibility regarding offender civil rights. As of 1975, the Department possesses no direct authority or function regarding an accused's rights, unless the accused is placed in the Department's custody. Once released, offenders are almost totally on their own in securing the restoration of rights. Many rights are restored to ex-offenders by Georgia law, which complies with nationally accepted standards. Other consequences of a criminal conviction cannot be remedied through legislation, such as social stigmatization.

In general, misdemeanants are deprived of few rights. A felon also retains many rights, except for those specified by law, including the right to vote, to hold public office, to bear arms, or to serve on juries. However, families or employers of those in custody may not even understand such basic points, let alone more complex issues. Current practices do not include explanations of the effect of arrest or conviction on retention of civil rights.

Although certain rights are automatically restored, other rights cannot be restored. Most are restored only by application, and it is the responsibility of probationers to do so; however, lacking understanding or guidance, few apply. A recent investigation indicated that out of 8,600 eligible for rights restoration in one year, only 300 applied.

Georgia has a proactive responsibility to guard a prisoner's access to courts and legal resources. Legal reference materials are available at the Georgia Diagnostic and Classification Center and the Georgia State Prison. However, many materials are outdated, and some volumes are missing. Due to the high cost that would be incurred, the Department does not attempt to provide law libraries at all institutions; therefore, inmates rarely have access to current and complete legal references which might aid them in reviewing the legalities of their cases. In many cases, even adequate law libraries at institutions would not be of much value to the prisoners because of the high number who are functionally illiterate.

Corporal punishment of prisoners is specifically prohibited by Department rules and regulations. Force is permitted only to protect the staff, other inmates, or to prevent riots or escapes. Willful acts of negligence that impair inmate health or well-being are also prohibited. Solitary and segregated confinement is used as a last resort, and a maximum of 14 consecutive days may be administered.

Prisoner abuse tends to be more subtle and less well understood, rather than direct and intentional. For example, deprivation of clothing, bedding or other essentials is usually due to neglect. More inmates have complaints about verbal abuse than physical abuse. Probably most significant of all, the crowding of institutions contributes to abuse among inmates, and, in fact, more inmate-to-inmate abuse is reported than officer-to-inmate.

In summary, then, Georgia inmates are uncertain, even unaware, of their rights, safeguards, and legal resources because Georgia law and DCOR policies are vague. Similarly, the true nature of inmate abuse is not well understood or dealt with effectively.

14-b-1. Identify additional legal materials necessary in each correctional institution.
 Oct., 1975- Director, Grants
 Dec., 1975 Section

14-b-2.-5. Identify cost of acquiring and maintaining materials and mobile law library.
 Oct., 1975- Director, Grants
 Dec., 1975 Section

14-b-667. Identify funding sources and submit grant application for funds.
 Oct., 1975- Grant Manager/
 Mar., 1976 Coordinator

14-a-162. Contract for and complete study of loss and restoration of civil rights of offenders.
 Jul., 1976 Director, Planning
 Sep., 1976 and Evaluation
 Section

14-a-364. Appoint a Review Board to analyze study results and submit remedial legislation.
 Sep., 1976 Commissioner, and
 Dec., 1976 Administrative
 Office of the Com-
 missioner

14-a-566. Develop a program to inform inmates and families of rights lost upon conviction and means of restoration, and implement.
 Mar., 1977- Director, Planning
 Jul., 1977- and Evaluation
 ongoing Section

14-c-1. Utilize procedures and tests for separating violent offenders and personality problems.
 Jul., 1977- Coordinator of
 Jun., 1978 Diagnostic Pro-
 ongoing gram

14-c-2. Determine reliabilities procedures and tests.
 Jan., 1978- Coordinator of
 Jan., 1981 Diagnostic Pro-
 grams

14-b-869. Purchase legal materials and mobile van.
 Jul., 1976- Deputy Commissioner,
 Aug., 1976 Institutional Oper-
 ations Division

14-b-10&11. Provide adequate facilities and access to law libraries at each institution, and employ law librarians.
 Aug., 1976- Deputy Commis-
 Dec., 1976- sioner, Institu-
 ongoing tional Operations
 Division

- I. Number 14-a
- II. Title Revise and Implement Procedures for Assisting Ex-offenders in Restoring Their Civil Rights

III. Problems

1. There is no precise description of which civil rights are retained or forfeited through a misdemeanor or felony conviction.
2. The current State Code is ambiguous and overly restrictive. It may be that rights which cannot be justified under a compelling and legitimate State interest are being forfeited. Legislation does not provide for automatic restoration of legitimate rights to probationers, parolees, or ex-offenders.
3. The loss and restoration of civil rights is not explained to the family, employers, etc. of individuals under the custody of DCOR.
4. Probationers, parolees, and ex-offenders do not know how to apply for restoration of civil rights.
5. In many cases, probation/parole supervisors do not assist probationers and parolees in applying for restoration of rights.

IV. Objective

To review and specify offender civil rights that can be retained or forfeited, and those that can be restored to ex-offenders. In order to (a) recommend legislative changes and clarifications, (b) inform offenders, their families and their employers of these rights, and (c) assist ex-offenders in obtaining restoration of rights to facilitate their reentry into the community.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Contract for study of loss and restoration of civil rights of offenders.	Jul. 1976		Director, Planning and Evaluation
2. Prepare and present study results.	Jul. 1976	Sep. 1976	Consultant
3. Appoint a Review Board to consider the results of the study.	Sep. 1976		Commissioner

V. Implementation (continued)

14-a

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
4. Develop remedial legislation.	Sep. 1976	Mar. 1977	Review Board Administrative Office of the Commissioner
5. Develop a formal program of informing inmates and families of rights lost upon conviction and means of restoration.	Mar. 1977	Jun. 1977	Director, Planning and Evaluation Section
6. Implement program.	Jul. 1977	On- going	Commissioner

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
1		\$2,000				

The requirements of all other Tasks can be satisfied by existing resources.

I. Number 14-b

II. Title Provide Access to Legal Materials for All State Inmates

III. Problems

1. DCOR does not provide law libraries at all facilities, and where they are provided, they are outdated and incomplete.
2. Librarian services are not available at all facilities to assist inmates in utilizing legal reference materials.
3. Copying services to facilitate the use of legal materials are not available at all facilities which results in vandalism to legal materials and to text books.
4. Inmates in smaller institutions have only limited access to legal materials.

IV. Objective

To provide a comprehensive system of legal materials in order to assure effective access to the courts for all inmates in state institutions.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Identify additional legal materials necessary in each Correctional Institution.	Oct. 1975	Dec. 1975	Director, Grants Section
2. Identify cost of acquiring and maintaining materials.	Oct. 1975	Dec. 1975	Director, Grants Section
3. Identify cost of employing a full-time law librarian at each major institution.	Oct. 1975	Dec. 1975	Director, Grants Section
4. Identify cost of a mobile law library.	Oct. 1975	Dec. 1975	Director, Grants Section
5. Identify cost of a photocopying machine or service for each library.	Oct. 1975	Dec. 1975	Director, Grants Section

V. Implementation (continued)

14-b

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
6.	Determine potential funding sources.	Oct. 1975	Dec. 1975	Director, Grants Section
7.	Prepare and submit grant application for funds.	Jan. 1976	Mar. 1976	Director, Grants Section
8.	Purchase legal materials.	Jul. 1976	Aug. 1976	Deputy Commissioner, Institutional Operations Division
8.	Purchase mobile van.	Jul. 1976	Aug. 1976	Deputy Commissioner, Institutional Operations Division
10	Employ law librarian.	Aug. 1976	Sep. 1976	Deputy Commissioner, Institutional Operations Division
11.	Provide adequate facilities to law libraries at each.	Aug. 1976	Sep. 1976 Ongoing	Deputy Commissioner, Institutional Operations Division

VI. Resources Required

Miscellaneous The requirements of Tasks 8-10 will be provided through a grant to LEAA for an estimated implementation cost of \$150,000. Resources required for all other tasks can be satisfied by existing staff.

- I. Number 14-c
- II. Title Provide Protection Against Personal Abuse for Offenders
- III. Problems
1. There are more inmate complaints regarding verbal abuse than physical abuse.
 2. Abuse usually derives more from neglect than willful action.
 3. There is a higher rate of abuse among inmates than between officers and inmates.
- IV. Objective

To prepare and institute programs to provide protection against personal abuse of offenders and for reduction of mental abuses and harassment of offenders by other offenders and correctional employees in order to teach employees to deal with offenders without abuse and to eliminate practices that foster or condone abuse.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
*	Design and implement institutional training programs in rights of offenders, human relations, inmate classification and handling for correctional staff. (This task is accomplished by Tasks 2, 3, 5-7 in Plan Abstract 18-a).	Jan. 1976	On-going	Director, Staff Development Center
1.	Utilize procedures and tests for separating violent offenders and personality problems.	Jul. 1977	Jun. 1978 Ongoing	Coordinator of Diagnostic Programs
2.	Determine reliability of procedures and tests.	Jan. 1978	Jan. 1981	Coordinator of Diagnostic Programs

* Implementation tasks with asterisks (*), i.e., without task numbers, identify tasks accomplished in other Plan Abstracts. They are included here because they are essential to the logical flow of requirements of this particular abstract.

V. Implementation (continued)

14-c.

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
*	Design institutions to provide optimum personal safety, observation, and control. (This task is accomplished by all tasks in Plan Abstract 8-a).	Jul. 1976	On-going	Director, Facilities Engineering

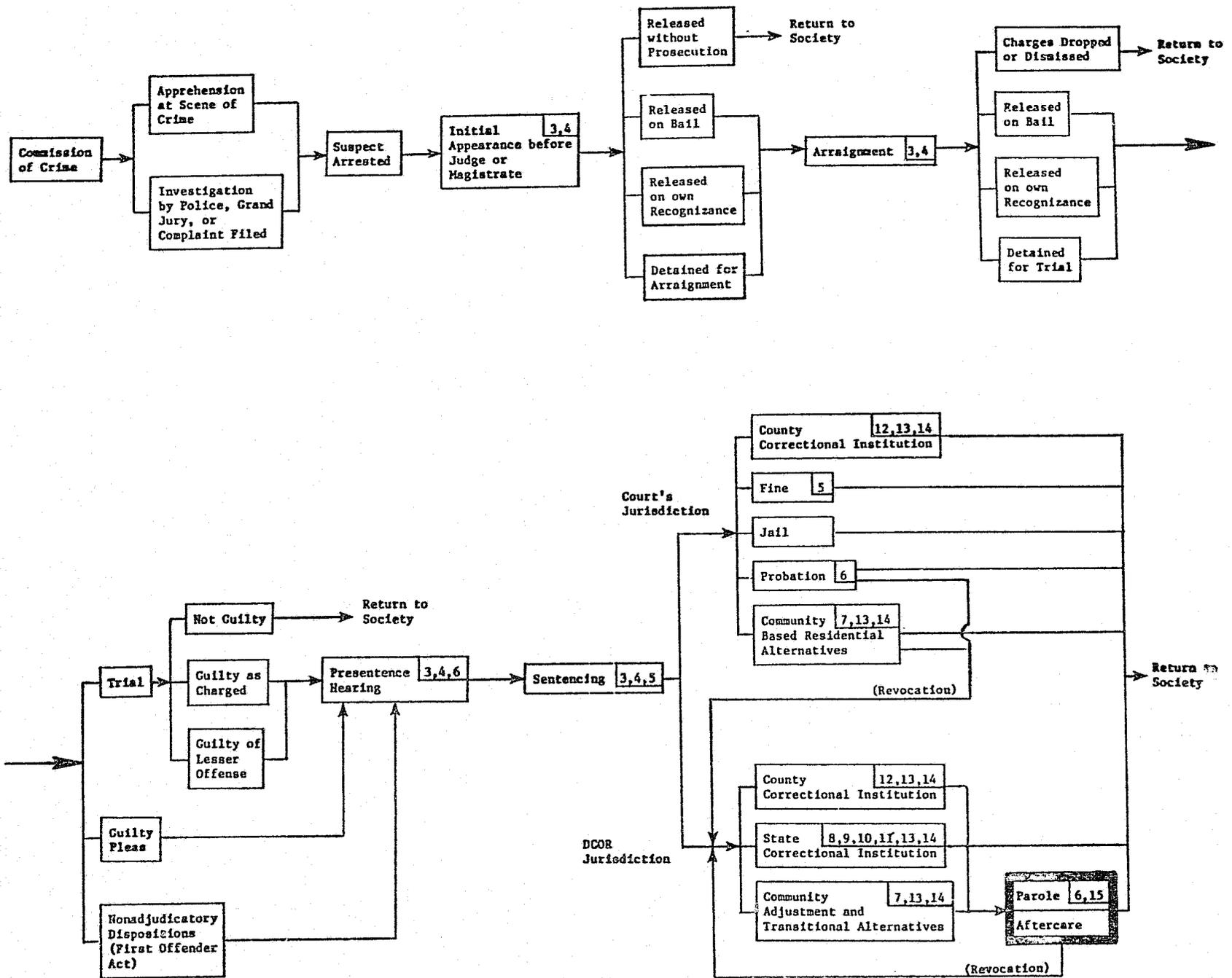
VI. Resources Required

The development and evaluation of tests for separating violent offenders (Tasks 1 and 2) will be accomplished by utilizing the resources provided by Task 1 in Plan Abstract 9-a.

CHAPTER 15

TOTAL RELEASING AUTHORITY

FLOW OF OFFENDERS THROUGH GEORGIA'S CRIMINAL JUSTICE SYSTEM



CHAPTER 15. TOTAL RELEASING AUTHORITYIntroduction

Chapter 15 deals with the offender at the time of release from prison. It addresses the need for reforming the body (Board of Pardons and Paroles) that dictates the release of offenders from institutions. DCOR's interest in this issue is based on the goals of (1) creating a positive, objective system of releasing inmates from prison, based on the inmate earning his release, rather than on the decision of an outside body, and (2) providing adequate services and supervision for all ex-offenders. (Appendix B describes a system in which inmates earn release based on objective factors.)

Present Situation

In Georgia, decisions about whether or not to grant parole are based on the offender's criminal history and on subjective and objective impressions regarding the offender. Little objective and standardized consideration is given to changes in the potential parolee after incarceration. This is due to the Board of Pardons and Paroles' designated functions and responsibilities and the lack of clearly defined criteria for determining whether inmates have made progress.

The State Board of Pardons and Paroles is attached to DCOR for administrative and field services support, but is statutorily autonomous in authority. The Board has jurisdiction over both felons and misdemeanants, with the power to adopt rules and regulations pertaining to paroles, pardons, probation, remission of fines and forfeitures, issuance of warrants, and the revocation of paroles. There are no formal appeal procedures regarding decisions by the Board. All policies are developed independently with only such advice as the members may solicit. The Board has no formal advisory body, e.g., a citizens committee to advise routinely on policy development.

Board composition is determined by the Governor with members serving in a full-time capacity for a seven-year period. Various interest groups normally make recommendations to the Governor to aid him in making his appointments.

Typically, Board members represent a broad base of backgrounds in education, social work, law, and criminal justice. Since specified academic requirements are not required, members must develop and/or maintain their knowledge and understanding of the criminal justice system

only through individual initiatives, such as attendance at regional and national corrections and probation conferences.

