



# FLORIDA COMMISSION ON OFFENDER REVIEW

*A Governor and Cabinet Agency Created in 1941*



## 2018 ANNUAL REPORT

*Ensuring public safety and providing victim assistance through the post prison release process*

## FLORIDA COMMISSION ON OFFENDER REVIEW



Governor Rick Scott

Commissioner Richard D. Davison, Vice Chairman

Commissioner Melinda N. Coonrod, Chairman

Commissioner David A. Wyant, Secretary

*(Pictured from left to right)*

## FLORIDA BOARD OF EXECUTIVE CLEMENCY

Pam Bondi, Attorney General

Adam Putnam, Commissioner of Agriculture  
and Consumer Services

Rick Scott, Governor

Jimmy Patronis, Chief Financial Officer  
*(Pictured from left to right)*



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## ***FCOR Mission Statement***

*Ensuring public safety and providing victim assistance through the post prison release process*



# CHAIRMAN'S MESSAGE



Dear Governor Scott and members of the Cabinet, Senate President Galvano, and Speaker Oliva:

With the support of our partners in criminal justice and the dedication of our diligent staff, the Commission continued its commitment to protecting the residents and visitors of the great state of Florida. During the 2017-18 fiscal year, the Commission provided accurate information to the Clemency Board for quarterly clemency hearings, held four successful out-of-town hearings, performed 21,369 victim assists, and continued to strengthen relationships with other public safety and law enforcement agencies on a local, national, and global scale. The Commission is delighted to share our various accomplishments from the past year:

- During this fiscal year, a warrant tracking system was developed to capture offenders nearing their end of sentence, thereby completing their term of supervision. By identifying these offenders who were in active violation status, it allowed staff to dismiss outstanding warrants in a timely manner.
- The Commission's sixth annual observance of National Crime Victims' Rights Week (NCRVW) included an opportunity for staff members to attend the Big Bend Victim Assistance Coalition's Annual Luncheon and the Attorney General's Annual NCRVW Awards honoring the victims of crime, victims' advocates, and law enforcement. Additionally, Commission staff attended a presentation on the Florida State University Victim Advocate Program.

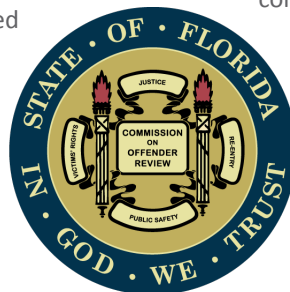
- During the fiscal year, Victims' Services attended the Victim Services Practitioner Designation training offered by the Attorney General's Office, Florida Crime Prevention Training Institute, and the National Organization for Victim Assistance (NOVA) Training Event.
- The Commission once again cosponsored the Attorney General's National Preventing Crime in the Black Community Conference. The Commission hosted the always popular crime prevention panel session 'The Impact of Crime: The Good, the Bad, and the Ugly' for the fifth consecutive year. Consisting of three successful parolees, the panel educated the conference's youth attendees about the long lasting and far reaching consequences of crime.

The Commission continues to play a vital role in Florida's criminal justice system by ensuring public safety through the post release process. I'm humbled by all that our team has accomplished this year, and I'm excited to see what the next year has in store. I look forward to furthering our crime prevention efforts, exploring new partnerships, and successfully completing the many goals we have set forth as we work to keep Florida's communities safe.

Respectfully,

*Melinda N. Coonrod*

Melinda N. Coonrod, Chairman





**MELINDA N. COONROD**  
*Chairman*

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Commissioner Melinda N. Coonrod began her criminal justice career in 1992 when she was appointed to serve as an assistant state attorney for the Second Judicial Circuit. In this role, Commissioner Coonrod prosecuted perpetrators of crimes, advocated sentencing of those found guilty, and worked closely with victims and various law enforcement agencies. She later served as an administrative hearing officer with the Florida Department of Agriculture and Consumer Services Division of Licensing, where she presided over hearings involving the denial, suspension, and revocation of licensure. Additionally, Commissioner Coonrod has represented children before the courts as a certified court-appointed guardian ad-litem, provided training seminars to various law enforcement agencies, and instructed graduate and undergraduate courses at the Florida State University College of Criminology and Criminal Justice. Commissioner Coonrod received a

Bachelor of Science degree from Florida State University College of Business and a Doctor of Jurisprudence from Nova University.

Commissioner Coonrod was initially appointed by the governor and Cabinet on June 26, 2012, and was unanimously confirmed by the Florida Senate on April 29, 2013. Coonrod was reappointed on June 13, 2018, to serve a second six-year term. Coonrod's reappointment is subject to confirmation by the Florida Senate. She is a member of the Florida Bar and Tallahassee Bar Associations, United States District Court for the Middle District of Florida, Association of Paroling Authorities International, Florida Council on Crime and Delinquency, Big Bend Law Enforcement Association, Florida Police Chiefs Association, and the Florida Sheriffs Association.



**RICHARD D. DAVISON**  
*Vice Chairman*

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Commissioner Richard D. Davison began his criminal justice career in 1989 as an assistant state attorney in the Ninth Judicial Circuit where he prosecuted juvenile delinquency, misdemeanor, and traffic cases in jury and non-jury trials. In 1991, he became the staff attorney for the Florida House of Representatives Committee on Criminal Justice. He then served as an assistant statewide prosecutor for Florida's Office of Statewide Prosecution where he prosecuted white collar crime, organized crime, and other criminal enterprises.

Following the creation of the Florida Department of Juvenile Justice in 1994, Commissioner Davison served as that department's director of legislative affairs, assistant general counsel, and deputy secretary. Subsequently, Commissioner Davison was appointed deputy secretary of the Florida Department of Corrections. Prior to his appointment to the Commission, he served as legal counsel for the Gadsden County Sheriff's Office.

Commissioner Davison received a Bachelor of Science degree from Florida State University and a Doctor of Jurisprudence from the University of Florida in 1988. Commissioner Davison was appointed by Governor Scott and the Florida Cabinet on August 19, 2014, and was confirmed by the Florida Senate on April 29, 2015, to serve a six-year term extending until June 30, 2020. He is a member of the Florida Bar Association and serves as a counselor for the Florida American Legion Boys State.



**DAVID A. WYANT**  
*Secretary*

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Commissioner David A. Wyant began his law enforcement career in 1994 as a patrol officer with the Bartow Police Department. In 1996, he was promoted to serve as a detective in the Special Investigations Unit where he investigated narcotic, vice, and other high profile crimes. For his efforts in this role, Commissioner Wyant was selected as the Bartow Chamber of Commerce Police Officer of the Year in 1997.

After serving in the community-focused policing squad bike patrol unit, Wyant returned to the role of detective in 2002 where he was responsible for investigating economic, person, and property crimes as well as homicides. In 2006, Commissioner Wyant was promoted to serve as the department's sergeant of detectives and was appointed as the deputy chief in 2014, subsequently earning numerous commendations and the Polk County Police Chiefs Association Officer of the Year Award.

