



# FLORIDA COMMISSION ON OFFENDER REVIEW

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*A Governor and Cabinet Agency Created in 1941*



COMMISSION ACTIVITIES

YEAR IN SUMMARY STATISTICS

DEPARTMENT REPORTS

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2021  
ANNUAL  
REPORT

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## FLORIDA COMMISSION ON OFFENDER REVIEW



Commissioner David A. Wyant, Secretary  
Commissioner Melinda N. Coonrod, Chairman  
Commissioner Richard D. Davison, Vice Chairman  
*(Pictured from left to right)*

## FLORIDA BOARD OF EXECUTIVE CLEMENCY

Nikki Fried, Commissioner of Agriculture  
and Consumer Services

Ron DeSantis, Governor

Ashley Moody, Attorney General

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.*

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# CHAIRMAN'S MESSAGE



Dear Governor DeSantis and members of the Cabinet, Senate President Simpson, and Speaker Sprowls:

I'm proud to present the Florida Commission on Offender Review's Annual Report. This fiscal year was defined by a return to normalcy as the state of Florida successfully overcame COVID-19. The Commission has remained focused on our statutorily mandated duties and responsibilities as we navigated the pandemic and returned to in-person operations both in our offices and for our public hearings.

While the pandemic continued to create challenges this fiscal year, the Commission was successful in following the guidance of the Governor and appropriate state agencies regarding COVID-19 as we maintained our operations.

For example, the Commission conducted parole hearings telephonically. Allowing participants to call in proved helpful to those who would otherwise need to travel to attend. For this reason, the Commission will continue to offer telephonic participation in our hearings. During the pandemic, we also added additional hearings specifically for conditional medical release (CMR) cases and we'll continue to hold these hearings as they have been instrumental in meeting the need to expedite CMR.

Other highlights from this year include:

- Commissioner Richard Davison's reappointment to the Commission. Davison was unanimously confirmed by the Senate on April 29, 2021, for a second 6-year term.
- The Commission participated in National Crime Victims' Rights Week (NCVRW) with an agency-wide email campaign and related events.
- During the March 10, 2021, clemency meeting, the Board of Executive Clemency revised the Rules of Executive Clemency. Following the rule changes, the Commission created new resource materials and conducted training with staff for implementing new workflow processes to reflect the changes.



Throughout the year, Commission offices across the state worked closely with other state agencies and law enforcement as we remained dedicated to our ongoing mission to ensure the public safety and provide victim assistance through the post prison release process.

Respectfully,

Melinda N. Coonrod, Chairman

# COMMISSIONERS' VITAE



**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 by the Governor and Florida Cabinet on June 13, 2018, to serve a second six-year term, and was confirmed by the Florida Senate on May 1, 2019. In December of 2020, Commissioner Coonrod was reappointed as Commission Chair for a third consecutive two-year term. Commissioner Coonrod's term expires June 30, 2024. She is a member of the Tallahassee Bar Association, Association of Paroling Authorities International, and the Florida Council on Crime and Delinquency.



**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 felony, misdemeanor, and traffic cases. 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 in the 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, Commissioner Davison was also employed as an associate for Williams, Wilson, and Sexton, P.A., and as the legal counsel for the Gadsden County Sheriff's Office.

Commissioner Davison received a Bachelor of Science degree from Florida State University in 1984 and a juris doctor from the University of Florida in 1988. Commissioner Davison was originally appointed to the Commission by Governor Scott and the Florida Cabinet on August 19, 2014, and was confirmed by the Florida Senate, to serve a six-year term. Commissioner Davison was re-appointed to the Commission by Governor DeSantis and the Florida Cabinet on December 15, 2020, and was confirmed by the Florida Senate, to serve a second term that extends until June 30, 2026.



**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.



*Commissioner Wyant, Chairman Coonrod, and Commissioner Davison (pictured left to right)*

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.

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; 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.