An offender can be released only through Board action or expiration of sentence. No statutes require release when an offender is first eligible and certain conditions are met, nor are there institutional options for release without Board action.

Presently, the Parole Supervisor interviews an inmate three or four months before his first parole eligibility date and submits a report to the Board. This interview determines whether the offender has been successful in meeting the Board's criteria for parole. The most objective criteria used by the Board is the consideration of the criminal history and background of the inmate. Factors related to performance and behavioral improvements during incarceration tend to be subjective and non-quantified, leaving it to the supervisor to determine the significance of the improvements that have taken place. Hearings before the Board are not required. Usually, field investigations involve interviews with members of the family, former employers, and friends. A judgment is also made concerning the community environment to which the parolee may return.

If parole has been previously denied, a Board member usually conducts a personal interview to determine the parolee's fitness. Again, for the most part, non-quantifiable information rather than specific criteria guide the decision. Reconsideration of a potential parolee must take place annually.

The Board grants a parole only if convinced that the offender will not engage in further criminal conduct and will conform to the conditions of his release. Because of the lack of objective data for evaluating fitness, it is easy to understand why paroles are rejected. Inmates are notified of the Board's decision in writing, although the notification is not always specific enough to clearly indicate why the application was refused and what the inmate must do to obtain a favorable response. Formal appeal procedures are neither specified nor required.

The Board issues warrants for the arrest of parolees who break parole or engage in suspected criminal activities. The statutes provide for bail, but indications are that bail is not normally authorized.

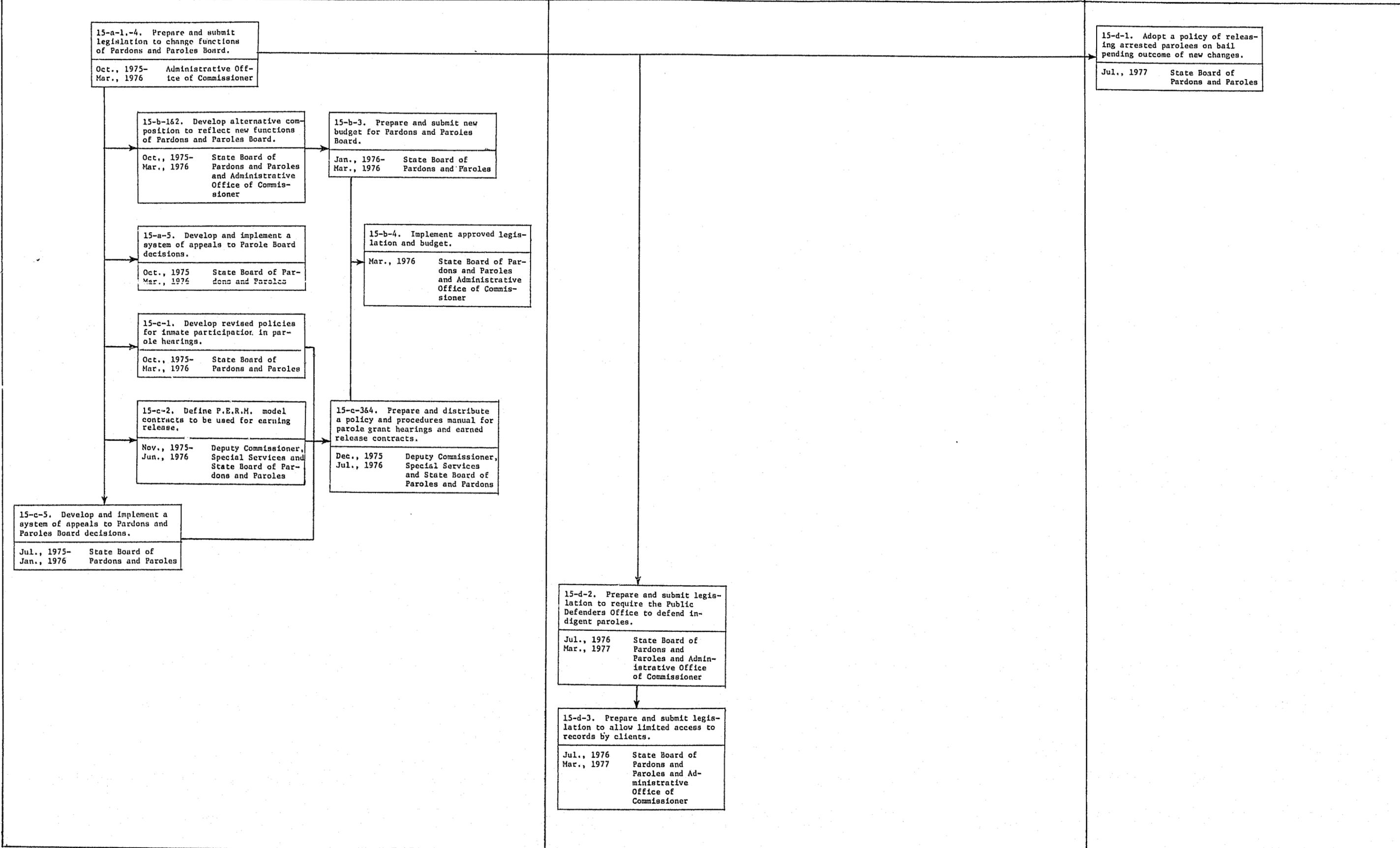
Parolees convicted of new crimes have no preliminary hearings because conviction is considered sufficient probable cause. The parolee can be represented by counsel and present witnesses and evidence, but he is often held in custody until there is a determination of whether sufficient evidence exists. The parolee receives a hearing notice and a statement of the violation. If the evidence appears insufficient, the parolee is released from jail.

Official records regarding the case are not available to a parolee, and counsel is not appointed even if the parolee is indigent.

He may solicit legal aid on his own. The Pardons and Parole Board has statutory power to subpoena witnesses either for the State or on behalf of the parolee.

The Parole Review Officer, who recommends whether a parole revocation hearing should be held, conducts preliminary hearings and submits a recommendation to the Board. The Board, in turn, conducts the revocation hearing and notifies the parolee of its decision. While no specific evidence is required before parole is revoked and alternatives to revocation are considered, the Board lacks specific authorization to sentence a parolee to short-term confinement or to levy fines.

In summary, the specified functions of the Board of Pardons and Paroles could be more compatible with correctional needs and rehabilitation actions. The lack of more complete consideration of all factors bearing on suitability for parole and the limits on alternatives to parole revocation result in higher numbers and longer terms of incarceration which, in turn, increase overcrowding in Georgia's correctional facilities.



I. Number 15-aII. Title Revise Function, Rules and Procedures of the State Board of Pardons and ParolesIII. Problems

1. The functions of the State Board of Pardons and Paroles do not totally meet correctional purposes in that they are not totally performance oriented.
2. The Board policies do not reflect enough objectivity in consideration of inmate success, attitude change, and personal responsibility.
3. Inmates tend to satisfy the Board's parole requirements rather than earn release through personal achievement, growth, and goal satisfaction.
4. There are no formal appeals procedures for the Board of Pardons and Paroles.
5. The Board cannot grant clemency for certain non-capital offenses.

IV. Objective

To enact legislation to change the role of the Parole Board in order to improve the correctional process.

V. Implementation

Tasks	Schedule		Responsibility
	Start	Complete	
1. Prepare a plan and submit legislation to modify the functions of the Parole Board.	Oct. 1975	Mar. 1976	Administrative Office of the Commissioner State Board of Pardons and Paroles
2. Prepare and submit legislation to provide for a minimum of 90 days pre-release programming for all offenders about to be released on parole.	Oct. 1975	Mar. 1976	Administrative Office of the Commissioner
3. Prepare and submit legislation to grant release via Performance Earned Release Mechanisms.	Oct. 1975	Mar. 1976	State Board of Pardons and Paroles Administrative Office of the Commissioner

V. Implementation (continued)

15-a

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
4. Prepare and submit legislation to allow Parole Board to grant clemency for certain non-capital offenders.	Oct. 1975	Mar. 1976	Administrative Office of the Commissioner State Board of Pardons and Paroles
5. Develop and implement a system of appeals to Parole Board decisions.	Oct. 1975	Mar. 1976	State Board of Pardons and Paroles

VI. Resources Required

The cost of implementing this Plan Abstract cannot be determined until legislation has been submitted and approved.

- I. Number 15-b
- II. Title Revise Pardon and Parole Board's Staff Composition
- III. Problems

1. Since the Parole Board will consider clients prior to classification in the future, the composition of the Board's staff will need to be revised.

IV. Objective

To modify the composition of the Pardons and Paroles Board in order to more accurately reflect its revised role of reviewing clients prior to classification and to provide highly qualified members to accomplish this function.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Develop staffing alternatives to more accurately reflect the Board's new functions.	Oct. 1975	Dec. 1975	Administrative Office of the Commissioner State Board of Pardons and Paroles
2. Develop and present legislation to change staff composition.	Oct. 1975	Mar. 1976	Administrative Office of the Commissioner State Board of Pardons and Paroles
3. Submit revised budget for Board.	Jan. 1976	Mar. 1976	Administrative Office of the Commissioner State Board of Pardons and Paroles
4. Implement approved legislation and budget.	Mar. 1976		Administrative Office of the Commissioner State Board of Pardons and Paroles

VI. Resources Required

The cost of implementing this Plan Abstract cannot be determined until legislation has been submitted and approved.

- I. Number 15-c
- II. Title Develop policies for Parole Grant Hearings for Capital Offenders

III. Problems

1. Participatory parole grant hearings are not always conducted.
2. Inmates do not currently get specific instructions regarding how they can earn release.
3. Insufficient programs are available for inmates with the result that many are unable to show release readiness.
4. No statute exists which states this offender must be released when found eligible if certain specific conditions are met.
5. Information given to inmates regarding grounds for denials of release sometimes are not specific enough to answer inmate's uncertainty.

IV. Objective

To develop policies for parole grant hearings that provide for adequate participation by the inmate in order to insure fair and thorough consideration of release.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Develop revised policies for inmate participation in parole grant hearings and adequate feedback on denials.	Oct. 1975	Mar. 1976	Administrative Office of the Commissioner
2.	Define PERM model objectives and contracts that will be used for earning release.	Nov. 1975	Jan. 1976	Deputy Commissioner, Research and Development Division
3.	Prepare a Policy and Procedures Manual including information generated in Tasks 1 and 2.	Dec. 1975	Jun. 1976	Deputy Commissioner, Special Services Division
4.	Distribute Manual to all inmates.	Jul. 1976	On- going	Deputy Commissioner, Institutional Operations Division

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
4	<u>\$2,000</u>					
Total	\$2,000					

The requirements of Tasks 1 through 3 and 5 can be accomplished with existing resources.

- I. Number 15-d
- II. Title Revise Revocation Hearing Rules and Procedures
- III. Problems

1. Statutory provisions permit arrested parolees to be released on bail. However, they are seldom released on bail.
2. A parolee is not granted access to official records regarding his case, nor is he granted the right to appointed counsel if he is indigent.

IV. Objective

To revise the Aftercare supervision revocation process to insure rights to bail, defense and access to records.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Adopt a policy of utilizing bail in all appropriate cases pending outcome of new criminal charges.	Jul. 1977		Deputy Commissioner, Community Based Services Division
2. Prepare and submit legislation to require the Public Defenders Office to defend indigent clients.	Jul. 1976	Mar. 1977	Commissioner
3. Prepare and submit legislation to revise Statute 77-533 to allow limited access to records by clients.	Jul. 1976	Mar. 1977	Commissioner

VI. Resources Required

The requirements of this Plan Abstract can be satisfied with existing resources.

CHAPTER 16

SYSTEM PERSONNEL PRACTICES

CHAPTER 16. SYSTEM PERSONNEL PRACTICESIntroduction

Chapter 17 focuses on the offender from pre-trial status through his/her ultimate discharge from the correctional system. The chapter deals with developing manpower for corrections in the areas of local offender management, attracting and retaining qualified staff (including minority and females), establishing a policy on hiring ex-offender employees, establishing a comprehensive manpower capability and need data base and insuring continued Departmental operations and security in the event of work stoppages. DCOR's responsibility to develop its manpower in these areas is based on the goals of (1) providing personnel who are increasingly capable of carrying out the Departmental mission of returning the ex-offender to the community as a productive, law-abiding citizen, and (2) maintaining institutional operations and security.

Present Situation

The salaries of employees of the State of Georgia are set by the State Merit System and are based on equivalent jobs in Federal and local governments, as well as state government in neighboring states. State salaries are not as flexible as similar jobs in the private sector, and cost of living adjustments are provided only through legislative action. Each state employee is part of the Employee's Retirement System, but no annuity or equity system is available. The Georgia Peace Officer's Association provides an annuity plan for full-time peace officers in specified categories.

Promotions in DCOR are open to any qualified individual, but are usually dealt with on a subjective, case-by-case basis rather than by the use of specific guidelines or criteria. Career ladders are not available for most positions. For example, a need exists for a structured progression from the cadre of corrections officers to middle-level management.

The Department has recently appointed a management analyst to review staffing needs and roles. Workload distribution is based on available staff and the work to be done. A workload inventory system for probation/parole supervisor was put into effect in November, 1974, but no data are available on general workload distribution. No formal system exists for updating information on needed personnel role changes, which now occurs on an informal, individual basis.

The Department is developing a "Personal Accounting and Control System" (PACS). Currently about 40 percent of the PACS data are being used. During 1975 the ability to access and use data should rise to 100 percent due to the purchase of a new software package. Plans for 1975 also include a "Correctional Manpower Profile" data system.

The State Merit System prohibits discrimination in hiring because of political, religious, race, sex, handicap or national origin. (The State Merit System conducts all examinations for positions, and the Personnel Board reviews all examinations to insure that they are work related and free of bias.)

In February, 1973, DCOR adopted an Affirmative Action Plan, which is updated every six months as a requirement for receiving federal funding. However, few supervisors are familiar with the Affirmative Action Plan, and DCOR has not developed a formal recruitment program for minorities.

A 1968 study indicated that blacks represent a significantly higher proportion of the inmate population than of the correctional personnel population. September 1974 statistics indicated almost 60 percent of inmates were black while approximately 10 percent of the positions in corrections were held by blacks. Very few were in upper pay grades or supervisory positions. Also, in September of 1974, DCOR reported that out of a work force of 2,061, there were 505 females. Three were in top administrative positions, two were program coordinators, and two state coordinators. Approximately 329 were in strictly supportive roles. There is only one women's prison, but analysis shows that many positions, not dealing with institutional work, also held a disproportionately low ratio of women. Of the total employees in any type of decision/policy making position, 95 were female and 674 were male. There are no females on the career ladder committee or on the Parole-Probation Committee. Two suits are pending against DCOR for sex discrimination charges.

The only formal DCOR policy on the hiring of ex-offenders states, "No person who has been convicted of a crime involving moral turpitude shall be employed in any custodial or supervisory capacity in any state or county institution." Any ex-offender employed by DCOR must be approved by the Commissioner after receipt of a formal letter indicating the ex-offender's history and the reason for employing him.

Since January 1974, State Merit System applications do not inquire as to past arrests or convictions. The only disqualification occurs if the applicant has an offense that relates directly to the job, and this is determined only by interview. The Merit System provides no other direction regarding the hiring of ex-offenders.