Commissioner Wyant received a Bachelor of Arts degree in Criminal Justice from St. Leo University in Tampa and is a graduate of the FBI National Academy in Quantico, Virginia. He was appointed by Governor Rick Scott and the Florida Cabinet on May 10, 2016, and was confirmed by the Florida Senate on May 5, 2017, to serve a six-year term extending until June 30, 2022. He is a member of the Florida Police Chiefs Association, the FBI National Academy Association, the Florida Council on Crime and Delinquency, and the Association of Paroling Authorities International.

## COMMISSION HISTORY

In the early 1800s, state prisoners were leased to Florida companies as laborers. This convict leasing system ended after the notorious Tabert case. Martin Tabert was a young prisoner convicted of stealing a ride on a freight train, after which he died as a result of the brutal treatment administered by the lumber company boss to whom he was leased. An incensed public demanded the discontinuance of leasing prisoners, but prison overcrowding, the high cost of housing, and pressure for better treatment of prisoners set the stage for opportunists to peddle their influence in the pardoning of prisoners. The Pardon Board was created by the 1885 Florida Constitution and was composed of the governor and Cabinet. Due to the limitations of the pardon system, the Florida Parole and Probation Commission was established in 1941. The Commission selected sentenced inmates for parole release and its field staff provided supervision. In 1975, the responsibilities of the supervising field staff were transferred to the Florida Department of Corrections (Department). Below is an abbreviated timeline outlining the Commission's role in Florida's criminal justice system.

**1978** The Florida Legislature enacted the Objective Parole Guidelines Act, requiring the Commission to develop and implement rules and criteria upon which parole decisions were to be made. It required the development of guidelines according to an acceptable research method based on the seriousness of the offense and the likelihood of a favorable parole outcome. The act also provided for reorganization of the agency into functional areas.

**1983** Under Sentencing Guidelines, the Commission retained paroling authority primarily for inmates whose offenses were committed prior to October 1, 1983.

**1988** The *Victim Assistance Law* was enacted and provided that the crime victim, or family of the victim, have the opportunity to provide input into the decision-making process.

**1988** The *Conditional Release Program* was enacted and provides that inmates convicted of certain crimes, and who have served at least one prior felony commitment at a state or federal correctional institution or have been sentenced as a habitual offender, violent habitual offender, violent career criminal, or sexual predator, shall be released under supervision on their tentative release date subject to specified terms and conditions established by the Commission.

**1989** *Control Release Authority* was established. This legislation directed the Commission to develop a system of uniform criteria to determine the number and type of inmates released into the community in order to maintain the state's prison population between 99% and 100% of its total capacity. The *Control Release Program* became effective September 1, 1990, and over the next four years, 75,000 inmates were released through this program.

**1992** *Conditional Medical Release Program* was established. This program authorizes the Department to recommend to the Commission terminally ill or permanently incapacitated inmates for early release due to their medical conditions.

**1996** The Commission began reviewing and establishing *presumptive parole release dates* (PPRD) for inmates convicted of capital felonies with 25-year minimum mandatory terms.

**2001** The Legislature created the *Addiction Recovery Supervision Program* and placed it under the Commission's administration. The law requires the Commission to set the terms and conditions of supervision, and to address alleged violations of supervision if the offender fails to abide by the conditions.

**2010** During legislative session, SB 200, a victim-friendly bill was passed and became law on July 1, 2010. The new law amended ss. 947.16, 947.174, and 947.1745, F.S., giving the Commission authority to increase the interval between parole consideration re-interviews to within seven years for parole eligible offenders who have been convicted of murder, attempted murder, sexual battery, or attempted sexual battery, or who are serving a 25-year minimum mandatory sentence under s. 775.082, F.S. For victims and their families, reduction in the frequency of parole opportunities lessens the trauma, stress, and financial burden associated with the potential release of an offender.

**2013** HB 685 was signed by the governor on June 5, 2013, and became law on July 1, 2013. The law expanded the list of crimes eligible for subsequent interview dates to be set within seven years to include the act or attempt of kidnapping, and the crimes of robbery, burglary of a dwelling, burglary of a structure or conveyance, or breaking and entering, or an attempt thereof of any of these crimes, in which a human being is present and a sexual act is completed or attempted. The sexual act or attempt thereof does not apply to the kidnapping offenses.

**2014** SB 1636 was passed and the name of the Commission was changed from the Florida Parole Commission to the Florida Commission on Offender Review.

The Legislature passed HB 5303 which reassigned the responsibility for appointing capital clemency counsel from the Justice Administrative Commission to the Board of Executive Clemency. Under the bill, the Board may only appoint private counsel with the fees paid from funds appropriated to the Commission.



# FACTS ABOUT THE COMMISSION

The Commission performs a vital role in Florida's criminal justice system by preserving the autonomy needed in post release decisions affecting inmates and ex-offenders. The Commission functions as a quasi-judicial, decision-making body.

Commissioners preside over approximately 36 meetings annually at the Central Office in Tallahassee and various locations throughout the state to encourage participation by victims, victims' families, and inmates' families who would otherwise not be able to attend. While offenders are not present at these hearings, the Commission provides a victims coordinator and an inmate family coordinator to assist both parties during the proceedings. Commissioners make a variety of determinations regarding parole and other releases during the hearings. In addition, the Commission reviews releasees' supervision status every two years, or as directed by the Commission.

Every parole eligible inmate has a constitutionally protected right to proper consideration for parole, and these proceedings must be conducted as required by law. In both parole and conditional medical release, testimony and pertinent information may be provided by the victims, the victim's family, representatives of the inmate, and the inmate's family. This proceeding is often the first opportunity for a victim, or family member of a victim, to provide input in a non-adversarial venue. If parole is granted, the commissioners will address victim restitution issues, as well as special conditions needed to ensure the protection of the citizens in our state and the successful re-entry of the offender into society. The commissioners may also hear from law enforcement, state and private attorneys, and other interested parties.

During meetings, the Commission also conducts other types of proceedings, such as imposing conditions of conditional release or addiction recovery supervision. The Commission makes final determinations with regard to revocation of post release supervision, where a releasee may have violated the conditions of their release. When the Commission determines that the releasee is guilty of a willful and substantial violation, the Commission may order the violator's return to state prison to complete service of the original term of imprisonment.

The Commission serves as a cost-saving mechanism for the taxpayers of the state of Florida by conducting revocation hearings for post release supervision violators in informal surroundings conducted before an investigator, and usually

held at a county jail, with witnesses to the violation providing pertinent testimony. The United States Supreme Court has fully sanctioned the state's use of these less costly proceedings, with limited due process requirements. Probation revocation hearings, by contrast, require that proceedings be conducted in a courtroom before a judge, with an assistant state attorney prosecuting the case, and generally an appointed public defender representing the offender.