On June 30, 2021, there were 3,789 inmates who were eligible for parole and 400 releasees on parole supervision. In FY 2020–21, the Commission made 1,260 parole determinations and granted parole to 22 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 also has the authority to return the offender to custody if his or her medical or physical condition improves. The Department has recommended 220 inmates for release in the past three fiscal years. The Commission granted release to 119, or 54%, of those recommended by the Department during those three years. In FY 2020–21, the Commission granted 46 of the 79 inmates recommended by the Department for conditional medical release, or 58.2%.

## 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 by the Department 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, 2021, there were 2,678 offenders on conditional release supervision, and in FY 2020–21, the Commission set terms and conditions for 4,713 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 2020–21, 686 offenders were placed

in the program. As of June 30, 2021, there were 139 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; 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).

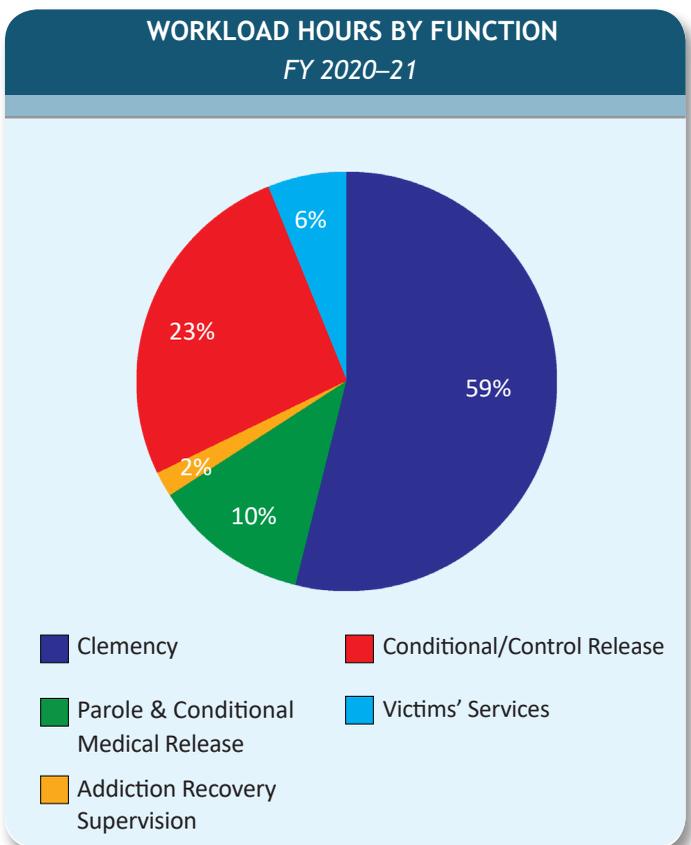
### Victims' Services

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. 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



Clemency



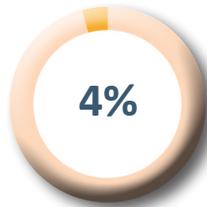
Revocations



Parole & Conditional Medical Release



Victims' Services



Conditional/Control Release & Addiction Recovery Release

ACTIVITY	HOURS
Clemency	130,977
Revocations	48,759
Parole & Conditional Medical Release	20,580
Victims' Services	13,563
Conditional/Control Release & Addiction Recovery Release	8,044
<b>TOTAL FY 2020-21</b>	<b>221,923</b>

### Clemency Services

- 6,192 clemency applications were received in FY 20-21.
- 25,118 pending clemency applications.\*
- 6,278 clemency cases were completed in FY 20-21.

### Conditional Medical Release (CMR)

- 79 inmates were referred for CMR in FY 20-21.
- 46 inmates were granted CMR in FY 20-21.

### Offender Revocations

- 1,360 revocation determinations were made in FY 20-21.
- 99.7% of revocation determinations were completed within 90 days of final hearing.
- 1,657 warrants (excluding amended warrants) were issued in FY 20-21.

### Victims' Services

- 22,617 assists to victims were provided in FY 20-21.