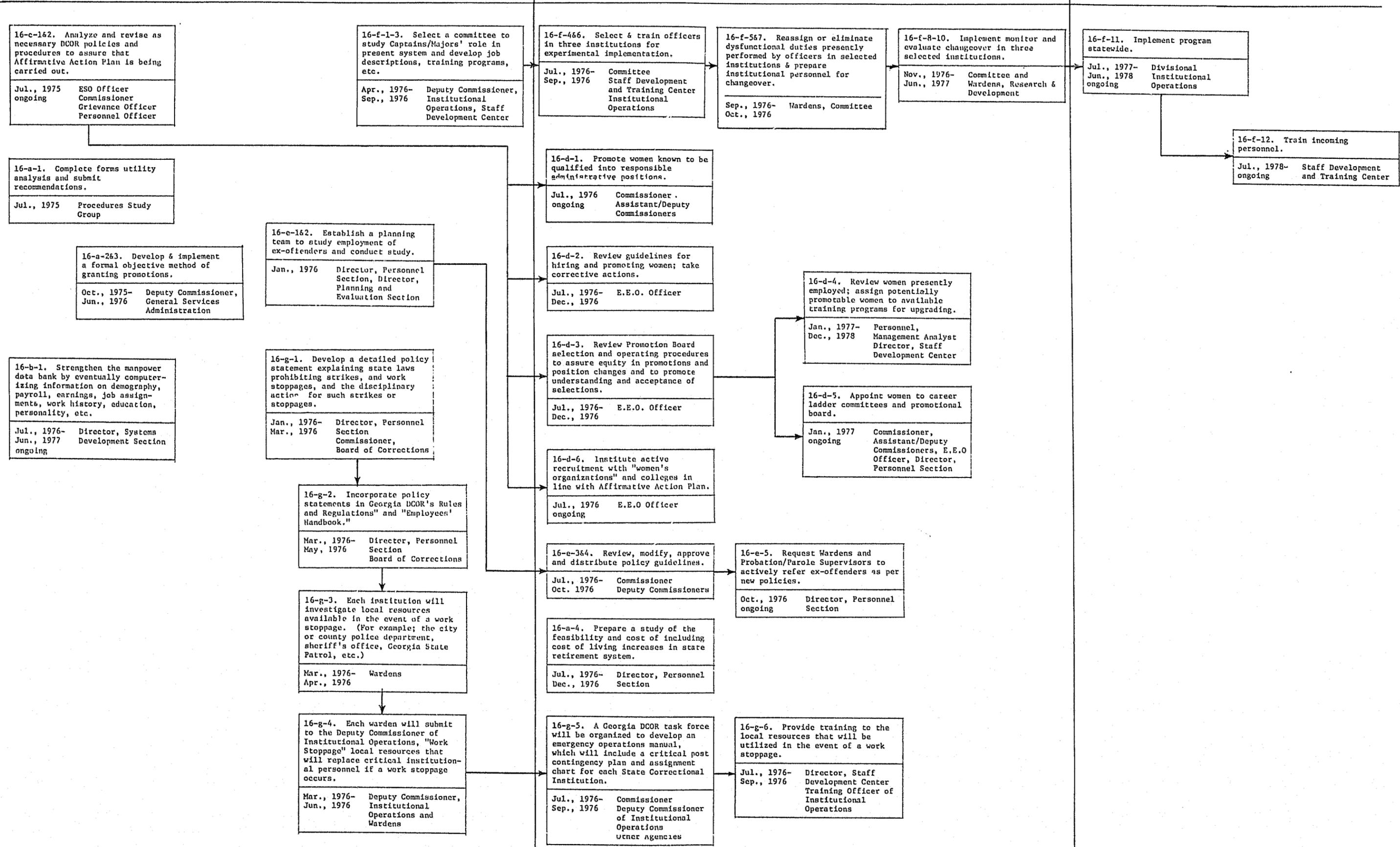
New DCOR personnel practices regarding the hiring of ex-offenders have been approved by the Board of Corrections and sent to the Secretary of State for certification. These state that inmates who have not received discharge and ex-offenders convicted of a crime involving moral turpitude

can serve in any position except supervising inmates. Other ex-offenders and discharged inmates can be hired into any position after a period of demonstrated rehabilitation.

DCOR, as yet, has not prepared a formal campaign promoting the training, orientation, or hiring of ex-offenders. At this time, DCOR personnel estimate that four to eight ex-offenders convicted of felonies and 100 to 150 persons who have been convicted of lesser crimes are employed by DCOR. Job classes for ex-offenders have not been developed, and ex-offenders were not included in the most recent Affirmative Action Plan.

Thus, some efforts have been directed at responding to employee needs and eliminating employee dissatisfaction and toward the more complete implementation of the Affirmative Action Plan in employment practices. However, much remains to be done before anything approaching a comprehensive personnel recruitment and development program can be said to exist.

Another potential problem area related to personnel practices to which the Department has not addressed itself is that of work stoppages in correctional institutions. The Department has not stated its policy on strikes nor set up a central plan for handling work stoppages. An emergency notification procedure for crisis situations is in existence, but this procedure was not developed specifically for dealing with work stoppages. Georgia law does prohibit strikes by public employees and defines the inciting of strikes by outside interest groups as a misdemeanor.



- I. Number 16-a
- II. Title Improve Personnel Practices Related to Retaining Staff
- III. Problems
1. Limited data are available on workload distribution for employee classifications.
 2. An annuity and equity system is not included in the Employee's Retirement System.
 3. There are no provisions in the employee's pension plan for salary increases to accompany cost of living increases.
 4. State fiscal resources are not as flexible as the private sector and salaries do not sufficiently reflect pay equivalent to private sector jobs.
 5. Professional staff reflect a view of under or incorrect utilization.
 6. There is no formal method of granting promotions based on past performance and objective promotion criteria.
- IV. To reexamine and revise personnel practices to create a favorable organizational climate and eliminate causes of employee dissatisfaction in order to attract and retain capable and dedicated staff.
- V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Complete forms utility analysis and submit recommendations for reduced paperwork and standardized forms.	Nov. 1975	Jul. 1975	Procedures Study Group
2.	Develop a formal objective method of granting promotions.	Oct. 1975	Jun. 1976	Deputy Commissioner, General Services Administration
3.	Institute promotion program.	Jul. 1976	On- going	Commissioner
4.	Study the feasibility and cost of including cost of living increases in state retirement system.	Jul. 1976	Dec. 1976	Director, Personnel Section

VI. Resources Required

The requirements of this Plan Abstract can be accomplished with existing resources.

- I. Number 16-b
- II. Title Develop an Improved Manpower Data Base
- III. Problems
1. Georgia DCOR lacks a statewide correctional manpower profile.
 2. Georgia DCOR lacks a system of information on needed role changes of correctional staff.
- IV. To develop a computerized data base that will provide comprehensive information on Georgia DCOR manpower capabilities and needs, so that more responsive staff activities and training programs can be developed.
- V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Strengthen the manpower data bank by eventually computerizing information on demography, earnings, job assignments, work history, education, personality, etc.	Jul. 1976	Jun. 1977 On-going	Director, Systems Development Section

VI. Resources Required

Total Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
1		\$4,000	\$4,000	\$4,000	\$4,000	\$4,000
Total		\$4,000	\$4,000	\$4,000	\$4,000	\$4,000

Miscellaneous The resources required for Task 1 are for the purchase of computer programs needed to strengthen the manpower data bank.

I. Number 16-cII. Title Increase Minority Recruitment and EmploymentIII. Problems

1. Minorities represent a significantly higher proportion of the offender population than minorities do of the correctional personnel.
2. There is a need for more minority personnel in positions of authority and guidance over minority inmates.
3. There is an obvious lack of minority representation in responsible administrative positions.

IV. Objective

To implement the Affirmative Action Plan more strongly in order to recruit and employ more minorities for all positions, to fulfill Affirmative Action obligations, and to prevent withdrawal of federal funds due to discrimination.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Analyze DCOR policies and procedures and assure that the Affirmative Action Plan is being carried out.	Jul. 1975	On- going	EEO Officer Commissioner Personnel Officer
2. Revise policies and procedures to remain consistent with Affirmative Action Plans and revisions.	Jul. 1975	On- going	EEO Officer Commissioner Personnel Officer

VI. Resources Required

Tasks 1 and 2 will be accomplished by the present EEO Officer and existing resources.

- I. Number 16-d
- II. Title Increase Female Employment Promotions
- III. Problems

1. There are fewer females in administrative and decision-making positions than males.
2. There are many positions not dealing with institutional work where women are not equally employed.
3. There are no recruitment programs of any kind for females except for specific positions.
4. There are no females on the career-ladder committee nor on the Parole Probation Committee.
5. Representatives of female minorities on Promotion Boards is not a general practice and females are seldom considered in selecting Promotion Boards.
6. In other than women's facilities, the female correctional officers operate more in actual custodial duties.

IV. Objective

To recruit and employ more women for all types of positions in the Department and to make certain qualified women are given equal consideration for responsible administrative positions in order to assure no discrimination or unreasonable obstacles to the employment of women in correctional work.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Promote women known to be qualified into responsible administrative positions.	Jul. 1976	On-going	Commissioner Assistant/Deputy Commissioners
2.	Review guidelines for hiring and promoting women; make corrective amendments.	Jul. 1976	Dec. 1976	EEO Officer

V. Implementation (continued)

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
3.	Review Promotion Board selection and operating procedures to assure equity in promotions and position changes for females.	Jul. 1976	Dec. 1976	EEO Officer
4.	Review women presently employed; assign potentially promotable women to available training programs for upgrading.	Jan. 1977	Jul. 1978	Personnel Management Analyst Director, Staff Development Center
5.	Appoint women to career-ladder committees and Promotion Boards.	Jan. 1977	On- going	Commissioner Assistant/Deputy Commissioners EEO Officer Director, Personnel Section
6.	Institute active recruitment with women's organizations and colleges in line with Affirmative Action Plan.	Jul. 1976	On- going	EEO Officer

VI. Resources Required

The requirements of the plan abstract can be accomplished with existing resources.

- I. Number 16-e
- II. Title Recommend Policy Guidelines for Recruiting and Employing Ex-offenders
- III. Problems
1. The Department has a rule restricting employment of ex-offenders. No affirmative hiring policy exists.
 2. The Merit System gives no direction to state agencies regarding hiring of ex-offenders.
 3. The State Attorney General's opinion of October 1974 suggests ex-offender employment is permitted if not to a "civil office", but no clear definition of "civil office" exists.
 4. There is no formal recruitment program to promote the hiring of ex-offenders.
 5. No specialized orientation, training, or career development programs exist for ex-offenders hired into DCOR.
 6. New Merit job descriptions for "ex-offender trainers" are not currently feasible because of budget limitations.
 7. No effort is underway to create special job classes for ex-offenders nor to recruit them for specific job classes.

IV. Objective

To analyze and recommend a specific set of policy guidelines that will clarify responsibilities and procedures for recruiting and employing ex-offenders in order to encourage such employment.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Establish a planning team.	Jan. 1976		Director, Personnel Section Director, Planning and Evaluation Section
2. Conduct a study to analyze employment of ex-offenders and recommend policies.	Jan. 1976	Jun. 1976	Commissioner Deputy Commissioners

V. Implementation (continued)

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
3.	Review, modify, approve and formalize policy guidelines.	Jul. 1976	Sep. 1976	Commissioner Deputy Commissioners
4.	Distribute guidelines.	Oct. 1976	Oct. 1976	Director, Planning and Evaluation Section
5.	Request Wardens and Probation/Parole Supervisors to actively refer ex-offender applicants as per new policies.	Oct. 1976	On- going	Director, Personnel Section

VI. Resources Required

The requirements of this plan abstract can be accomplished with existing resources.

- I. Number 16-f
- II. Title Transfer Correctional Captains and Majors to Program Administration Positions

III. Problems

1. Correctional Captains and Majors are presently used ineffectively in militaristic functions no longer appropriate to modern corrections.

IV. Objective

To develop a professional cadre of correctional program managers and phase out limited scope positions in order to increase institutional mid-level management capabilities.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Select a committee to study Captains/Majors role in present system.	Apr. 1976		Deputy Commissioner Institutional Operations
2. Develop job descriptions, responsibilities, paygrade etc. for new functions.	Apr. 1976	Jun. 1976	Committee
3. Develop training program to prepare officers for new functions.	Jul. 1976	Sep. 1976	Director, Staff Development and Training Center
4. Select officers at three institutions for experimental implementation.	Jul. 1976	Sep. 1976	Committee Staff Development and Training Center
5. Reassign or eliminate dysfunctional duties presently performed by officers.	Sep. 1976	Oct. 1976	Wardens Committee
6. Train Correctional Officer Majors and Captains.	Sep. 1976	Oct. 1976	Director, Staff Development and Training Center
7. Prepare and orient institutional personnel for changeover.	Oct. 1976	Oct. 1976	Wardens

VI. Implementation (continued)

16-f

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
8. Implement changeover in three selected institutions.	Nov. 1976	Sep. 1977	Committee Wardens
9. Monitor changeover.	Jan. 1977	May 1977	Deputy Commissioner, Research and Development Division
10. Evaluate changeover.	May 1977	Jun. 1977	Deputy Commissioner, Research and development Division
11. Implement program statewide.	Jul. 1977	Jun. 1978 Ongoing	Deputy Commissioner, Institutional Operations Division
12. Train incoming personnel.	Jul. 1978	On-going	Director, Staff Development Center

VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
3	\$2,000					
6		\$8,000	\$16,000	\$2,000	\$2,000	\$2,000
Total	\$2,000	\$8,000	\$16,000	\$2,000	\$2,000	\$2,000

Training Task 6 will require training all Correctional Officers and Majors in new job functions during FY's 1977 and 1978. Continuous refresher training is required for FY's 1979, 1980 and 1981. Task 3 will require the development of training materials by a consultant.

- I. Number 16-g
- II. Title Develop Policies and Procedures for Responding to Work Stoppages

III. Problems

1. Although prohibitive legislation exists which outlines disciplinary action for striking state employees and for those encouraging state employees to strike, Georgia DCOR has no written policy covering these areas.
2. Georgia DCOR has no clear cut plan outlining how institutions should respond to work stoppages.

IV. Objectives

To develop policies and procedures for dealing with employees engaging in work stoppages or strikes and for continuing correctional operations in the event that such stoppages occur.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Develop a detailed policy statement explaining state laws prohibiting strikes and work stoppages, and the disciplinary actions for such strikes or stoppages.	Jan. 1976	Mar. 1976	Director, Personnel Section Commissioner Board of Corrections
2. Incorporate policy statements in Georgia DCOR's Rules and Regulations and Employees' Handbook.	Mar. 1976	May 1976	Director, Personnel Section Board of Corrections
3. Investigate local resources that would be available in the event of a work stoppage, for example, the city or county police department, sheriff's office, Georgia State Patrol, etc.	Mar. 1976	Apr. 1976	Wardens of the State Correctional Institutions

V. Implementation (continued)

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
4.	Submit to the Deputy Commissioner of Institutional Operations local resources that will replace critical institutional personnel if a work stoppage occurs.	Mar. 1976	Jun. 1976	Wardens of the State Correctional Institutions Deputy Commissioner, Institutional Operations
5.	Organize a DCOR task force to develop an emergency operations manual, which will include a critical post contingency plan and assignment chart for each State Correctional Institution.	Jul. 1976	Sep. 1976	Commissioner Deputy Commissioner, Institutional Operations Other Agencies
6.	Provide training to the local resources that will be utilized in the event of a work stoppage.	Jul. 1976	Sep. 1976	Director, Staff Development Center Training Officer, Institutional Operations

VI. Resources Required

No additional facilities, staff or equipment are anticipated at this time. Additional training for local resource personnel will be required, but no costs are anticipated.