*Chairman Coonrod and Commissioners Davison and Wyant with Governor Rick Scott and the Florida Cabinet*

The governor and members of the Cabinet sit as the Clemency Board and set forth the Rules of Executive Clemency. The Commission operates as the administrative and investigative arm of the Board. Clemency is a constitutionally au-

thorized process. The forms of clemency include: full pardon; pardon without firearm authority; pardon for misdemeanor; commutation of sentence; remission of fines and forfeitures; specific authority to own, possess, or use firearms; restoration of civil rights; restoration of alien status under Florida law; and capital case (death penalty) reviews.

In Florida, when a person is convicted of a felony, they lose the right to vote, serve on a jury, hold public office, and possess a firearm. Administered by the Commission, the clemency process provides the means through which an offender may have some or all of their rights restored.

## Commission Quick Facts

- Functions as a quasi-judicial, decision-making body.
- Responsible for the careful selection of candidates who are appropriate for parole.
- Holds 36 hearings per year including hearings held throughout the state to encourage participation by victims, victims' families, and inmates' families who would otherwise not be able to attend.
- Administers parole, conditional medical release, control release, conditional release, and addiction recovery release supervision.
- Acts as the administrative and investigative arm of the governor and Cabinet who sit as the Board of Executive Clemency.

## Parole

The Commission administers parole (Chapters 947, 948, and 949, Florida Statutes), a discretionary prison release, which allows an inmate who has been granted parole to serve the remainder of his or her prison sentence outside of the confines of the institution. Once released, the parolee is subject to strict conditions of supervision set by the Commission. The Commission monitors the parolee's progress through supervision reviews and conducts revocation hearings when alleged violations are reported. If a parolee is found to have willfully and substantially violated the terms and conditions of his or her supervision, the Commission may return the parolee to prison.

Inmates eligible for parole are those who committed:

1. Any felony committed prior to October 1, 1983, or those who elected to be sentenced "outside the guidelines" for felonies committed prior to July 1, 1984;
2. All capital felonies committed prior to October 1, 1995, except:
  - a.) murder or felony murder committed after May 25, 1994;
  - b.) making, possessing, throwing, placing, or discharging a destructive device or attempt to do so which results in the death of another person after May 25, 1994;
  - c.) first degree murder of a law enforcement officer, correctional officer, state attorney, or assistant state attorney committed after January 1, 1990; and
  - d.) first degree murder of a justice or judge committed after October 1, 1990.
3. Any continuing criminal enterprise committed before June 17, 1993; and
4. Any attempted murder of a law enforcement officer committed between October 1, 1988, and October 1, 1995.

Some inmates will not be eligible for consideration until the year 2020 or beyond. On June 30, 2018, there were 4,275 inmates who were eligible for parole and 448 releasees on parole supervision. In FY 2017-18, the Commission made 1,499 parole determinations and granted parole to 14 inmates.

## Conditional Medical Release

In 1992, the Florida Legislature created the Conditional Medical Release Program (section 947.149, Florida Statutes), a discretionary release allowing the Commission to release inmates on supervision who are "terminally ill" or "permanently incapacitated," and who are not a danger to themselves or others. The Department is charged with the responsibility of recommending to the Commission cases to be considered for conditional medical release. Upon release, the offender is subject to conditions of supervision set by the Commission.

The Commission monitors the offender's progress through periodic medical reviews and conducts revocation hearings when alleged violations are reported. This supervision can be revoked, and the offender returned to prison if the Commission determines that a willful and substantial violation has occurred. The Commission may return the offender to custody if his or her medical or physical condition improves. The Department has recommended 124 inmates for release in the past three fiscal years. The Commission granted release to 66, or 53%, of those recommended by the Department. In FY 2017-18, the Commission granted 21 of the 39 inmates recommended by the Department for conditional medical release, or 54%.

## Conditional Release

In 1988, the Florida Legislature created the Conditional Release Program (section 947.1405, Florida Statutes) and placed it under the administration of the Commission. This program is a non-discretionary release program and requires mandatory post prison supervision for inmates who are sentenced for certain violent crimes and who have served a prior felony commitment at a state or federal correctional institution, or who are sentenced as habitual offenders, violent habitual offenders, violent career criminals, or designated sexual predators.

Inmates who are subject to conditional release and have completed their incarceration are supervised for the remainder of their sentences. These offenders are subject to strict conditions of supervision set by the Commission. The Commission monitors their progress through supervision reviews and conducts revocation hearings when alleged violations are reported. If a conditional releasee is found to have willfully and substantially violated the conditions of supervision, the Commission may return the offender to prison. On June 30, 2018, there were 2,936 releasees on conditional release supervision, and in FY 2017-18, the Commission set terms and conditions for 5,212 releasees.

## Addiction Recovery

The Florida Legislature created the Addiction Recovery Supervision Program (section 944.7431, Florida Statutes) in 2001 and placed it under the Commission's administration. This program requires mandatory post-prison supervision for offenders released from a state correctional facility who are convicted of a crime committed on or after July 1, 2001, and have a history of substance abuse or addiction or have participated in any drug treatment, and have not been convicted of a disqualifying offense. Upon release, the offender is subject to strict conditions of supervision set by the Commission. The Commission monitors the offender's progress and conducts revocation hearings when alleged violations are reported. If the Commission finds the offender willfully and substantially violated the terms and conditions of supervision, the Commission may return the offender to prison. During FY 2017-18,



1,046 offenders were placed in the program. As of June 30, 2018, there were 245 offenders on addiction recovery supervision.

## Control Release

The Florida Legislature created the Control Release Authority (section 947.146, Florida Statutes) in 1989 with the members of the Commission acting as the release authority. When active, control release is utilized as a prison population management tool to keep it at less than 99% of the total capacity. Currently, the Commission is not reviewing the inmate population for discretionary release under this authority as there are sufficient prison beds to house the current prison population. Today, a small number of control releasees remain under supervision. The Commission monitors their progress through supervision reviews and conducts revocation hearings when alleged violations are reported. This supervision can be revoked and the offender returned to prison if the Commission finds a willful and substantial violation has occurred.

## Clemency

The governor and members of the Cabinet sit as the Clemency Board and set forth the Rules of Executive Clemency. The Commission operates as the administrative and investigative arm of the Board. Clemency is a constitutionally authorized process. The forms of clemency include: full pardon; pardon without firearm authority; pardon for misdemeanor; commutation of sentence; remission of fines and forfeitures; specific authority to own, possess, or use firearms; restoration of civil rights; restoration of alien status under Florida law; and capital case (death penalty) reviews.

In Florida, when a person is convicted of a felony, they lose the right to vote, serve on a jury, hold public office, and possess a firearm. Administered by the Commission, the clemency process provides the means through which an offender may have some or all of their rights restored.