### Parole

- 1,260 parole determinations were made in FY 20-21.
- 3,789 inmates were eligible for parole release on June 30, 2021.
- 400 inmates were under parole supervision on June 30, 2020.
- 22 inmates were granted parole in FY 20-21.
- 21 inmates were released on parole in FY 20-21.

### Conditional Release

- 4,713 inmates were placed on conditional release supervision during FY 20-21.
- 2,678 inmates were under conditional release supervision on June 30, 2021.

### Addiction Recovery Release

- 686 inmates were placed on addiction recovery release supervision during FY 20-21.
- 139 inmates were under addiction recovery release supervision on June 30, 2021.

\*As of July 1, 2021

## FINANCIAL DISCLOSURE

BUDGET CATEGORY	APPROPRIATED BUDGET	ACTUAL EXPENDITURES AS OF JUNE 30, 2021	BALANCE AS OF JUNE 30, 2021
Salaries (GR)	\$8,618,470	\$8,216,285	\$402,184
OPS	\$1,277,735	\$1,113,853	\$163,881
Expense	\$99,388	\$861,290	\$58,097
OCO	\$16,771	\$0	\$16,771
Acquisition of Motor Vehicle	\$24,821	\$21,557	\$3,264
Contracted Services	\$263,525	\$73,732	\$189,792
Risk/Insurance	\$119,165	\$119,165	\$0
Lease/Purchase Equipment	\$23,858	\$23,436	\$421
Human Resources	\$48,493	\$48,493	\$0
Data Processing - DC	\$825,464	\$825,464	\$0
<b>Total</b>	<b>\$12,137,690</b>	<b>\$11,303,276</b>	<b>\$834,413</b>

This FY, a 6% hold-back on the appropriation resulted in a high reversion rate. A hold-back of \$664,854 was released in May 2021.

## PERFORMANCE MEASURES

**15**

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

**1,348**

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

**1,360**

Number of revocation determinations.

**22,617**

Number of victim assists.

**6,278**

Number of clemency cases completed.

**7,057**

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

**93.7%** Of parolees have successfully completed their supervision without revocation within the first three years.

**99.9%** Of cases placed before the Commission/Clemency Board contained no factual errors.

**99.7%** Of revocation cases were completed within 90 days of final hearing.

An additional 697 clemency cases were also completed that have been determined eligible and fully investigated by Commission investigators but are awaiting final action by the Board.

\*\* Number includes re-docketed cases.

# DIVISION OF OPERATIONS

*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 2020–21

Due to the pandemic, all Commission hearings were conducted telephonically and no out-of-town hearings were scheduled.

In response to the pandemic, central office and field office staff were approved to telework.

The director of field services continued to provide assistance to various state attorney offices regarding juvenile resentencing and other parole related matters.

The Chairman and the director of field services met with Noah Community Outreach staff and numerous parolees in Tampa on June 3, 2021.

The director of field operations did not schedule any field office visits due to the pandemic.

The director of central office operations and the director of field services assisted with the conditional medical release audit conducted by the auditor general's office.

The director of central office operations, the revocations supervisor, Commissioner Wyant, and Commissioner Wyant's personal assistant were participants in the committee to update the administrative rules.

## Office of the Commission Clerk

The Office of the Commission Clerk (OCC) receives thousands of cases each year that 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 2020–21

During the fiscal year, OCC continued to provide precise and timely work product while also responding to public inquiries regarding the parole process. OCC continued the quality assurance process put in place for conditional release and addiction recovery cases

to ensure proper reviews are continued to be conducted on all offenders prior to their release. Staff participated in various trainings and attended a week-long Florida Council on Crime and Delinquency conference. Due to the COVID-19 pandemic, staff prepared to conduct and process the Commission meetings telephonically.

The number of cases docketed in FY 2020–21 included:\*

- Parole: 1,186
- Conditional medical release: 92
- Conditional release: 6,938
- Addiction recovery release supervision: 829
- 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 2020–21

During this fiscal year, staff focused on ensuring an accurate and efficient work product as public safety is one of our paramount goals. Special emphasis was placed on quality assurance checks as workflow was restructured to comply with returning from telecommuting during COVID-19. A new report was created to ensure deadlines were met in all cases. In addition, training was continued of Revocation staff on an individual and team level to improve skills and foster team building. Staff members also attended FCCD training, and many staff completed certification processes as required by FDLE.