CHAPTER 17

MANPOWER DEVELOPMENT

CHAPTER 17. MANPOWER DEVELOPMENT

Introduction

Chapter 17 focuses on the offender from pre-trial status through ultimate discharge from the correctional system. The chapter deals with developing management through management training, staff participation, increased educational opportunities, internships, written management policies, and management career ladders. DCOR's responsibility to develop these areas is based on the goal of providing staff capable of managing the operations of the Department in a manner which will fulfill the Department's mission of returning the ex-offender to the community as a productive, law-abiding citizen.

Present Situation

The Georgia State Board of Corrections recognized in the 1971 Law Enforcement Action Grant Plan that "correctional employee training" is essential to "increase effectiveness of corrections and rehabilitation".

Within the Department, the responsibility for both pre- and in-service training programs falls to the Staff Development Section which is under the Deputy Commissioner for Research and Development. Most of the formalized training, including the mandatory Orientation Training Program required for all non-clerical personnel, is conducted at the Staff Development Center on the University of Georgia campus in Athens. No annual minimum in-service training is required after the initial 120-hour Orientation Training Program, but specialized programs are offered to the staff.

The Staff Development Section offers an LEAA-funded Graduate Work-Study Program to provide selected employees with the opportunity to obtain a Master's Degree in Rehabilitation Counseling at either Georgia State University or the University of Georgia. This course includes training in conflict resolution, psychology, group dynamics, human relations, and interpersonal communication. Leaves of absence for educational purposes may be granted by the Department. Also, the Department offers an intern program for those students currently engaged in academic programs who are not employees. Projects are designed by the Divisions and matched with appropriate students, but no evaluation of this program has been made to determine if interns later enter the criminal justice field.

While specialized in-service programs of varying content are available, DCOR lacks a formal, systematic management training program containing a central management philosophy or theme. More emphasis, in particular, would be appropriate in the areas of human relations, employer management relations, collective bargaining, and offender-management relations.

Additional emphasis also should be given to the concept of participatory management. Currently, no written or verbal Department-wide policy exists which defines employee input or participation in the goal-setting process. The acceptance of participatory management is the prerogative of the individual manager. Although to some extent staff members are involved in decision making and problem solving through task forces and committees, participatory management is still the exception rather than the rule.

Some encouraging tendencies in keeping with the new management principles include the elimination of specialization and the encouragement of cross-training, even though, at this time, staff movement from traditional roles is still somewhat limited. Also, the Department's promotional policy is based on agency need rather than an intentional program of promotion involving systematic evaluation of employee progress. However, the policy of utilizing departmental and regional promotion boards for filling vacant positions of pay Grades 15 and above adds equity and legitimacy to the promotional process.

The need for additional training in human relations and communications skills is crucial to the area of intradepartmental employee-management relations. Presently, there is no continuing evaluation of the staff's interpersonal competence, and training in the area of collective bargaining has been minimal. Personnel grievance investigation procedures are the responsibility of the State Coordinator for Internal Affairs who administers in accordance with State Personnel Board regulations. Offenders are not included in Staff Development Center programs, but they are allowed limited participation in the management process through the councils of five elected offenders which serve for three-month terms at each correctional institute as part of the recently enacted grievance procedure.

17-a-1. Establish an annual minimum in-service training requirement beyond Orientation Training Program.

Oct., 1975 Board of Corrections

17-e-1&2. Employ a Training Officer II and design and provide a course in communications skills.

Apr., 1976- Director, Staff
Jan., 1977 Development Center

17-a-3. Design and provide a 20-hour course in relations with minority groups and the disadvantaged.

Jul., 1977- Training Officer II,
Jan., 1978 Staff Development Center

17-a-2. Employ 6 training staff.

Jan., 1976- Staff Development
Mar., 1976 and Training Center

17-e-4. Design and provide a course in labor organization and collective bargaining.

Dec., 1977- Training Officer II,
Jun., 1978 Staff Development Center

17-a-3&6. Prepare an in-depth job assessment for each job classification in DCOR, and develop and implement specialized training programs for each classification.

Jan., 1976- Personnel, and Staff
Jun., 1979 Development and ongoing Training Center

17-a-7. Purchase and maintain three mobile units for implementation of Training Programs.

Jul., 1976- Staff Development
Sep., 1976 and Training Center

17-e-5. Adapt present human relations programs for non-managerial employees into a program to be presented in the employee-employer context.

Jan., 1977- Training Officer II,
Jun., 1977 Staff Development Center

17-a-4&5. Develop and implement a 40-hour specialized training program for Probation/Parole Supervisors and Counselors.

Apr., 1976- Staff Development
Jul., 1976 and Training Center ongoing

17-b-1. Identify the number of employees who would qualify for Bachelor's and Master's Work Study.

Jan., 1976- Director, Personnel
Apr., 1976 Section, Coordinator of Employee Education

17-b-5. Conduct a feasibility study of an educational incentive program.

Jan., 1977- Coordinator of
Oct., 1977 Employee Education

17-b-2&3. Establish the requirements for employees to participate in the Master's and Bachelor's Degree Work Study Program and Implement Program.

Jan., 1976- Personnel Board and
Apr., 1976 Coordinator of Employee Education

17-b-4. Establish non-degree Work Study Programs to enhance job performance of employees with Master's Degrees.

Apr., 1976- Coordinator of
Oct., 1976 Employee Education

17-b-6. Establish a method to evaluate the Governor's intern program and employ a Research Assistant I.

Sep., 1975 Deputy Commissioner,
ongoing Research and Development Division

17-b-7. Identify the Department needs for interns.

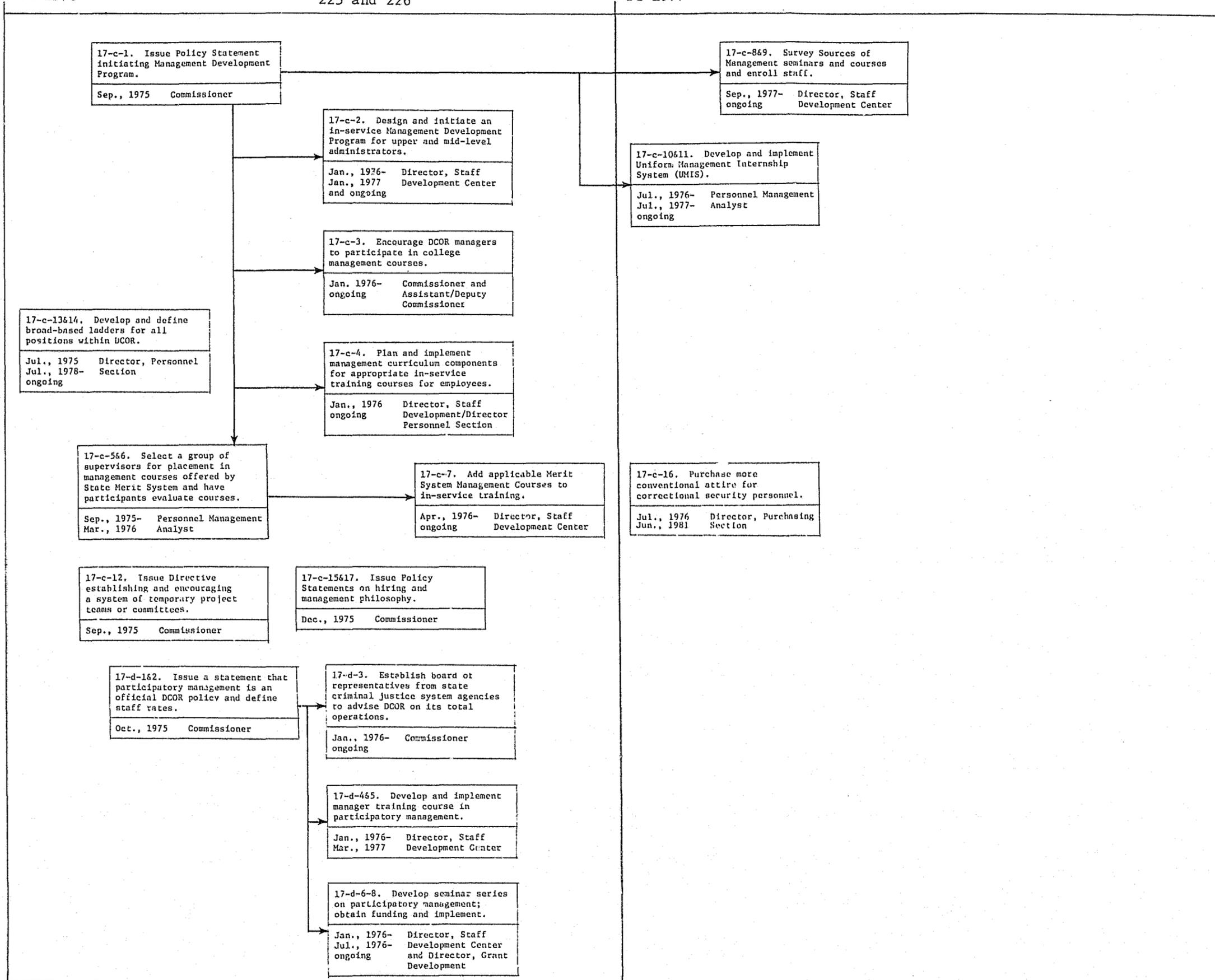
Jan., 1976- Coordinator of
Jan., 1977 Employee Education

17-b-8. Establish a proactive minority intern recruitment effort.

Jul., 1976- Coordinator of
Jan., 1977 Employee Education

17-b-9. Establish and evaluate a pilot co-op project for 16 students.

Jan., 1977- Coordinator of
Jun., 1981 Employee Education



I. Number 17-a

II. Title Expand Training Capabilities

III. Problems

1. Specific staff skills and technical training needs to be expanded.
2. On-the-job training is informal, inconsistent and uncoordinated.
3. The scope of the present work-study program is limited to personnel performing counseling functions.
4. There are limited incentives for employees to continue higher education.
5. There is a lack of specialized training for Probation/Parole Supervisors.
6. One and two (above) cannot be impacted without additional mobile training units.
7. There are no annual minimum in-service training requirements for DCOR personnel.

IV. Objective

To expand DCOR training capabilities and educational opportunities in order to increase staff skills, competency and service delivery.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Establish an annual minimum in-service training requirement beyond the Orientation Training Program.	Oct. 1975		Board of Corrections
2. Employ staff (six positions)	Jan. 1976	Mar. 1976	Staff Development and Training Center
3. Prepare an in-depth job assessment for each job classification in DCOR (begin with Parole Supervisor and Counselor).	Jan. 1976	Jun. 1978	Personnel Section Staff Development and Training Center

V. Implementation (continued)

17-a

<u>Tasks</u>	<u>Complete</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
4. Based on (3), develop and annually update 40 hours specialized training programs for Probation/Parole Supervisors and Counselors.	Apr. 1976	Jun. 1976	Staff Development and Training Center
5. Implement (4) as third week of Orientation Training Program at Athens Staff Development Center.	Jul. 1976	On-going	Staff Development and Training Center
6. Based on (3), develop and implement annually a formalized on-the-job training program and specialized training programs for each job classification (eight classifications per year).	Jul. 1976	Jun. 1979 Ongoing	Staff Development and Training center Divisional Training Officer
7. Purchase and maintain three mobile units at \$44,000 each.	Jul. 1976	Sep. 1976	Deputy Commissioner, Research and Development Division

V. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
2		\$31,260	\$68,772	\$75,699	\$83,214	\$91,536
4	\$2,000	500	500	500	500	500
6		17,000	22,000	24,000	18,000	18,000
7		176,000	6,000	6,000	6,000	6,000
	\$2,000	\$224,760	\$97,272	\$106,199	\$107,714	\$116,036

Staff Task 2 will require three Training Officers II (pay grade 16) to operate the mobile vans, one Training Officer III (pay grade 18), one Education Media Specialist (pay grade 16) and Training Officer III (pay grade 18).

Equipment Task 7 calls for the purchase of three mobile training units plus annual maintenance and modification at \$44,000 each, and \$1,000 monthly operation cost per van.

VI. Resources Required (continued)

17-a

Training Tasks 4 and 6 will require \$1,000 per job classification for training materials, media packages, etc., and \$250 annually for updating and modifying these materials. All other training costs will be borne by existing staff and facilities except Staff and Equipment above.

Miscellaneous All costs for this standard will be provided through a federal training grant.

- I. Number 17-b
- II. Title Expand Intern and Work Study Programs
- III. Problems

1. The work study program is only for employees who qualify to obtain a Master's Degree in Rehabilitation Counseling at either the University of Georgia or Georgia State University.
2. There is no follow-up method to evaluate whether persons participating in the intern program go into the criminal justice field.
3. There is no special minority recruitment effort for the intern program.

IV. Objective

To expand the work study program in order to permit employees to obtain degrees in programs other than Rehabilitation Counseling. To develop and implement a minority recruitment plan for the intern program in order to encourage minorities to enter the criminal justice field, and to identify the percent of interns who enter the criminal justice field.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Identify the number of employees who would qualify for Bachelor's and Master's Work Study programs in degree fields of interest to the Department.	Jan. 1976	Apr. 1976	Director, Personnel Section Coordinator of Employee Education
2. Establish the requirements for employees to participate in the Bachelor's Degree Work Study program.	Jan. 1976	Apr. 1976	Personnel Board Coordinator of Employee Education
3. Establish work study programs with participating universities to satisfy degree needs of Department.	Apr. 1976	Oct. 1976	Coordinator of Employee Education
4. Establish non-degree work study programs to enhance job performance of employees with Master's Degrees.	Apr. 1976	Oct. 1976	Coordinator of Employee

V. Implementation (continued)

17-b

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
5.	Conduct a feasibility study of an educational incentive program for work study and independent study leading to an associate, bachelor's or master's degree.	Jan. 1976	Oct. 1976	Coordinator of Employee Education
6.	Establish a method to evaluate the intern program on an on-going basis and employ a Research Assistant I to perform the evaluation.	Sep. 1975	On-going	Deputy Commissioner, Research and Development Division
7.	Identify the Department needs for interns, including work assignments, job descriptions, and standards for participation, and match these needs with colleges providing these types of training and students in need, to better satisfy the Department, Faculty and Student needs.	Jan. 1976	Jan. 1977	Coordinator of Employee Education
8.	Establish a proactive minority intern recruitment effort via contacting college placement offices in the state, with emphasis on those with large minority groups.	Jul. 1976	Jan. 1977	Coordinator of Employee Education
9.	Establish and evaluate a pilot coop project for 16 students to work for three months as correctional officers and aides and attend college for three months.	Jan. 1977	Jun. 1981	Coordinator of Employee Education

VI. Resources Required

17-b

Total Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
1-5, 7-8	\$4,890	\$10,758	\$11,834	\$13,017	\$14,319	\$15,750
6	6,450	9,460	10,406	11,446	12,591	13,850
9			25,248	55,920	61,088	67,200
Total	\$11,340	\$20,218	\$47,488	\$80,383	\$87,998	\$96,800

Staff A Training Officer II will be required to assist the Coordinator of Employee Education implement the expanded work study and intern programs (Tasks 1-5, 7 and 8). A Research Assistant I will be required to establish the intern evaluation effort and perform the evaluation (Task 6). The costs of 16 Co-ops at pay grade 11 are required for Task 9.