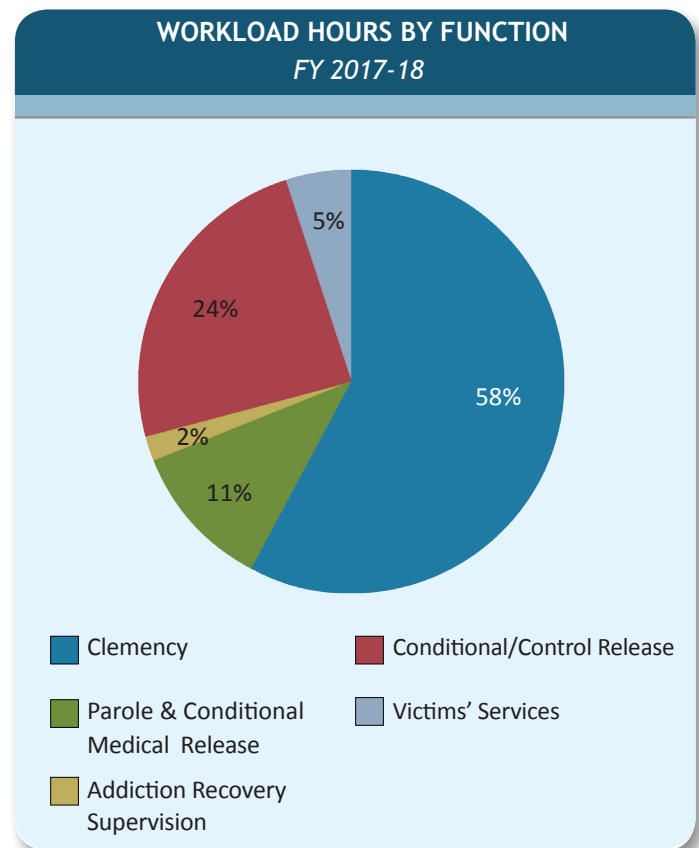
Individuals seeking any form of clemency must start the process by submitting an application and the required court documents to the Office of Executive Clemency (OEC). Detailed information is available online at [www.fcor.state.fl.us](http://www.fcor.state.fl.us).

## Victims' Services

Victims' Services provides direct, personal service to crime victims and their families through the parole, conditional medical release, control release, conditional release, addiction recovery supervision, and clemency processes. Staff strive to reduce victimization through education within an environment of compassion, dignity, and respect. The section is proactive in educating victims and informing them of their rights. Central Office, in coordination with Field Services, attempt to locate all victims to inform them of their right to be present, informed, and heard in the clemency or Commission processes.

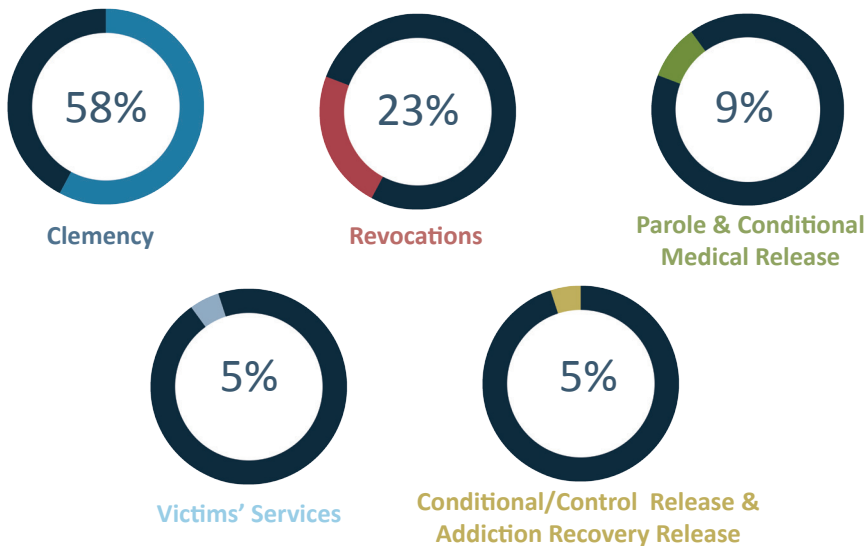
Victim input is important at every stage of the clemency, parole, and conditional medical release process and is crucial to informed decision-making. Victim participation can impact a variety of decisions including clemency and conditional medical release, or aggravating factors when setting a presumptive parole release date. Restitution, special conditions of supervision, and treatment programs for the offender are also impacted. If a victim chooses not to participate in this process, the person may still request to be notified and informed of upcoming proceedings and the Commission's or Clemency Board's actions concerning those proceedings. Victims make the decision as to what extent they wish to participate in the process.

The Victims of Crime Act was enacted in 1984 and provides federal funding to assist state, local, and private nonprofit agencies to provide direct services to crime victims. Staff offers assistance to victims and their families by responding to their emotional needs, providing the necessary support and resources available to help stabilize their lives after victimization, and providing information on the criminal justice system and its operations. This section is proactive in seeking ways to broaden the services that are available to victims.



# YEAR IN SUMMARY STATISTICS

## WORKLOAD HOURS BY BUDGET ACTIVITY



ACTIVITY	HOURS
Clemency	114,536
Revocations	46,224
Parole & Conditional Medical Release	18,913
Victims' Services	9,465
Conditional/Control Release & Addiction Recovery Release	9,558
<b>TOTAL FY 2017-18</b>	<b>198,696</b>

### Clemency Services

- 5,381 clemency applications were received.
- 22,746 pending clemency applications.\*
- 5,639 clemency cases were completed.

### Conditional Medical Release (CMR)

- 39 inmates were referred for CMR.
- 21 inmates were granted CMR.

### Offender Revocations

- 1,626 revocation determinations were made.
- 99.8% of revocation determinations were completed within 90 days of final hearing.
- 2,020 warrants were issued.

### Victims' Services

- 21,369 assists to victims were provided.

### Parole

- 1,499 parole determinations were made.
- 4,275 inmates were eligible for parole release.
- 448 inmates were under parole supervision.
- 14 inmates were granted parole.
- 16 inmates were released on parole.

### Conditional Release

- 5,212 inmates were placed on conditional release supervision.
- 2,936 inmates were under conditional release supervision.\*

### Addiction Recovery Release

- 1,046 inmates were placed on addiction recovery release supervision.
- 245 inmates were under addiction recovery release supervision.\*

\*As of June 30, 2018

## FINANCIAL DISCLOSURE

BUDGET CATEGORY	APPROPRIATED BUDGET	ACTUAL EXPENDITURES AS OF JUNE 30, 2018	BALANCE AS OF JUNE 30, 2018
Salaries (GR)	\$ 7,848,729	\$ 7,602,835	\$ 245,894
OPS	\$ 956,019	\$ 956,019	\$ -
Expense	\$ 889,986	\$ 886,639	\$ 3,347
OCO	\$ 8,027	\$ 8,027	\$ -
Contracted Services	\$ 263,525	\$ 65,813	\$ 197,712
Risk/Insurance	\$ 67,157	\$ 67,157	\$ -
Lease/Purchase Equipment	\$ 25,589	\$ 25,589	\$ -
Human Resources	\$ 47,782	\$ 47,782	\$ -
Data Processing	\$ 449,214	\$ 449,214	\$ -
<b>Total</b>	<b>\$ 10,556,028</b>	<b>\$ 10,109,075</b>	<b>\$ 446,953</b>

## PERFORMANCE MEASURES

**25**

Parolees successfully completed their supervision without revocation within the first three years.