- Warrants issued: 1,657
- Cases reviewed and prepared for docket: 1,438\*

*\*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, ensuring 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 2020–21

During this fiscal year, Victims' Services staff focused on conducting case reviews to ensure victim searches have been conducted and all documents in the paper files are scanned into the Commission Management System (CMS) and imported into On-Base. This is an on-going project. Staff continue to purge files of offenders who are deceased or have expired their sentences.

Victims' Services staff has worked diligently to provide rationale/interview recommendations to victims and state attorneys prior to the Commission meetings. Furthermore, staff contacts any victims who provided input and emails state attorneys to advise them of the outcome. This effort increases the level of services provided to the victims served and our participation with the state attorneys.

FCOR was awarded the Victims of Crime Act (VOCA) grant for the 2020–2021 year. The grant provides funding for the government analyst and two staff assistant positions in Victims' Services. The positions provide services to the clemency victim population. The funds are also used for staff training and conferences, and printing Victims' Services brochures that are used to educate victims on our services.

Staff attended the NOVA 46th Virtual National Association of Victim Assistance (NOVA) Annual Training Event over a two-week period from July 20–31, 2020. The training provided various workshops related to victim issues. The training is funded through our VOCA grant. In addition, staff attended several Chapter Two FCCD Professionalism & Wellness Webinars during August through October 2020.

- Requests for information by victims: 3,513\*
- Status updates provided to victims: 10,472\*
- Victims located: 673\*

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

## Field Services

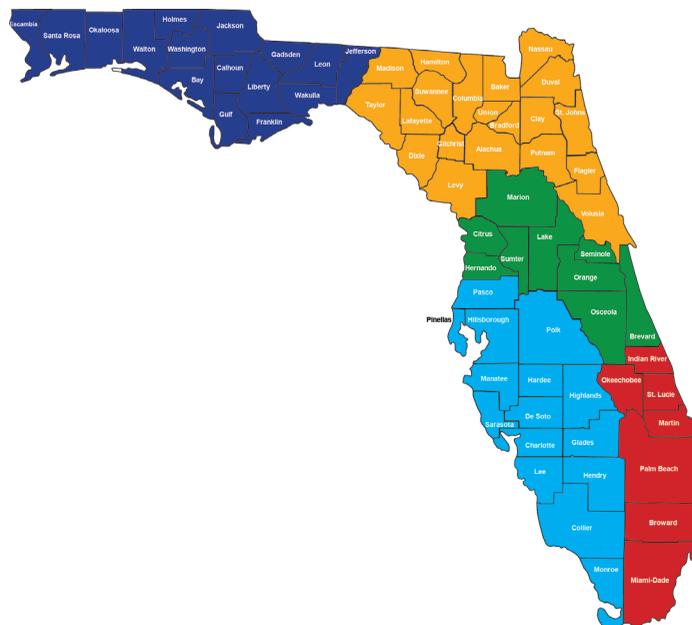
Field Services is responsible for performing a variety of functions, including acting as hearing officers when conducting revocation hearings.

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 2020–21

- Parole interviews: 910
- Revocation interviews: 2,035
- Revocation hearings: 447
- Total interviews and hearings: 3,392



## 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 Analysis 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 2020–21

The Division of Administration submitted 400 requisitions, approved 312 purchase requests, processed 1,358 invoices, made 60 business deliveries, completed 48 work orders, addressed 38 maintenance issues, completed 247 PAR actions in People First, submitted 139 security access requests, and processed 1,128 vouchers. Department of Financial Services reported 98.46–100% compliance.