CONTINUED

3 OF 4

I. Number 17-c

II. Title Develop Professional Correctional Management

III. Problems

1. DCOR does not presently operate a formal, systematic, management training program.
2. A management theme is absent from the official policy manual.
3. No formal policy providing for employee input in goal setting presently exists.
4. No official policy exists on delegation of authority and use of employee suggestions. Managerial prerogative prevails.
5. No official policy exists regarding the handling of special organizational problems.
6. No policy exists on the elimination of visible rank or status distinctions, e.g., uniforms.
7. No formal Career Development program exists.
8. Employee morale is affected adversely by having only limited involvement in goal setting and work task development.

IV. Objective

To develop correctional management through (1) an employee suggestion program, (2) a management training program, (3) a management intern system, (4) employee team/committees, (5) a career ladder program, (6) hiring policies, (7) elimination of unnecessary employee status distinctions, and (8) official policy statements regarding management practices and development in order to improve administration and administrative flexibility and to stimulate employee participation in and appreciation of management decision making.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Management Training and Development Program</u>			
1. Issue policy statement initiating Management Development Program.	Oct. 1975		Commissioner

V. Implementation (continued)

17-c

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Management Training and Development Program (continued)</u>			
2. Design and initiate an in-service Management Development Program for upper and mid level administrators.	Jan. 1976	Jan. 1977 Ongoing	Director, Staff Development Center
3. Encourage DCOR managers to participate in college management courses.	Jan. 1976	On-going	Commissioner Assistant/Deputy Commissioner
4. Plan and implement management curriculum components for appropriate in-service training courses for employees.	Jan. 1976	On-going	Director, Staff Development Center Director, Personnel Section
5. Select a group of supervisors for placement in management courses offered by State Merit System of Personnel Administration.	Oct. 1975	Mar. 1976	Personnel Management Analyst
6. Have participants evaluate applicability of Merit System courses to DCOR.	Nov. 1975	Mar. 1976	Director, Staff Development Center
7. Add applicable Merit System Management Courses to in-service training as part of DCOR Management Training and Development Program.	Oct. 1976	On-going	Director, Staff Development Center
8. Survey sources of management seminars and courses offered by public and private organizations.	Sep. 1977	On-going	Director, Staff Development Center

V. Implementation (continued)

17-c

<u>Task</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Management Training and Development Program (continued)</u>			
9. Select appropriate participants for seminars and courses and arrange attendance.	Sep. 1977	On-going	Personnel Management Analyst
<u>Management Intern System</u>			
10. Develop Uniform Management Internship System (UMIS).	Jul. 1976	Jul. 1977	Personnel Management Analyst
11. Implement UMIS. Employ five interns, provide general orientation, train at various selected facilities, graduate and assign to job.	Jul. 1977	On-going	Director, Personnel Section
<u>Use of Team/Committees</u>			
12. Issue directive establishing and encouraging a system of temporary project teams or committees.	Oct. 1975		Commissioner
<u>Career Ladder Development</u>			
13. Develop broad-based ladders for all positions within DCOR.	Jul. 1975	Jun. 1978	Director, Personnel Section
14. Review, refine ladders.	Jul. 1978	On-going	Director, Personnel Section.
<u>Hiring Policies as Related to Management Development</u>			
15. Issue policy statements on hiring (including promotion from within, qualifications, training, and selection criteria).	Dec. 1975		Commissioner

V. Implementation (continued)

17-c

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
<u>Decrease Employee Distinctions Due to Uniforms</u>			
16. Purchase more conventional dress for correctional security personnel out of present annual uniform budget allocations.	Jul. 1976	Jun. 1981	Director, Purchasing Section

General Executive Policy Statements Regarding
DCOR Management

17. Issue policy statements regarding management policies within DCOR, including encouragement of professional behavior, styles of management, delegation of responsibility/authority, and record keeping on Managerial Training and Development.	Dec. 1975	Commissioner
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VI. Resources RequiredTotal Estimated Cost

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
9			\$3,000	\$3,000	\$3,000	\$3,000
10-11			<u>54,000</u>	<u>59,400</u>	<u>65,340</u>	<u>71,874</u>
Total			\$57,000	\$62,400	\$68,340	\$74,874

Staff Five positions will be required at pay grade 15 for the management intern system (Tasks 10 and 11).

Training Funding at approximately \$3,000 per year will be required for participants in outside seminars and courses (Task 9).

Miscellaneous Participation of DCOR managers in college courses (Task 3) will be accomplished utilizing resources provided in Plan Abstract 17-b. Resources required for the design and implementation of in-service training courses (Task 4) for employees are provided for in Plan Abstract 17-a (Tasks 2, 3 and 5-7). Resources required for all other tasks can be satisfied by existing staff.

I. Number 17-d

II. Title Introduce and Institutionalize Participatory Management

III. Problems

1. No uniform, department-wide policy of participatory management exists. Individual management styles prevail.
2. There is no formal program of organizational development within the Department.
3. Limited evaluation of participatory management or role changes of staff exists.
4. DCOR has been in a state of continual reorganization for several years.
5. Offenders are not officially used as a resource for participatory input.
6. There is limited staff movement from traditional roles to those in keeping with new management concepts.
7. There are few linkages with other components of the criminal justice system with respect to long-range planning.

IV. Objective

To initiate and develop a participatory management system throughout DCOR in order to create an open, problem-solving environment, locate decision-making and problem-solving responsibilities close to information sources, build trust and collaborative efforts, and increase the level of individual and group responsibility in planning and implementation.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Issue a statement that participatory management is an official DCOR policy.	Oct. 1975		Commissioner
2. Issue policy statements on employee roles, utilization and autonomy under Participatory Management (including paraprofessionals).	Oct. 1975		Commissioner

V. Implementation (continued)

17-d

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
3.	Establish board of representatives from state criminal justice system agencies to advise DCOR on its total operations entitled "DCOR Criminal Justice Committee."	Jan. 1976	On-going	Commissioner
4.	Develop manager training course in Participatory Management.	Jan. 1976	Apr. 1976	Director, Staff Development Center
5.	Implement training course.	Jul. 1976	Mar. 1977	Director, Staff Development Center
6.	Develop and obtain grant for seminar series in Participatory Management.	Jan. 1976	Jun. 1976	Director, Staff Development Center Director Grant Development
7.	Employ Grant Manager/Coordinator.	Jul. 1976	Jul. 1976	Director, Staff Development Center
8.	Implement Seminar Series on Participatory Management.	Jul. 1976	Jun. 1978 Ongoing	Grant Manager/Coordinator

VI. Resources RequiredTotal Estimated Cost*

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
7 & 8		\$25,000	\$25,000	\$14,868	\$16,355	\$17,991

Staff One Grant Manager/Coordinator (pay grade 19) will be required for Tasks 7 and 8.

Training The manager training course (Tasks 4 and 5) can be developed and implemented using existing resources. A federal (or other) grant will be required for the seminar series (Tasks 7 and 8).

Miscellaneous Resources required for Tasks 1, 2, 3 and 6 can be provided by existing DCOR staff.

* Salary for Grant Manager/Coordinator and eight seminars are provided by the grant during FY77 and 78. Salary for this staff member must be provided out of DCOR funds for FY79 through 81.

I. Number 17-e

II. Title Establish Formal Management Training Programs

III. Problems

1. The area of labor-offender-management relations does not receive adequate attention in the DCOR in-service training programs.
2. DCOR has no systematic or continuing evaluation of all personnel on their interpersonal competence and human sensitivity.
3. The area of union organization and collective bargaining does not receive adequate attention in the in-service training programs of DCOR.

IV. Objective

To extend and/or modify the present educational program of management training in order to include material pertaining to interpersonal relations and union activities.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Employ a Training Officer II		Apr. 1976	Director, Staff Development Center
2. Design and provide a 20 hour course in communication skills for all levels of management personnel.	Jul. 1976	Jan. 1977	Training Officer II, Staff Development Center
3. Design and provide a 20 hour course in relations with minority groups and the disadvantaged.	Jul. 1977	Jan. 1978	Training Officer II, Staff Development Center
4. Design and provide a course in labor organization and collective bargaining.	Dec. 1977	Jun. 1978	Training Officer II, Staff Development Center
5. Adopt present human relations programs for non-managerial employees into a program to be presented in the employee-employer context.	Jan. 1978	Jun. 1978	Training Officer II, Staff Development Center

VI. Resources RequiredTotal Estimated Costs

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
1	\$2,690	\$11,834	\$13,017	\$14,319	\$15,750	\$17,375
2		32,420				
3			32,420			
4			32,420			
5			2,885			
Total	\$2,690	\$44,254	\$80,742	\$14,319	\$15,750	\$17,375

Staff A Training Officer II will be employed in Task 1 to perform Tasks 2-5.

Training Costs for Tasks 2, 3 and 4 include per diem for staff members attending courses plus training package development costs. Task 5 costs include only per diem for the trainer and development costs. In Tasks 2, 3 and 4, assumptions include six three-day sessions with 120 staff members in attendance at each session.

CHAPTER 18

RESEARCH AND DEVELOPMENT

CHAPTER 18. RESEARCH AND DEVELOPMENTIntroduction

As with the previous three chapters, Chapter 18 is concerned with the offender from pre-trial status through ultimate discharge from the correctional system. The chapter discusses the development of a satisfactory system of corrections information, data analysis, short and long-range planning, and Departmental evaluation. DCOR's responsibility is based on the goal of increasing Departmental knowledge and information feedback in order to more effectively accomplish the mission of returning the ex-offender to the community as a productive, law-abiding citizen.

Present Situation

DCOR has tended to respond to problems in a reactive rather than proactive and systematic fashion. However, in the past two years, steps have been taken to develop plans, programs and procedures that lend themselves to implementation.

Since DCOR planning has concentrated on projects of short-term priority; monitoring, documentation of progress, and feedback have been non-systematic and limited. The Department's Annual Report has been primarily a public relations document--not a performance-based evaluation of progress toward measurable objectives. The main assessment of progress has been through the interim and final program evaluation reports developed by the Planning and Evaluation Section of the Research and Development Division and through periodic staff review of custodial and programmatic operations.

In 1974, DCOR began development of a six-year Masterplan. Department goals and objectives have been reviewed and compared with the standards and goals of the National Advisory Commission on Criminal Justice Standards and Goals for compatibility. The intentions are for the Masterplan to address 87 of the 129 correctional standards of National Advisory Commission during the six planning years.

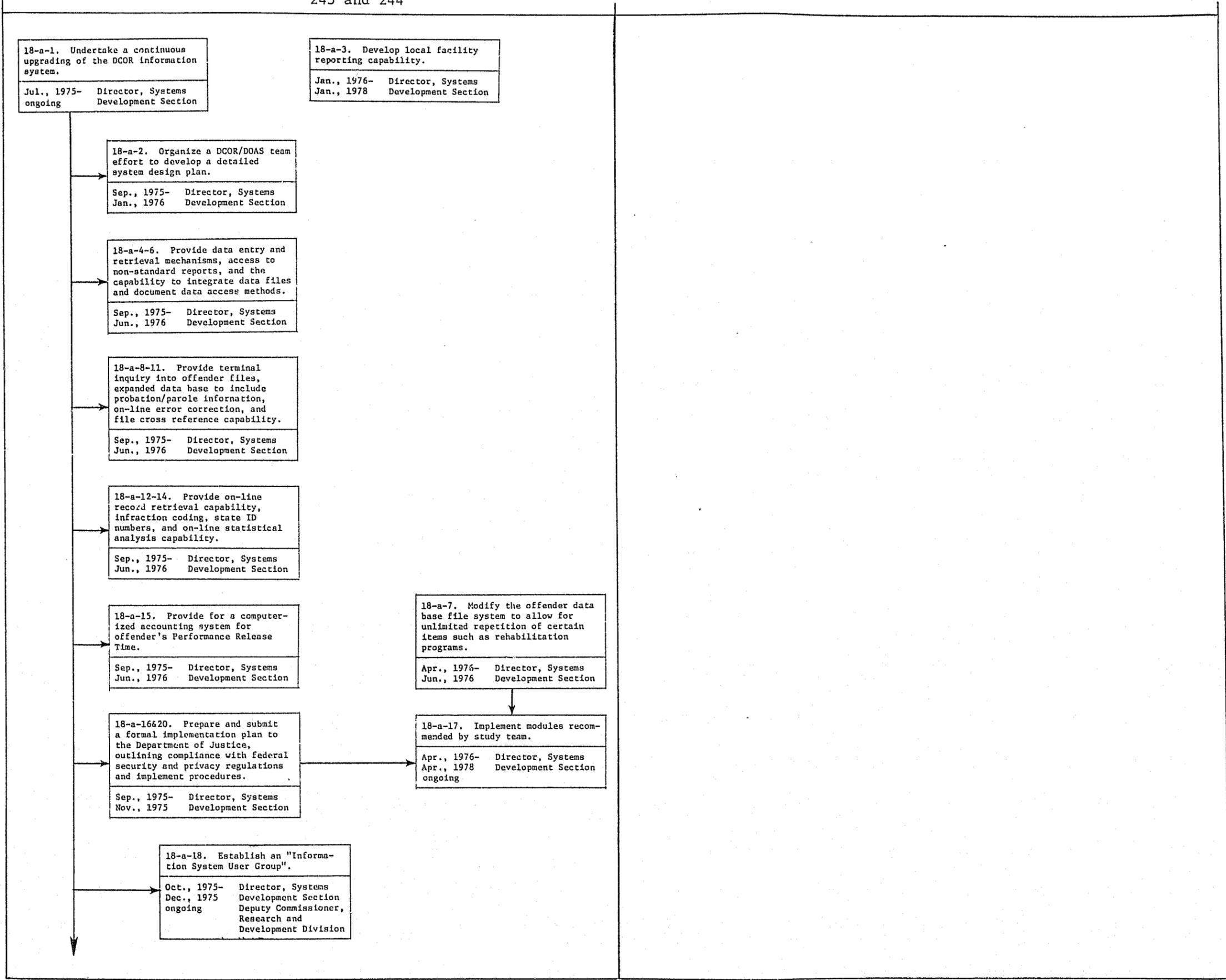
At the same time, a cost accounting system has been under development within the Department. Since 1972 budgeting has been under the "zero base" concept in which, ideally, a budget is detailed by visible levels of functional capability. Also, a project is underway to determine the amenability of offenders to treatment programs to point up those for whom planned treatment holds the highest prospect of cost effectiveness.