**1,543**

Number of parole and conditional medical release determinations.\*\*

**1,626**

Number of revocation determinations.

**21,369**

Number of victim assists.

**5,639**

Number of clemency cases completed.

**7,910**

Number of conditional release/addiction recovery decisions\*\*

**100%**

Of parolees have successfully completed their supervision without revocation within the first three years.

**99.8%**

Of cases placed before the Commission/Clemency Board containing no factual errors.

**99.8%**

Of revocation cases were completed within 90 days of final hearing.

**100%**

Of RCR *With a Hearing* cases provided to the Clemency Board containing no factual errors.

**99.8%**

Of RCR *Without a Hearing* cases provided to the Clemency Board containing no factual errors.

\*\* Number includes re-docketed cases.



*The Division of Operations is the largest unit of the Commission and is comprised of four sections: the Revocations Unit, Victims' Services, Office of the Commission Clerk, and Field Services. Twelve field offices are divided among five regional areas across the state with each region staffed by an administrator who directs the day-to-day activities of the professionals and support staff assigned to offices located within the region.*

*Operations is responsible for multiple functions in the administration of post prison supervisory release programs. These supervised release programs include parole, conditional medical release, control release, conditional release, and addiction recovery release supervision. Through Field Services staff, Operations conducts parole interviews, administrative hearings for alleged violations of supervision, as well as clemency investigations for the Board of Executive Clemency.*

## Operations Accomplishments: FY 2017-18

The Commission held out-of-town meetings in Manatee County in October 2017, Seminole County in November 2017, Duval County in February 2018, and Charlotte County in May 2018, making access to the meetings more convenient and less costly for victims and inmate supporters. The meetings were well attended by victims' families, inmate supporters, Department of Corrections staff, and juveniles from the Department of Juvenile Justice.

The division continued to update numerous procedure directives for Central Office Operations and Field Services Operations.

Provided testimony on behalf of the state at several juvenile resentencing hearings.

Commissioners and staff toured the New River Correctional Institution.

Coordinated with the Department of Management Services to hold all in-town votes at the Betty Easley Center.

The Commission was a cosponsor of the National Preventing Crime in the Black Community Conference, which was held in Jacksonville May 30-June 1, 2018.

## Office of the Commission Clerk

The Office of the Commission Clerk (OCC) receives thousands of cases each year which staff prepare and process for the Commission's review and action. They include conditional release interviews, parole interviews, parole release plan investigations, addiction recovery interviews, conditional medical release recommendations, supervision reviews, requests for modifications of the conditions of supervision, eligibility reviews, and special requests from the Department.

## Office of the Commission Clerk Accomplishments: FY 2017-18

During this fiscal year, the Auditor General conducted an operational audit focusing on the administration of parole, the conditional medical release program, and selective administration activities. The audit concluded the activities were properly administered and related laws and rules and other guidelines were followed. The audit further concluded the Commission had taken corrective actions for the finding in the 2017 report, which included supervision reviews.

The number of cases docketed in FY 2017-18 included:\*

- Parole - 1,055
- Conditional Medical Release - 44
- Conditional Release - 6,775
- Addiction Recovery Release Supervision - 1,152
- Control Release - 0

*\* Individual cases may be docketed multiple times throughout the year, therefore docketed case totals may be higher than actual case totals .*

## Revocations

Revocations reviews all violation reports, prepares arrest warrants, updates the National Crime Information Center/ Florida Crime Information Center (NCIC/FCIC) databases, responds to requests from law enforcement agencies, coordinates the extradition of violators, and performs functions relating to the docketing and processing of cases for Commission action involving review of supervision and violations of supervision.

## Revocations Accomplishments: FY 2017-18

During this fiscal year, a warrant tracking system was developed to capture offenders nearing their end of sentence, thereby completing their term of supervision. By identifying these offenders who were in active violation status, it allowed staff to dismiss outstanding warrants in a timely manner.

- Warrants Issued - 2,020
- Cases Reviewed and Prepared for Docket - 1,626\*

*\*Includes parole, conditional medical release, control release, conditional release, and addiction recovery release supervision cases.*

## Victims' Services

Victim assistance is a key tenet of the Commission's mission and is considered vitally important. Article I, Section 16(b) of Florida's Constitution, and sections 947.06 and 960.001, Florida Statutes, address the need to protect the rights of victims of crime and the need for victims' input in the criminal justice process.

Victims' Services provides direct, personal assistance to crime victims and their families, assuring their opportunity to participate in the parole, conditional medical release, control release, conditional release, addiction recovery release supervision, and clemency processes.

## Victims' Services Accomplishments: FY 2017-18

During this fiscal year, Victims' Services received approval for continuation of a federal grant under the Victims of Crime Act to provide funds to assist victims in the clemency process.

During this past year, the Victims' Services staff has worked diligently to provide hearing recommendations to all victims and state attorneys prior to the hearings. Victims' Services staff also contacted any victims, who provided input for hearings (when possible), to advise them of the outcome of the hearings. This effort has increased the level of service provided to the victims served, increased victim and state attorney participation, and increased satisfaction.

During this fiscal year, Victims' Services responded to 3,189 information requests from victims on parole, clemency, conditional release, and conditional medical release cases. In addition, Victims' Services searched for and located 664 victims in these categories. Victims' Services provided 6,224 status updates to victims.

During this fiscal year, Victims' Services attended the Victim Services Practitioner Designation training offered by the Attorney General's Office, Florida Crime Prevention Training Institute, and the National Organization for Victim Assistance (NOVA) Training Event.

- Requests for Information by Victims - 3,189\*
- Status Updates Provided to Victims - 6,224\*
- Victims Located - 664\*

*\*Includes parole, conditional medical release, clemency, and conditional release cases.*

## Field Services

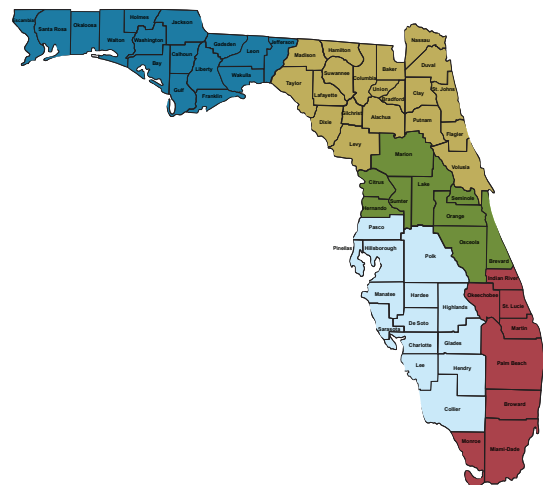
Field Services is responsible for performing a variety of functions, including acting as hearing officers when conducting revocation hearings.