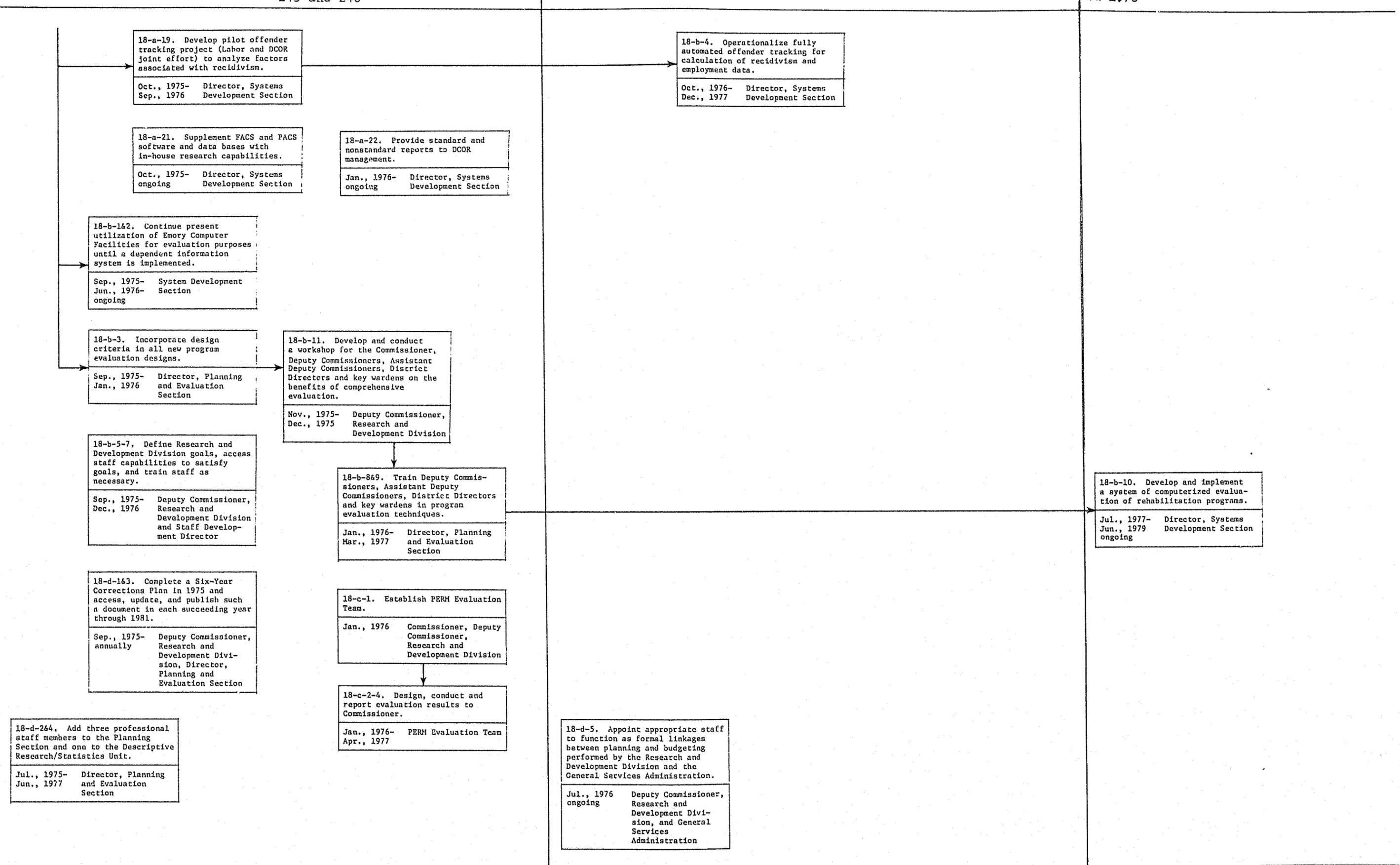
Although most DCOR programs, projects, and procedures have been developed within a short-range planning framework that, at times, has been merely crisis responsive, a number of activities now underway emphasize long-range planning. These activities are limited, however, by the existing information system. The Department has an information system which provides two types of data: offender information and administrative information. The program pertaining to offender information is the Offender Master Record which includes demographic, psychological, criminal history, rehabilitative, and administrative information on inmates. Administrative information is provided by two programs, the Personnel Accounting Control System (FACS) and the Fiscal Accounting and Control System (FACS).

The computer facilities, programming and system operation are provided by the Georgia Department of Administrative Services (DOAS). DCOR gathers and codes data, analyzes program output, and makes operational decisions based upon available data. Because DOAS computer operation is oriented toward general government use rather than research demands, some of DCOR's data processing needs are accommodated by the Emory University Computer Center. Furthermore, PACS and FACS are systems designed to help all State agencies; they do not have the capability to provide all of the types of analyses which DCOR requires in order to make the most efficient use of its manpower and funds.

Certain inmate data which is available from the Offender Master Record is compiled monthly into a report known as the "Research Tape". This report has been useful, but its potential has been limited by the fact that institutional and program reporting is not standardized, and that many errors are present. Also, very little historical data is retained in the Offender Master Record because of program design limitations.

Neither the administrative information system nor the inmate information system allow the types of analyses needed to meet present and future management and research needs. The current systems do not provide point-in-time data analysis, period-in-time reports, automatic notifications, nor statistical-analytical relationships. Consequently, limitations exist in the Department's capability for offender accounting, administrative management decision making, ongoing research and responding to ad hoc inquiries. The two major evaluation criteria that have been adopted by the Department, recidivism and post-release employment, can be measured only minimally with the currently available information systems.





I. Number 18-aII. Title Develop a Comprehensive Correctional Information and Data Analysis SystemIII. Problems

1. The Personnel Accountive Control System (PACS) and Fiscal Accounting Control System (FACS) don't have the capability of providing analyses needed for the most efficient use of manpower and funds.
2. Current DCOR data files operated under the Department of Administrative Services' computer meet general government demands, but not DCOR's unique research and management needs which require in-house, on-site processing.
3. Non-uniform offender and program data reporting from local correctional facilities causes the offender's master record to be inaccurate and incomplete which limits program evaluation.
4. Lack of software to fully use currently stored data doesn't allow the Department's information system to provide for (1) offender accounting, (2) administrative/management decision making (3) departmental research and (4) rapid response to Ad Hoc inquiries.
5. Measures used to determine the confidentiality of offender personal data are limited.
6. Little historical data on offenders is retained due to system design limitations (fixed-length records) which reduces capability for period-in-time reporting and decision making based on these reports.
7. Faulty routines result in annual statistical report errors such as statistics that do not match manual records.
8. Point-in-time net results, period-in-time reports, automatic notification, and statistical-analytical relationships are restricted because of the design and maintenance of the present DCOR information system.
9. Justification for treatment expenditures require more comprehensive analytical design and data manipulation than is presently available.

IV. Objective

To develop a dynamic correctional information system under the control of DCOR in order to fully meet present and future management and research needs of the Department.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Undertake a continuous upgrading of the DCOR information system.	Jul. 1975	Ongoing	Director, Systems Development Section

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<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Undertake a continuous upgrading of the DCOR information system.	Jul. 1975	Ongoing	Director, Systems Development Section

V. Implementation (continued)

18-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
2.	Organize a DCOR/DOAS team effort to develop a detailed system design plan.	Jul. 1975	Jan. 1976	Director, Systems Development Section
3.	Develop local facility capability to acquire accurate and timely information in the areas of fiscal accounting, personnel, offenders, programs and institutions.	Jan. 1976	Jan. 1978	Director, Systems Development Section
4.	Develop data entry and retrieval mechanisms which are convenient and inexpensively initiated by DCOR management support personnel.	Sep. 1975	Jun. 1976	Director, Systems Development Section
5.	Provide capability to produce non-standard reports.	Sep. 1975	Jan. 1976	Director, Systems Development Section
6.	Provide the means for integrating data files and documenting data access methods for support of basic research, program evaluations, and specific action plans.	Sep. 1975	Jun. 1976	Director, Systems Development Section
7.	Modify the offender data base file system to allow for unlimited repetition of certain items such as rehabilitation programs.	Apr. 1976	Jun. 1976	Director, Systems Development Section
8.	Provide for inquiry into offender based files via a computer terminal at central office.	Sep. 1975	Jan. 1976	Director, Systems Development Section

V. Implementation (continued)

18-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
9.	Expand the data base management system to include data from inmate and probation/parole files.	Sep. 1975	Jun. 1976	Director, Systems Development Section
10.	Provide for error correction and other updating of files via computer terminal while retaining the batch update capability.	Sep. 1975	Jun. 1976	Director, Systems Development Section
11.	Add certain cross reference files to the on-line system such as social security number or name lookup.	Sep. 1975	Jun. 1976	Director, Systems Development Section
12.	Create an on-line system to (1) identify individuals who have been in this system over an interval of five to ten years, and (2) to locate records.	Sep. 1975	Jun. 1976	Director, Systems Development Section
13.	Re-evaluate contents of offender files. Provide for adding certain items such as infraction coding, state identification number, etc., while deleting any items where quality control is not feasible.	Sep. 1975	Jun. 1976	Director, Systems Development Section
14.	Provide for interactive statistical analysis of current on-line data by Department personnel through the computer terminal.	Sep. 1975	Jun. 1976	Director, Systems Development Section
15.	Provide for a computerized accounting system for PERT (Performance Earned Release Time).	Sep. 1975	Jun. 1976	Director, Systems Development Section

V. Implementation (continued)

18-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
16.	Prepare and submit a formal implementation plan to the Department of Justice outlining compliance with federal security and privacy regulations (Order Number 601-75).	Sep. 1975	Nov. 1975	Director, Systems Development Section
17.	Implement following modules recommended by study team: -Probation/parole -On-line fiscal accounting -Variable-length offender master record -Institutional data base -Inmate counts.	Apr. 1976	Apr. 1978 Ongoing	Director, Systems Development Section
18.	Establish an Information System Users Group to review all electronic data processing studies and major developments.	Oct. 1975	Dec. 1975 Ongoing	Director, Systems Development Section Deputy Commissioner, Research and Development Division
19.	Develop pilot offender tracking project (Labor Department and DCOR joint effort) to analyze factors associated with recidivism.	Oct. 1975	Sep. 1976	Director, Systems Development Section
20.	Implement confidentiality procedures such as (a) limiting the use of data files with unique personal identifiers to DCOR staff or personnel under DCOR supervision, and (b) storing all tapes and print-outs containing unique identifiers in locked cabinets.	Sep. 1975	Jan. 1976	Director, Systems Development Section

V. Implementation (continued)

18-a

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
21.	Supplement FACS and PACS software and data bases with in-house research.	Oct. 1975	Ongoing	Director, Systems Development Section
22.	Provide standard and non-standard reports to DCOR management.	Jan. 1976	Ongoing	Director, Systems Development Section

VI. Resources RequiredTotal Estimated Costs

<u>Task</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
2,6,7,9,13	\$ 30,000S*	\$	\$	\$	\$	\$
2,6,7,9,13	117,000F	100,000F	50,000F			
8,10,11,12,14	Costs for these tasks are included in Task 2 of Plan Abstract 18-b.					
19	Costs for Task 19 are included in Task 4 of Plan Abstract 18-b.					
15	96,000F	30,000S	77,800S	82,000S	87,000S	87,000S
17	178,525S*	62,000S	124,000S	186,000S	72,000S	73,000S
17	14,000F	73,000F				
17	60,000F*					
2,6,7,9,13,15,17						
Total	\$495,525	\$265,000	\$251,800	\$268,000	\$159,000	\$160,000

Equipment Task 15 includes continuation costs of mini-computer and terminals. Task 17 includes medical services computer.

Staff Task 15 includes computer operators and data entry clerks.

Miscellaneous Tasks 2, 6, 7, 9, 13, 15 and 17 include the costs for system and application program development and computer usage charges. Initial costs of implementing Task 15 are covered in Plan Abstract 9-c, Task 16.

* Funds presently appropriated.
F=Federal Funds.
S=State Funds.

- I. Number 18-b
- II. Title Develop an Effective Program for Evaluating the Correctional System
- III. Problems
1. Effective measures of rehabilitation program success are not currently being used consistently.
 2. Rehabilitation programs currently operate without specific, written goals.
 3. Local correctional facility program reporting is not standardized.
 4. Client selection and services vary among rehabilitation programs.
- IV. Objective
- To develop an efficient and accurate system of evaluating the performance of DCOR correctional efforts/programs.
- V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Continue present utilization of Emory Computer Facilities for evaluation purposes until independent information system is implemented or until DCOR integrates its information system requirements with the Georgia Crime Information System.	Sep. 1975	Jun. 1976	Director, Systems Development Section
2. Design and operate a unified computer system with the following capabilities: (a) fully operational file editor, preferably EDT, (b) on-line access to all data files, (c) the Statistical Package for the Social Sciences, and (d) Remote Entry of Batch Jobs.	Sep. 1975	Jun. 1976 Ongoing	Director, Systems Development Section

V. Implementation (continued)

18-b

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
3. Incorporate the following five criteria in all new program evaluation designs: (a) establishment of program goals, (b) measurement of performance (cost, time, etc.), (c) measurement of goal attainment, (d) measurement of program cost-efficiency, and (e) isolation of factors accountable for program success.	Sep. 1975	Jan. 1976	Director, Planning and Evaluation Section
4. Operationalize offender tracking system for calculation of recidivism and employment data.	Oct. 1976	Dec. 1977	Director, Systems Development Section
5. Define goals, purposes, functions and responsibilities of the Research and Development Division.	Sep. 1975	Dec. 1975	Deputy Commissioner, Research and Development Division
6. Determine staff capabilities and the number of staff required to accomplish Research and Development Division goals.	Jan. 1976	Mar. 1976	Deputy Commissioner, Research and Development Division
7. Train selected Research and Development Staff in cost-accounting techniques.	Apr. 1976	Dec. 1976	Director, Staff Development
8. Train Deputy Commissioners in program evaluation techniques.	Jan. 1976	Mar. 1976	Director, Planning and Evaluation Section

V. Implementation (continued)

18-b

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
9.	Train Assistant Deputy Commissioners, District Directors and key wardens in program evaluation techniques.	Apr. 1976	Mar. 1977	Director, Planning and Evaluation Section
10.	Develop and implement a computerized evaluation methodology.	Jul. 1977	Jun. 1979 Ongoing	Director, Systems Development Section
11.	Develop and conduct a workshop for the Commissioner, Deputy Commissioners, Assistant Deputy Commissioners, District Directors and key wardens on the benefits of a "Comprehensive Strategy for Evaluation".	Nov. 1975	Dec. 1975	Deputy Commissioner, Research and Development Division

VI. Resources RequiredTotal Estimated Costs

<u>Task</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
2	\$ 4,073S*	\$111,204S	\$118,842S	\$118,842S	\$118,842S	\$118,842S
2	28,808F*					
	89,512F					
4		3,200S	4,000S	3,000S	3,000S	4,000S
4	500F*	2,000F				
	7,500F					
10				3,200S	2,200S	1,700S
10			1,700F			
2,4,						
10						
Total	\$130,393	\$116,404	\$124,542	\$125,042	\$124,042	\$124,542

* Funds presently appropriated.

F=Federal Funds.

S=State Funds.

Equipment Task 2 includes the cost of terminals, keypunch machines and remote job entry terminal.

Staff Task 2 includes coding clerks and keypunch operators.

Miscellaneous Tasks 2, 4 and 10 include the costs for system and application program development and computer usage charges.

- I. Number 18-c
- II. Title Evaluate PERM (Performance Earned Release Model)
- III. Problems

With the introduction of significant changes in corrections programs as represented by PERM, it is important to evaluate the effectiveness of these changes in terms of benefits to inmates and DCOR.

IV. Objective

To evaluate the effectiveness of PERM as a correctional model in order to determine the impact of services on offenders, the implications for DCOR management and the cost/benefit to offenders and DCOR.

V. Implementation

	<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
		<u>Start</u>	<u>Complete</u>	
1.	Establish PERM evaluation team.	Jan. 1976		Commissioner Deputy Commissioner, Research and Development Division
2.	Design evaluation approach.	Jan. 1976	Mar. 1976	PERM evaluation team
3.	Conduct evaluation of pre-trial termination and diversion programs, mentally retarded programs, PERM, and post release adjustment programs.	Apr. 1976	Mar. 1977	PERM evaluation team
4.	Report results of total PERM evaluation to Commissioner.		Apr. 1977	PERM evaluation team Director, Planning and Research PERT Project Director

VI. Resources Required

Total Estimated Cost

Total cost of the PERM evaluation will be funded by the PERM operation performance grant.

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
2,3&4	\$ 22,553	\$ 53,671	\$ 31,118	--	--	--

Staff Tasks 2, 3 and 4 require two Research Associates at pay Grade 18 and one Research Assistant at pay Grade 15.

Equipment Office supplies and equipment to support the evaluation team in Tasks 2, 3 and 4 are estimated to be \$11,289.

Miscellaneous Travel expenses for the evaluation team are estimated at \$12,600. Consultants and contracts, including a data processing consultant and the processing and storage of data, are estimated at \$10,610. The requirements of Task 1 can be satisfied by existing staff.

- I. Number 18-d
- II. Title Develop an Integrated Planning Process
- III. Problems

1. In the past DCOR has engaged sporadically in proactive planning activities, planning primarily only in response to pressing needs.
2. DCOR has no systematic process for measuring progress toward previously specified objectives.
3. DCOR lacks the descriptive/predictive research capability needed to identify key influences on the Department.
4. No formalized coordinated relationship exists between DCOR's budgeting and planning processes.

VI. Objective

To develop an operational, integrated process of long, intermediate and short-range planning that will increase the effectiveness of the administrative and operational functions of DCOR.

V. Implementation

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
1. Complete a Six-Year Corrections Plan in 1975, and update and publish the plan in each succeeding year through 1981.	Sep. 1975	Annually	Deputy Commissioner, Research and Development Division Director, Planning and Evaluation Section
2. Add one professional staff member to the Planning Section in FY76 and two in FY77.	Jul. 1975	Jun. 1977	Director, Planning and Evaluation Section
3. Develop procedures for quarterly assessment of progress toward objectives specified in Six-Year Corrections Plan.	Sep. 1975	Mar. 1976 Quarterly	Director, Planning and Evaluation Section
4. Add one professional staff member to the Descriptive Research/Statistics Unit in FY76 and two additional staff members in FY77.	Jul. 1975	Jul. 1977	Director, Planning and Evaluation Section

V. Implementation (continued)

18-d

<u>Tasks</u>	<u>Schedule</u>		<u>Responsibility</u>
	<u>Start</u>	<u>Complete</u>	
5. Appoint appropriate staff to function as formal linkages between planning and budgeting performed by the Research and Development Division and the General Services Administration.	Jul. 1976	Ongoing	Deputy Commissioner, Research and Development Division General Services Administration

VI. Resources RequiredTotal Estimated Costs

<u>Tasks</u>	<u>FY76</u>	<u>FY77</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>
1	\$ 4,000	\$ 4,000	\$ 4,000	\$ 4,000	\$ 4,000	\$ 4,000
2	10,692	35,269	38,796	42,676	46,944	51,638
4	9,780	30,318	33,350	33,685	37,054	40,759
Total	\$ 25,472	\$ 69,587	\$ 76,146	\$ 80,361	\$ 87,998	\$ 96,397

Miscellaneous Cost for Tasks 1, 2 and 4 will be provided by the LEAA planning grant. The requirements of all other tasks can be satisfied by existing resources.

CHAPTER 19

PLAN OVERVIEW

CHAPTER 19. PLAN OVERVIEW

The purpose of Chapter 19 is to provide an overview of the plans presented in the previous 16 chapters. Naturally, plans as diverse and comprehensive as those presented in this report cannot be summarized simply. The flow charts provide a diagrammatic view of the plans within each chapter. To provide an overview of the plan chapters, two techniques are utilized. First, tables of dollar costs by chapter and fiscal year provide a summary of the cost requirements for the overall plan. Second, a matrix table indicates which plans are supported by other chapters. If it becomes necessary to readjust priorities or budgets, then these tables will help to visualize the impact of a change on other plans and budgets. However, the reader should keep in mind that these impacts may affect only an element of a plan, rather than the total plan or chapter.

Table 4 presents the estimated federal funding* needed to support each chapter's plans during each fiscal year. The total federal funding for each fiscal year is also shown. It may be noted that the required federal funding generally decreases over the planning period as the State assumes responsibility for continuing the activities initiated with federal grant monies.

Table 5 presents the estimated state funding* needed to support the plan abstracts in each chapter by fiscal year. The total state funding for each fiscal year includes capital expenditures (Chapter 8). These capital expenditures represent the major cost element in the plans. With the exception of Chapter 8, total state funding for the remaining chapters tends to increase over time. Table 5 also shows the combined state and federal estimated costs for each fiscal year.

Table 6 is a matrix of the plan chapters. The entries in the cells indicate the plans in each column which are supported by the plans in each row. Thus, in the first row of the matrix (Chapter 3), the entry in the second column (Chapter 4) indicates that one or more tasks in Chapter 3 support the plan for developing diversionary programs in Chapter 4.

The matrix indicates that Chapter 18 supports the most chapters (11), followed by Chapter 9, which supports 10 other chapters. Chapter 18 is also most often supported by the other chapters (12), followed by Chapters 9 and 17, which are supported by 9 other chapters. The chapters which deal with the overall system (Chapters 16-18) would be expected to be related to most of the other chapters in the plan.

* Estimated costs included in this plan are based on FY 1975 dollars. Staff costs and ongoing operating expenses were increased ten percent per year from FY 1976 through FY 1981 to reflect annual salary and cost of living increases for staff, and inflation for operating expenses.

The matrix can also be used to anticipate the implications of failing to carry out work in one chapter on some other chapter. For example, the development of community residential programs (Chapter 7) impacts on expansion of diversionary programs in Chapter 4. Should budgetary or other considerations force a departure from the Chapter 7 plans, DCOR would need to recognize the impact this might have on the accomplishment of diversionary programs as fully as intended in Chapter 4.

The matrix can provide a useful tool to provide planning warning flags should future priorities change or elements in the plan not be accomplished as scheduled.

TABLE 4. TOTAL ESTIMATED COSTS--FEDERAL FUNDING

Chapter	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
3	\$ 98,320	\$ 51,680	--	--	--	--
4	346,488	565,000	695,000	870,000	810,000	810,000
5	4,000	--	--	--	--	--
6	101,850	--	--	--	--	--
7	513,069	868,000	815,360	--	--	--
8	--	--	--	--	--	--
9	1,007,693	1,126,641	286,202	--	--	--
10	367,579	337,579	287,579	212,579	112,579	--
11	--	--	--	--	--	--
12	--	--	--	--	--	--
13	--	--	--	--	--	--
14	--	150,000	--	--	--	--
15	--	--	--	--	--	--
16	--	--	--	--	--	--
17	2,000	249,760	122,272	106,199	107,714	116,036
18	<u>461,345</u>	<u>298,258</u>	<u>158,964</u>	<u>80,361</u>	<u>87,998</u>	<u>96,397</u>
Total Federal	\$2,902,344	\$3,646,918	\$2,365,377	\$1,269,139	\$1,118,291	\$1,022,433

TABLE 5. TOTAL ESTIMATED COSTS--STATE FUNDING

Chapter	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
3	\$ 3,900	\$ 4,900	\$ 4,900	\$ 4,900	\$ 4,900	\$ 4,900
4	--	961,886	951,959	1,047,155	1,151,871	1,267,058
5	478,522	502,479	527,603	553,983	581,682	610,766
6	--	771,420	1,324,724	1,716,029	2,005,812	2,346,385
7	812,340	3,375,985	4,448,662	6,184,624	7,403,803	8,535,129
8	2,005,000	61,535,000	58,800,000	15,000,000	31,000,000	--
9	90,450	252,218	1,417,616	1,719,612	2,112,442	2,569,344
10	981,669	1,128,021	1,856,655	4,671,314	3,398,388	4,117,637
11	453,017	482,435	563,684	607,256	654,387	695,330
12	--	500	1,000	1,600	1,600	1,600
13	--	280	--	300	--	350
14	--	2,000	--	--	--	--
15	2,000	--	--	--	--	--
16	2,000	12,000	20,000	6,000	6,000	6,000
17	14,030	64,472	185,230	171,970	188,443	207,040
18	212,598	206,404	324,642	393,042	283,042	284,542
Total State	\$5,055,526	\$69,300,000	\$70,426,675	\$32,077,785	\$48,792,370	\$20,646,081
Total State & Federal*	\$7,957,870	\$72,946,918	\$72,792,052	\$33,346,924	\$49,910,661	\$21,668,514

* Total Federal from Table 4 plus Total State from Table 5.

TABLE 6. MATRIX OF PLAN CHAPTERS

The entries indicate the plans in the column which are supported by the row chapter.

CHAPTER	3. Sentencing Information	4. Pretrial and Pre-sentence Process	5. Sentencing Equality	6. Probation, Parole and Aftercare	7. Community Residential Programs	8. Institutional Facilities	9. Classification and Treatment	10. Institutional Programs and Services	11. Women in Institutions	12. County Correctional Institutions	13. Inmate Management	14. Rights of Offenders	15. Total Releasing Authority	16. Systems Personnel Practices	17. Man-power Development	18. Re-search and Development
3. Sentencing Information	X	Diversion	Sentencing Disparity, Reduction of Fines	Community Based Services	Community Facilities and Programs	-	-	-	-	-	-	Restoration of Rights	-	-	-	-
4. Pretrial and Pre-sentence Process	-	X	Reduction of Fines	-	Community Facilities and Programs	-	-	-	Diversion For Women	-	-	-	-	-	Training of Psychometrists, and Court services workers	Evaluation
5. Sentencing Equality	-	-	X	-	-	-	Classification System	-	-	-	-	-	-	-	-	Research
6. Probation, Parole and Aftercare	-	Diversion	-	X	-	-	-	-	Services for Women	Community Services	-	-	-	Employment of Women, Minorities, and Ex-offenders	Profession. Management, Training of CRM's	Evaluation
7. Community Residential Programs	-	Diversion	-	Community Based Services, Aftercare	X	-	Special Offenders, Counseling	-	Facilities for Women	Community Services	-	Restoration of Rights	-	Employment of Women, Minorities, and Ex-offenders	-	Research
8. Institutional Facilities	-	-	-	-	Community Facilities and Programs	X	Special Offenders	Health Services, Correction, Industries, Training	Institut. for Women	-	Violation of Rights	Protection Against Abuse	-	Work Stoppages	-	-
9. Classification and Treatment	-	-	Sentencing Disparity	Aftercare	Community Facilities and Programs	-	X	Health Services	PERT for Women	Technical Assistance in Treatment	Change in Status, Violation of Rights	Protection Against Abuse	-	-	Training in Classif., PERT, Training of Counselors	Evaluation
10. Institutional Programs and Services	-	-	-	-	-	-	Special Offenders, PERT	X	Recreation for Women	Developing Services	Violation of Rights	Protection Against Abuse	-	Employment of Women, Minorities, and Ex-offenders	Training in Health Care, Training of Instructors	Evaluation, Research
11. Women in Institutions	-	-	-	-	-	-	-	-	X	-	Violation of Rights	-	-	Employment of Women and Minorities	-	Research
12. County Correctional Institutions	-	-	-	-	-	-	PERT	-	-	X	Violation of Rights	Protection Against Abuse	-	Employment of Women, Minorities, and Ex-Offenders, Work Stoppages	Training of CCI Staff	Evaluation
13. Inmate Management	-	-	-	-	Community Facilities and Programs	-	-	Training, Correction, Industries	-	-	X	Protection Against Abuse	-	-	-	-
14. Rights of Offenders	-	-	-	Aftercare, Community Based Services	Community Facilities and Programs	-	-	-	-	-	Violation of Rights, Grievance Procedures	X	-	-	Training in Rights of Offenders	Research
15. Total Releasing Authority	-	-	-	Role of Probation/Parole Supervision, Community Services	-	-	Classification Systems, PERT	Pre-Release Programs	-	-	-	-	X	-	Management training	PERT
16. System Personnel Practices	-	-	-	Aftercare, Community Services	Community Programs, Family Services	-	Counseling Services, PERT	-	Employment of Women	-	-	-	-	X	Profession. Management, Training of Staff	Inform. System, Research
17. Man-power Development	-	-	-	Training of Probation/Parole Supervision	Training of Facilities Business Managers	-	Training of Drug Counselors	-	-	Technical Assistance, Training of CCI staff	-	-	-	Personnel Practices, Minority Recruiting, Transfers	X	Evaluation, Research
18. Re-search and Development	Public Information	Diversion	-	Aftercare	-	-	Classification Systems, PERT	Vocational Academic Training, Mental Retardation, PERT	PERT	System Plan	Violation of Rights	Protection Against Abuse	Function of Probation/Parole Supervisors	-	Training of R&D staff, Training in Evaluation,	X

APPENDIX A

PLAN ABSTRACT NUMBERS AND TITLES AND
THEIR ASSOCIATED NACCJ STANDARD NUMBERS

APPENDIX A

PLAN ABSTRACT NUMBERS AND TITLES AND THEIR ASSOCIATED NACCJ STANDARD NUMBERS

<u>Plan Abstract Numbers</u>	<u>Title</u>	<u>NACCJ Standard Numbers</u>
Chapter 3	Sentencing Information for Courts and Public	5.12
3-a	Develop a Program to Expand the Effectiveness of Judicial Sentencing Conferences	
3-b	Encourage Regular Judicial Visits to Institutions	5.10
3-c	Assume an Active Role in Promoting Release on Recognizance Programs	10.5
3-d	Develop and Implement a Public Education Program	
Chapter 4	The Pre-trial and Pre-sentence Process	
4-a	Develop and Implement State-wide Diversionary Programs	3.1
4-b	Expand Community Diagnostic Capability	6.3
4-c	Develop Requirements and Specifications for Pre-sentence Reports and Provide Additional Personnel to Courts	5.14
4-d	Develop Policies on Preparation of Pre-sentence Reports Prior to Adjudication	5.15
Chapter 5	Sentencing Equality	
5-a	Revise Practice of Fining	5.5
5-b	Evaluate Laws, Policies, and Practices Related to Sentencing Disparity and Develop Statutory Remedies	
Chapter 6	Probation and Aftercare Services	
6-a	Modify Role of Probation/Aftercare Supervisor	12.7
6-b	Develop a Career Ladder for Probation/Aftercare Supervisors	10.4
6-c	Develop and Improve Community-Based Services for Probation and Aftercare	12.6
6-d	Develop and Implement an Aftercare Program for Ex-Offenders	5.9
Chapter 7	Community Residential Programs	
7-a	Expand Community Facilities and Programs	7.1, 7.2, 7.3, 7.4, and 14.5
7-b	Develop a Plan for Improved and Expanded Family Services	
Chapter 8	Institutional Facilities	
8-a	Establish Facilities Criteria and Development Plan, and Construct Correctional Facilities	11.1, 11.2, and 2.5