Regarding the parole release process, Field Services Investigators conduct inmate interviews at the correctional facilities, perform investigations, and make recommendations regarding the establishment of a presumptive parole release date (PPRD) for parole eligible inmates.

Duties also include making recommendations regarding changes to an inmate's PPRD and whether to release on parole, conducting investigations for parole and conditional medical release plans, and locating victims or relatives of victims. Clemency-related duties include conducting full investigations for the Board of Executive Clemency.

## Field Services Statewide Activity Totals: FY 2017-18

- Parole Interviews - 848
- Revocation Interviews - 2,357
- Revocation Hearings - 551
- Total Interviews and Hearings - 3,756



## DIVISION OF ADMINISTRATION

*The Division of Administration serves as a liaison to the Governor's Office of Planning and Budgeting, the Office of Program Policy and Government Accountability, the Auditor General, the Florida Legislature, the Department of Financial Services (DFS), the Department of Management Services (DMS), and the Department of Corrections' Information Technology section. The Division provides administrative support to the Commission's Central Office and 12 field offices. Administration includes Human Resources, Finance and Accounting, Purchasing, Safety, Grants, Contracts, Inventory, Emergency Management, and General Services. This Division has fiscal responsibility for the agency including preparation of the agency's Legislative Budget Request, management of the Commission's operating budget, the Long Range Program Plan, and purchasing of all commodities and services for the agency. Additionally, the division is responsible for preparing data, statistics, and financial information.*

### Administration Accomplishments: FY 2017-18

The Auditor General completed an audit on the Commission. The audit report had no findings.

The Department of Financial Services reported 99-100% compliance, with the Commission processing 1,089 invoices.

The division created the following hiring forms: new employee guide, social security disclosure, badge receipt, exemption from public records, employee information data, training acknowledgment, and outside of state employment.

Monitored the completion of performance evaluations and expectations. The Commission received 100% success rate.

Administration submitted 419 requisitions, approved 360 purchase requests, made 417 business deliveries, completed

1,792 interoffice requests, addressed 55 maintenance issues, completed 292 PAR actions in People First, and submitted 193 Security Access Requests.

All Commission staff completed diversity, sexual harassment awareness, code of ethics, Americans with Disabilities Act, and People First system upgrade training.

Audited all HR files and reviewed all position descriptions for current employees.

Completed safety inspections, participated in Commission Safety Committee, represented the Commission at the Interagency Advisory Council meeting, and completed safety book project.

## OFFICE OF GENERAL COUNSEL

*The Office of the General Counsel is charged with successfully prevailing on litigation filed against the Commission; providing quality legal advice and representation in a prompt manner; and engaging in proactive legal counseling to prevent unnecessary litigation in the future.*

### General Counsel Accomplishments: FY 2017-18

The Office of the General Counsel was actively involved in litigation during FY 2017-18 in both state and federal court, opening 269 new cases.

The office filed 404 court pleadings, motions, responses, briefs, and the like, to challenges made against the Commission's authority, challenging the Commission's decisions, and challenging the Office of Executive Clemency actions and decisions.

Legal staff responded to 875 public records requests.

Additionally, the Office of the General Counsel provided hundreds of legal opinions to the commissioners, Central Office, and staff within the five regional offices.



# OFFICE OF LEGISLATIVE AFFAIRS

*The Office of Legislative Affairs is charged with directing and overseeing the Commission's legislative program as the agency's chief legislative advocate. This office interacts with all members and staff of the Florida Legislature; the Office of Program Policy and Accountability, and the appropriate Joint Legislative Committees; the Governor's Office of Policy and Budget; the Governor's Office of Legislative Affairs; and the legislative affairs directors of all state agencies, particularly those in the areas of law enforcement and criminal justice.*

## Legislative Affairs Accomplishments: FY 2017-18

The Commission's operating budget for FY 2018-19, as provided by HB5001, is \$10,472,467 (\$10,354,129 in General Revenue Funding and \$118,338 from Trust Funds).

The agency's base budget includes funding for 132 full-time employees (FTEs).

# OFFICE OF COMMUNICATIONS

*The Office of Communications is charged with overseeing the agency's internal and external communications and public information programs, with the director acting as the agency's chief spokesperson. This office responds to daily inquiries from local, state, and national media organizations, as well as to public information and public records requests. It is also responsible for the production of all publications and informational materials disseminated to legislators, media, and key stakeholders throughout the state and nation.*

## Communications Accomplishments: FY 2017-18

Designed and produced Commission publications and reports including the Legislative Budget Request (LBR) and presentation, Long Range Program Plan (LRPP), annual report, Commission media kit and digital press kit, monthly reports, and quarterly staff newsletters.

Composed media messaging and content copy for programs including the 2018 National Crime Victims' Rights Week (NCVRW), the agency's youth crime prevention initiatives, the Florida Council on Crime and Delinquency (FCCD) Training Institute, and the Attorney General's National Preventing Crime in the Black Community (PCBC) Conference.

Prepared presentation and speaking points for internal and external events and engagements including NCVRW, the FCCD Institute, Commission business meetings, annual staff awards ceremony, Florida First Responders Week, and the Attorney General's PCBC Conference.

Provided media messaging, materials and on-site media relations for NCVRW training, weekly parole hearings in Central Office, quarterly Board of Executive Clemency hearings, and out-of-town hearings.

Responded to daily inquiries and public records requests from

local, state, and national media outlets.

Maintained the Commission's external and internal websites, which continue to be invaluable resources for constituents and employees.

Participated in various meetings held by the Florida Public Relations Association (FPRA) and the Association of Paroling Authorities International (APAI) Public Relations Committee.

Created digital content for events including staff recognitions and information regarding the Commission and other related governmental public safety and agency issues.

Began production of events and materials for the employee engagement initiative including the employee mentor program, new employee training video and handbook, and in-house training opportunities.

Presented the LBR for the Office of Policy and Budget and the House Justice Appropriations Subcommittee.

Attended the Executive Communicators and Speechwriters Conference in Washington, D.C., and the annual FPRA Conference in Ponte Vedra, Florida.

*The Office of Executive Clemency (OEC) reports directly to the governor and Cabinet who sit as the Clemency Board in the performance of their duties and responsibilities. This office is co-located with the Commission for ease of operation and coordination of functions. OEC was created in 1975 to process applications for executive clemency requiring approval of the governor and requisite members of the Cabinet. The coordinator is appointed by the governor and Cabinet and is responsible for coordinating all clemency meetings, referring applications for investigation, and serves as the official custodian of all clemency records.*

In addition to processing requests for restoration of civil rights (RCR), the office determines eligibility for full pardons; pardons without firearm authority; pardons for misdemeanors; specific authority to own, possess or use firearms; remission of fines and forfeitures; restoration of alien status under Florida law, as well as requests for review regarding commutations of sentence.