Chapter 9	Institutional Classification and Treatment	
9-a	Develop a Comprehensive Classification System for Inmate Management	6.1, 6.2
9-b	Increase and Improve Counseling Services	11.9
9-c	Develop and Implement a Pilot Performance Earned Release Time (PERT) Project	11.3
9-d	Improve Treatment Procedures and Facilities for Special Offender Types	11.5
Chapter 10	Institutional Programs and Services	
10-a	Develop Comprehensive, Performance-Based Vocational/ Academic Programming	11.4
10-b	Diversify and Modify Georgia Correctional Industries	11.10, 16.3
10-c	Improve Health Services for Offenders	2.6
10-d	Improve Recreational Facilities and Staff at Major Correctional Institutions	11.8
10-e	Increase Religious Programming and Staff Capabilities	11.7
Chapter 11	Women in Institutions	
11-a	Develop Adequate Programs and Facilities for Female Offenders	11.6
Chapter 12	County Correctional Institutions	
12-a	Prepare and Implement a Total System Plan for County Correctional Institutions	9.1
12-b	Arrange for Services for County Correctional Institution Inmates	9.2
12-c	Initiate Staff Inspection of County Correctional Institutions	9.3
12-d	Develop County Correctional Institution Staffing Requirements	9.6
12-e	Provide Technical Assistance to County Correctional Institutions in Developing Programs and Services	9.8
12-f	Assist County Correctional Institutions in Developing Release Programs	9.9
Chapter 13	Inmate Management	
13-a	Increase Inmate Awareness of Rules of Conduct	2.11
13-b	Monitor Formal Disciplinary and Grievance Procedures	2.12
13-c	Develop and Implement Standardized Procedures for Non-disciplinary Changes in Status	2.13
13-d	Continue to Develop Guidelines and Programs to Remedy Violations of Offenders' Rights	2.18
Chapter 14	Rights of Offenders	
14-a	Revise and Implement Procedures for Assisting Ex-Offenders in Restoring Their Civil Rights	2.10
14-b	Provide Access to Legal Materials to all State Inmates	2.3
14-c	Provide Protection Against Personal Abuse for Offenders	2.4

Chapter 15	Total Releasing Authority	
15-a	Revise Function, Rules, and Procedures of the State Board of Pardons and Paroles	12.1
15-b	Revise Pardon and Parole Board's Staff Composition	12.2
15-c	Develop Policies for Parole Grant Hearings for Capital Offenders	12.3
15-d	Revise Revocation Hearing Rules and Procedures	12.4
Chapter 16	System Personnel Practices	
16-a	Improve Personnel Practices Related to Retaining Staff	14.6
16-b	Develop an Improved Manpower Data Base	14.8
16-c	Increase Minority Recruitment and Employment	14.2
16-d	Increase Female Employment and Promotions	14.3
16-e	Recommend Policy Guidelines for Recruiting and Employing Ex-Offenders	14.4
16-f	Transfer Correctional Captains and Majors to Program Administration Positions	14.1
16-g	Develop Policies and Procedures for Responding to Work Stoppages	13.4
Chapter 17	Manpower Development	
17-a	Expand Training Capabilities	14.11
17-b	Expand Intern and Work Study Programs	14.10
17-c	Develop Professional Correctional Management	13.1
17-d	Introduce and Institutionalize Participatory Management	14.7
17-e	Establish Formal Management Training Programs	13.3
Chapter 18	Research and Development	
18-a	Develop a Comprehensive Correctional Information and Data Analysis System	15.1, 15.2, 15.3 and 15.4
18-b	Develop an Effective Program for Evaluating the Correctional System	15.5
18-c	Evaluate PERM (Performance Earned Release Model)	
18-d	Develop an Integrated Planning Process	13.2

APPENDIX B

PERFORMANCE EARNED RELEASE MODEL (PERM)

APPENDIX B

PERFORMANCE EARNED RELEASE MODEL (PERM)

I. GOAL

To develop an objective performance-based system that would enable inmates to earn release from the Georgia Correctional System.

II. BASIC REQUIREMENTS OF THE SYSTEM

A. Positive

- (1) Rewards good performance
- (2) Encourages responsibility

B. Objective

- (1) Requires specific job and program criteria for performance ratings
- (2) Trains staff in rating procedures

C. Equitable

- (1) Provides comparable earning opportunities
- (2) Accommodates complaints
- (3) Minimizes legal vulnerability

D. Meaningful

- (1) Assures participation in individual plan development
- (2) Meets individual needs
- (3) Contains progressive steps
- (4) Provides periodic progress reports
- (5) Rewards individual effort

E. Administratively Feasible

- (1) Adapts to current departmental procedures
- (2) Provides a practical method of implementation with attainable resources (funds, staff)
- (3) Integrates additional expertise
- (4) Requires minimal increase in staff work load

F. Accountable

- (1) Monitors performance ratings to identify discrepancies
- (2) Provides procedures for rectifying inequities
- (3) Assures resolution of uncorrected abuses
- (4) Provides permanent documentation for accountability.

III. THE SYSTEM PLAN

A. Assumptions of PERM

- (1) Program or work assignment will be available full-time (at least an 8-hour period) for every eligible inmate.
- (2) Inmates will participate in (e.g., be present and encouraged to discuss) all aspects of the development of their individualized plans.
- (3) Correctional staff will be trained adequately to insure fair and accurate ratings of inmate performance. Job analyses will be made so that work performance requirements will be clear to rater and ratee.
- (4) The award of PERT (Performance Earned Release Time) will motivate inmates to improve their performance in order to hasten their discharge from the institution.

B. Status Categories

(1) Status 0 (PERT award = 0 days)

- (a) Diagnostic process
- (b) Assignment to institution
- (c) Orientation to PERT
- (d) Inmate develops individualized plan with counselor's assistance
- (e) Plan presented to classification committee by inmate and counselor
- (f) Inmate begins work assignment
- (g) No restriction on counseling and social/recreational participation unless disciplinary restrictions are included
- (h) Inmate performs assigned work at necessary level and moves to Status 1.

(2) Status 1 (PERT = one-half day per day served)

- (a) Inmate must work full-time
- (b) Inmate participation is limited to counseling, recreation, and social programs if desired
- (c) Inmate must remain in this status performing at criteria for three months
- (d) If inmate performs at Status 2 level for the third month he is in Status 1, he may advance to Status 2.

(3) Status 2 (PERT = 1 day per day served)

- (a) Inmate can now participate in part-time programs as outlined in individual plan, if desired, e.g., work one-half day, go to school one-half day
- (b) Counseling, recreation, and social programs still are available

- (c) No minimum time requirement to remain in this status
 - (d) As a prerequisite for moving to Status 3, inmate will undergo a comprehensive re-evaluation for possible revision of his individual plan
 - (e) If Status 3 criteria are met for one month while in Status 2, inmate may advance to Status 3.
- (4) Status 3 (PERT = 1.5 days per day served)
- (a) Inmate may be in either full-time work, full-time programs, or some combination as a function of his individual plan
 - (b) Inmate must complete approved plan requirements which were specified prior to moving into Status 3, or a minimum of 6 months of the approved plan.
- (5) Status 4 (PERT = 2 days per day served)
- (a) Inmate must meet special program (e.g., work and educational release) requirements or work assignment as set forth in individual plan
 - (b) Administratively, inmates participating in special programs outside the institution will remain in Status 4 until they fail to meet program requirements and are reclassified.

C. General Considerations

(1) Performance Ratings

- (a) Performance will be rated on a three-point scale
 - Poor = 0
 - Good = 1
 - Very Good = 2
- (b) Correctional staff will rate inmates daily, on the same form--whether for education, work, vocational training, or other programs
- (c) Daily rating sheets will be turned in to PERT staff who will code and process the information
- (d) Each inmate will receive a PERT report periodically and a PERT "pay-check" weekly
- (e) All staff providing ratings will receive summary reports each month, and will have access to ratings of other staff on specific inmates.

(2) Movement Through Statuses

- (a) Inmates may change status on the first day of each month
- (b) Inmates may elect to remain in a status even though they meet the criteria for movement into the next status
- (c) Inmates may also request to be reclassified into a lower status by petitioning the classification committee

- (d) Disciplinary action can preclude an inmate from earning PERT within certain limits depending on the severity of the infraction
- (e) PERT which has already been earned cannot be removed by disciplinary infractions except as provided by statute
- (f) Any inmate failing to meet status criteria for a month will not receive PERT for that period; failure to meet criteria for the second month will result in reclassification into the next lower status by the classification committee.

(3) Counselor Functions

- (a) Assist inmate in the preparation of an individual plan to be submitted to the institutional classification committee
- (b) Monitor inmate progress and assist with any problems encountered
- (c) Provide recommendations and reports to the classification committee as requested
- (d) Provide specialized counseling services and referral as needed
- (e) In special cases, the counselor may petition the classification committee to intervene with exceptional problems.

(4) Classification Committee Functions

- (a) Review and approve individualized treatment plan based upon diagnosed needs, counselor recommendations, and inmate participation to insure plans are geared to an individual's ability level
- (b) Conduct monthly reviews of each inmate's progress and take appropriate action based on performance level and inmate requests
- (c) Serve as an arbitration board for staff and inmate PERM grievances
- (d) Act as a resource for program development
- (e) Review all disciplinary actions and determine the length of time that an inmate will be restricted from PERT

(5) PERM Monitor Functions

- (a) Supervise the compilation and computation of inmate performance ratings
- (b) Advise inmate and their respective counselors when performance is below standard
- (c) Conduct monthly review of summary reports, and discuss any discrepancies with classification committee
- (d) Provide progress reports and other necessary data for program evaluation
- (e) Assist in in-service training of correctional personnel as requested, and provide information orientation.

D. Special Considerations

- (1) Inmates in administrative segregation who are working are eligible for PERT; inmates not working who are in administrative segregation are not eligible for PERT but may receive statutory good time
- (2) Inmates transferred from a PERM pilot institution will take their earned PERT award to date. They will then be placed under regular extra good time provisions in addition to their (unchanged) statutory award
- (3) Inmates will be eligible for pre-release programming from any status.

APPENDIX C

AFTERCARE

APPENDIX C

AFTERCARE

I. GOAL

To develop an objective performance based system of Aftercare Services and supervision for all ex-offenders, in which release from supervision is contingent upon the fulfillment of individualized program objectives and upon community adjustment.

II. SERVICE DELIVERY

A. The Division of Adjustment Services is charged with delivering Services in both Status 5 and 6*

(1) Components of Status 5 include:

- (a) Offenders located in Transitional Adjustment Centers
- (b) 90 day residence for ALL offenders
- (c) The development of an individualized plan
- (d) The delivery of programs which may include counseling, work preparation, social adjustment, and vocational training
- (e) The implementation of criteria rating by a goal-attainment scale
- (f) The provision of ex-offender resource center to measure offender progress
- (g) And the compilation of PERT (The amount of time earned will be equal to that earned during last status of offender's incarceration and will be awarded as time on supervision.)

(2) Components of Status 6 include:

- (a) Intensive services delivered in residential/non-residential settings
- (b) The continuation of transitional adjustment services delivered in Status 5
- (c) The continuation of residential services for habitual offenders and the delivery of non-residential services for other offenders
- (d) The implementation of criteria rating by a goal-attainment scale (4 contacts per month) to measure offender progress
- (e) And the awarding PERT AS DAYS OF FREEDOM (The award of time will be the same as accrued in Status 5.)

* Status 1 through Status 4 are described in Appendix B.

B. The Division of Probation and Transitional Services is charged with delivering Aftercare Services in both Status 7 and 8

(1) Components of Status 7 include:

- (a) Standard supervision (Non-Residential)
- (b) The criteria of plan for all clients being met
- (c) Habitual offenders having a minimum of 4 contacts a month and other offenders having a minimum of 2 contacts a month
- (d) The awarding of PERT AS DAYS OF FREEDOM (For habituals, time is awarded by adding time in last institutional status plus one-half day; for other offenders, time is accrued by adding time in last institutional status plus 1 day.)

(2) Components of Status 8 include:

- (a) The provision of supervision maintenance for all clients (non-residential)
- (b) The monitoring of plan progress for all clients
- (c) The delivery of 2 contacts per month for habitual offenders; the monitoring of self reports and a minimum of one telephone contact per month for other offenders
- (d) The awarding of PERT AS DAYS OF FREEDOM (For habitual offenders, time will equal that in last institutional status plus 2 days.)

C. General Consideration

Capital offenders are not eligible for award, but progress will be documented and submitted for supervision termination.

III. DELEGATION OF AUTHORITY

A. The State Board of Corrections will be given direct authority to:

- (1) Grant earned release time
- (2) Review and recommend to the judiciary any changes in offender's classification
- (3) Administer all department of corrections function as it sees fit, maintaining all current constitutionally mandated powers.

B. A performance earned release model review officer(s) shall be empowered by the Board to perform the following:

- (1) Review any abuses in the PERM System
- (2) Review and recommend criteria to modify the current performance earned release model.

- C. The Commissioner of the Department of Corrections/Offender Rehabilitation will be given direct authority to:
- (1) Administer the Department's operations as it presently is done, and with all powers and responsibilities as currently assigned, serving at the pleasure of the State Board of Corrections.
- D. The Parole Board will be empowered to:
- (1) Review all cases of offenders utilizing all available data prior to classification, as well as additional data the Board wishes to collect
 - (2) Make specific changes in the status of any capital offender under the jurisdiction of the Department of Corrections/Offender Rehabilitation, including releasing inmates it feels are appropriate release risks
 - (3) Respond to specific requests to review individual cases when asked to do so by the State Board of Corrections
 - (4) Grant pardons.
- E. A judicial review panel will be charged with the following responsibilities and authority:
- (1) This body will be empowered to review all cases with sentence lengths in excess of 3 (three) years
 - (2) This body will set dates for all future reviews of each case
 - (3) This body will be empowered to remove disabilities imposed by law, and may reduce any inequities in sentencing it feels are deserving of such consideration
 - (4) This body functions with all available data from the Department of Corrections and court records, and will be capable of initiating queries for additional data it feels would be pertinent.
- F. Inter-Agency Resource Team

As an extension of the current Performance Earned Release Model, an Inter-Agency Resource Team will be created by the Commissioner for the Department of Corrections/Offender Rehabilitation and serve at his discretion. This body has neither vote nor veto power, and serves as a resource to the Commissioner and his Divisions, as well as to the PERM review officers. Consisting of professionals on a part-time service basis, a coordinating body will be created to provide special expertise to this Department from other agencies. This group will function to assist in the evaluation of the Performance Earned Release Model, gather additional objective data on individual cases as requested, and provide consultant resources to the Commissioner and the DCOR.

END

7/11/1911