The office receives, tracks, and responds to correspondence and calls received in the Governor's Office of Citizen Services regarding the clemency process, as well as emails received daily by clemency web email address. This fiscal year OEC responded to 484 Citizen Services requests and clemency web inquiries pertaining to the status of individuals seeking clemency and procedural questions. Office staff respond to questions and assist applicants in completing their requests for RCR. Clemency's toll-free information number received 16,636 calls in FY 2017-2018. This number does not include calls made directly to the posted (850) 488-2952 number. Information and applications for clemency are distributed on a daily basis by mail or from the website.

This office provides verification and documentation for RCR and all other forms of clemency requested by law enforcement agencies, state attorneys, public defenders, licensing agencies, and supervisors of elections. During FY 2017-2018, staff prepared 4,713 "Gold Seal" letters for inquiring criminal justice agencies.

The OEC prepares and distributes the agenda for the quarterly Board meetings as well as the executive orders and certificates granting clemency. Notifications are sent to applicants advising of their placement on the agenda and determinations made by the Clemency Board. During FY 2017-2018, the OEC coordinated quarterly clemency meetings. The September 2017 meeting was postponed until October due to the devastation caused by Hurricane Irma in many of the counties where applicants were residing.

The coordinator works continually with the governor and Cabinet members' clemency aides on the interpretation of the Rules of Executive Clemency (Rules) and stays abreast of new state and federal legislation that may have a direct or indirect impact on the clemency process in Florida. The coordinator also responds to research inquiries regarding clemency and provides information to persons conducting federal and state surveys on clemency procedures in Florida.

## Office of Executive Clemency Accomplishments: FY 2017-18

During this fiscal year, the state of Florida's clemency process became a significant topic of interest. Actions taken included a petition drive for a constitutional amendment to be added on the ballot in November 2018, an injunction filed by a Florida federal judge halting the current RCR process, and the response received from the 11th District Court of Appeals, which allowed the office to temporarily resume the process.

The OEC coordinator represented the agency by providing a history of the clemency process to the House of Representatives, Criminal Justice Sub-Committee in October. In November, the office presented before the Constitutional Review Commission, Ethics and Elections Sub-Committee. During both presentations, questions were posed that required explanations of the previous and current processes.

Throughout this period of legal inquiries, OEC assisted the Office of General Counsel with multiple public and legal record requests pertinent to the current clemency process and the processes under previous administrations.

A review of this year shows a continued collaborative effort between the OEC and the Office of Clemency Investigations (CI) which ensures the best possible customer service experience throughout the clemency process. Frequent efficiency studies are conducted with staff to evaluate processes and look for "working smarter, not harder" strategies in an effort to best serve applicants.

*The Office of Clemency Investigations is charged with investigating, reviewing, evaluating, and reporting to the Clemency Board in all types of clemency cases, including, but not limited to, the restoration of civil rights, restoration of alien status under Florida law, full pardons, firearm authority, commutation of sentence, remission of fines, and capital punishment cases. Clemency Investigations provides training, resource materials, and support to Field Services staff in all clemency matters.*

## General Clemency Investigations

Clemency Investigations provides daily investigative and research support to the Board. Field Services staff along with this office conducts confidential investigations on all applications that are referred to the Commission for investigation. This office also conducts quality assurance reviews on each of these investigations, and all eligible cases are presented to the Board.

The office conducts investigations on all requests for review for commutation of sentence applications, provides customer service to clemency applicants, and conducts clemency data research and analysis for all internal and external requests.

The type of clemency investigation primarily depends on the severity and nature of the offense and the form of clemency relief being sought. The Rules provide detailed information regarding the list of offenses that determine the processing category. The depth and scope of each investigation vary by type and each has a different waiting period after completion of sentence.

RCR investigations are classified as: *Without a Hearing* and *With a Hearing*. *Without a Hearing* investigations are those where offenders, depending on the offense of conviction, are eligible for consideration only after five years have passed since the date of completion of all sentences and conditions of supervision imposed for all felony convictions, if no crimes have been committed and if the applicant has not been arrested for a misdemeanor or felony for the five years prior to the date the application is being reviewed. *With a Hearing* investigations are those where offenders with more serious offenses are eligible for consideration only after seven years have passed since the date of completion of all sentences and conditions of supervision imposed for all felony convictions.

All *With a Hearing* investigations, including non-RCR, provide a broad picture of the applicant's history and activities, which assist the Board in making informed decisions. They include, but are not limited to, criminal convictions; history of adjustment to incarceration or supervision; criminal record; traffic record; payment of fines, court costs, public defender fees and victim restitution; history of domestic violence; alcohol and substance abuse history; voter registration information; as well as judicial, state attorney and victim input. The office conducts quality assurance reviews on each of these investigations and obtains the Commission's advisory recommendation for submission to the Board. Clemency applicants are mailed a copy of their investigative report prior to each scheduled Board meeting.

## Capital Punishment Case Investigations

In capital punishment cases, by rule, the governor may direct the Commission to conduct an in-depth investigation. Clemency Investigations is responsible for coordinating the clemency interview of the death row inmate conducted by the Commission. Investigators research the case history, including offense(s) of conviction, complete criminal record, institutional record, social and psychological information, co-defendant information, and trial and appellate court information. This office is the point of contact for clemency counsel, manages the agreement, and acts as a liaison between counsel and the Florida Department of Corrections. The office coordinates with Field Services staff to conduct an investigation on the inmate and conduct interviews, if possible, with the trial attorneys who prosecuted and defended the inmate, the presiding judge, and the inmate's family. In addition, the office coordinates with the Attorney General's Office to allow victims of record to provide any comments to be included with the final report to the Board. Clemency Investigations compiles this information, with the Commission's findings and conclusions, and provides it to the Board to assist in the consideration of a commutation of death sentence to life.

## Office of Clemency Investigations Accomplishments: FY 2017-18

Produced or revised several training manuals and templates related to conducting comprehensive investigations, determining eligibility reviews, performing quality assurance reviews, and converting hard copy files into electronic files for use at Clemency Board Meetings.

Provided bi-monthly teleconference training to field offices and updated procedure directives and all position descriptions.

Received approximately 3,000 telephone calls and responded to a high volume of daily correspondence from applicants.

Produced annual report to the Board on the status of individuals whose rights were restored for the prior two calendar years, including recidivism statistics, and evaluative data.



# CONTACT INFORMATION

## General Information

Florida Commission on Offender Review  
4070 Esplanade Way  
Tallahassee, FL 32399-2450  
[www.fcor.state.fl.us](http://www.fcor.state.fl.us)

For general inquiries about the Commission  
[publicaffairs@fcor.state.fl.us](mailto:publicaffairs@fcor.state.fl.us) (850) 922-0000

## Clemency

For information regarding clemency applications for restoration of civil rights; full pardons; remission of fines; commutation of sentence; and specific authority to own, possess, or use firearms, call **toll-free (800) 435-8286**, or email [clemencyweb@fcor.state.fl.us](mailto:clemencyweb@fcor.state.fl.us).

## Victims' Services

For notification of inmate hearings and release information contact Victims' Services **toll-free (855) 850-8196** or email [victimquestions@fcor.state.fl.us](mailto:victimquestions@fcor.state.fl.us).

## Inmate Supporters

For information regarding an inmate's parole, conditional medical release, conditional release or addiction recovery supervision or for information about attending a Commission hearing call **toll-free (800) 335-3396**. To submit a statement of support, email [inmatessupporter@fcor.state.fl.us](mailto:inmatessupporter@fcor.state.fl.us).

## Revocations

For information regarding violations of supervision, warrants, or other revocation matters, call **(850) 488-0611** or email [revocations@fcor.state.fl.us](mailto:revocations@fcor.state.fl.us).

## Public Affairs

All press inquiries should be directed to the Communications office at **(850) 921-2816** or [publicaffairs@fcor.state.fl.us](mailto:publicaffairs@fcor.state.fl.us).

All legislative inquiries should be directed to the Legislative Affairs office at **(850) 921-2804**.

## Commissioners

Melinda N. Coonrod ..... (850) 487-1980  
Chairman  
Richard D. Davison ..... (850) 488-0476  
Vice Chairman  
David A. Wyant ..... (850) 487-1978  
Secretary

## Division of Administration

Gina Giacomo ..... (850) 488-3415  
Director  
Nicole Cain ..... (850) 488-3417  
Human Resources Administrator  
Karen Huff ..... (850) 921-2815  
Accounting and Budgeting Administrator

## Division of Operations

Kim Dickey ..... (850) 922-6137  
Director of Central Office Operations  
Laura Tully ..... (850) 488-0611  
Director of Regional Operations  
Ian Berry..... (850) 488-0611  
Revocations Supervisor  
Dawn Mikola ..... (850) 487-3259  
Victims' Services Supervisor  
Megan Higgins ..... (850) 488-1293  
Office of the Commission Clerk Supervisor

## Office of Clemency Investigations

Stephen Hebert ..... (850) 487-1175  
Director

## Office of Communications

Kelly Corder ..... (850) 921-2816  
Director

## Office of Executive Clemency

Julia McCall ..... (850) 488-2952  
Coordinator

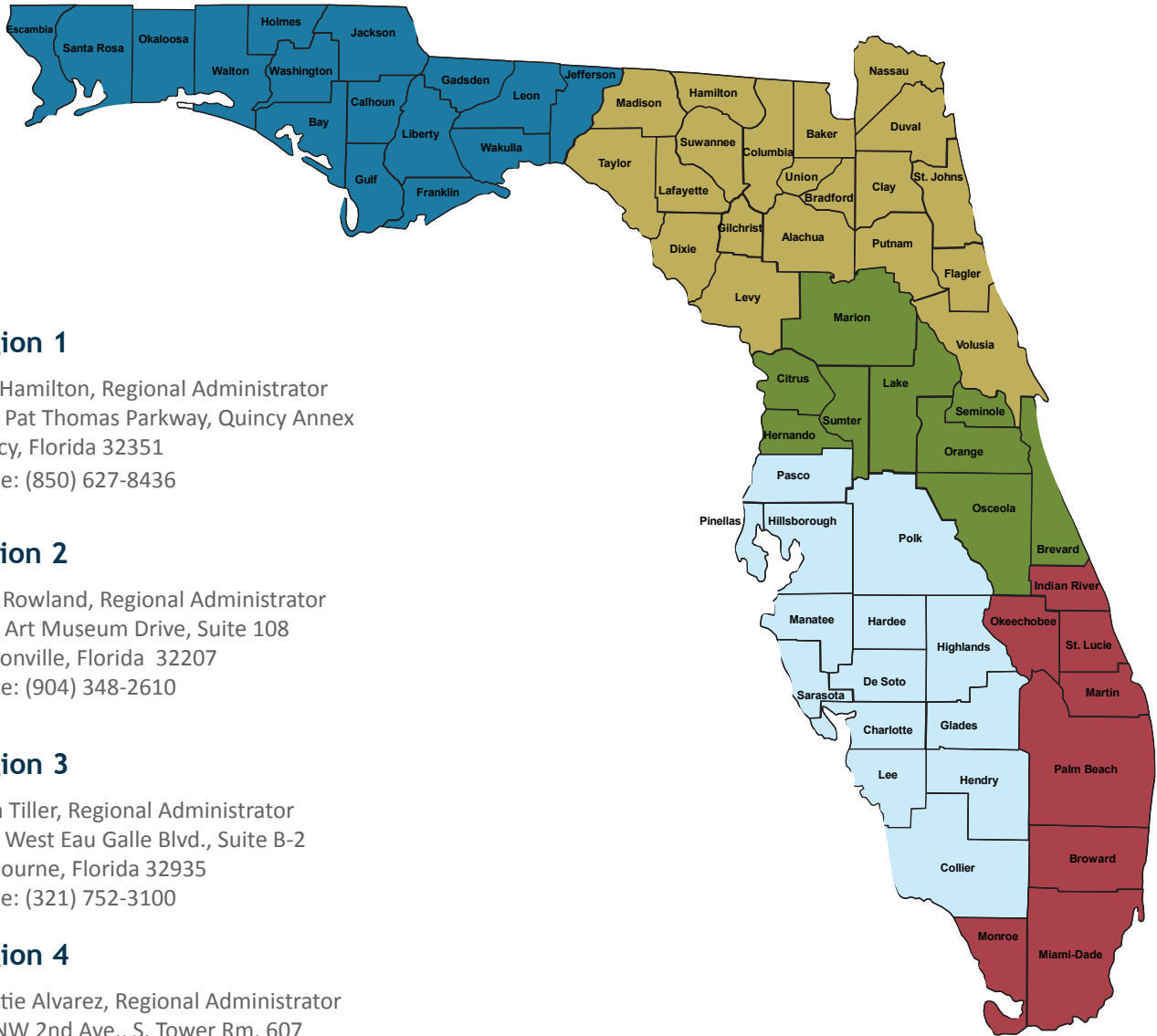
## Office of General Counsel

Rana Wallace ..... (850) 488-4460  
General Counsel

## Office of Legislative Affairs

Alec Yarger ..... (850) 921-2804  
Director

# FIELD SERVICES DIRECTORY



## ▶ Region 1

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2225 Pat Thomas Parkway, Quincy Annex  
Quincy, Florida 32351  
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## ▶ Region 2

Mills Rowland, Regional Administrator  
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## ▶ Region 4

Christie Alvarez, Regional Administrator  
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Phone: (305) 349-1293

## ▶ Region 5

Helen Williams-Lester, Regional Administrator  
1313 North Tampa Street, Suite 310  
Tampa, Florida 33602  
Phone: (813) 233-2530

## Field Services

Field Services staff are responsible for carrying out the Commission's duties at a regional level including conducting administrative hearings for alleged violations of supervision, performing clemency investigations for the Board of Executive Clemency, conducting inmate interviews at the correctional facility and making appropriate recommendations, conducting investigations for parole release plans, and locating victims or the relatives of victims.



## **FLORIDA COMMISSION ON OFFENDER REVIEW**

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