Administration drafted the COOP plan, implemented the plan, and completed the drive-away kits checklist. The division also updated 1.01.01 procedure directives, 2.01.04 mobile and wireless communication and 2.01.03 tangible personal property; the Legislative Budget Request; Capital Improvements; legislative proposals; the Long Range Program Plan; and bill analyses. The division also submitted performance measures budget amendment, coordinated the auditor general audit and the MAC database rewrite project, and completed VOCA Audit Certification and VOCA request for funding.

Administration submitted the CERP report, payroll compliance checklist, annual workers comp survey, the property values worksheet, the delinquent account report, the crime insurance

report, the recycling project report, prerequisite reports, veterans' recruitment report, affirmative action report, training report, TRIRIGA user roles report, the revenue cap for fiscal year end report, certified forward for payables report, close-out on expenditure report, building data and state facilities report, operating cost report, Commission tax exemption certificate, savings sharing program report, active trust fund verification report, FL Palm Survey, Florida single audit act report, property insurance survey, EEO-4 report, and the schedule of expenditures federal awards reconciliation.

Administration provided COVID-19 assistance to Commission offices statewide. Administration facilitated agreements with staff regarding COVID-19 leave, purchased and coordinated IT support for telework, responded to COVID-19 issues, tracked expenses and hours related to COVID-19 policy, submitted Office of Policy and Budget reports and state emergency response team reports, and reported weekly to the Governor's office regarding COVID-19.

## 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 2020–21

The Office of the General Counsel was actively involved in litigation during FY 2020–21 in both state and federal court, opening 189 new cases.

The Office of the General Counsel filed 332 court pleadings, motions, responses, briefs, and the like to challenges made against the Commission's authority and challenging the Commission's decisions.

The Public Records Unit, housed in the Office of the General Counsel, responded to 461 public records requests.

Additionally, the Office of the General Counsel provided scores of legal opinions to the Commissioners, central office, and staff within the five regional field 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 Analysis and Government 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 2020–21

The Office of Legislative Affairs provided information regarding various Commission functions to members of the Florida Senate, House of Representatives, legislative committee staff, the Office of Policy and Budget, and the Office of Program Policy Analysis and Government Accountability.

Commissioner Richard Davison's reappointment to the Commission was unanimously confirmed by the Senate on April 29, 2021, for a second 6-year term. On his way to the full Senate vote, his reappointment was unanimously approved by the Senate

Committee on Ethics and Elections on April 19, 2021.

The Commission's operating budget for Fiscal Year 2021–2022, as provided by SB2500, is \$12,418,447 (\$12,295,136 in General Revenue Funding and \$123,311 from Trust Funds). The agency's operating budget includes funding for 132 full-time employees (FTEs).

In addition to maintaining the Commission's base funding, the legislature and Governor also approved \$371,000 to update the Commission Management System.

## 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 2020–21

The Office of Communications provided public relations and communication services to the Commission through media relations; the creation, dissemination, and management of agency reports and written materials; and support to agency offices through the design and review of Commission documents.

Specifically, the Office of Communications designed and produced Commission publications and reports, including the Long Range Program Plan (LRPP), the annual report, COVID-19 reports and memos, monthly reports, and quarterly staff newsletters. The communications director acted as final editor for all materials released by the Commission.

The Office of Communications managed media relations and responded to inquiries related to meetings of the Board of Executive Clemency and weekly Commission hearings. This office also managed media relations and responded to inquiries regarding the Commission's response to COVID-19, distributed press releases related to Commission activities, and responded to daily inquiries and public records requests from local, state, and national media.

Throughout this year, this office continued to implement and adjust the Commission's COVID-19 communications plan to include daily updates, the writing and dissemination of new policies and procedures, memos, and other communications and materials to keep the agency informed of the unfolding

situation, to support the health and safety of staff, and to support Commission operations.

Communications composed daily emails for the 2021 National Crime Victims' Rights Week (NCVRW). The office also prepared and presented training on professional writing for the Department of Juvenile Justice and training on Microsoft Word Track Changes for Commission staff. This office participated in mandatory online training (diversity training, sexual harassment awareness code of ethics, and Americans with Disabilities Act) and attended regular meetings related to Commission business and senior management planning.

Communications also prepared presentations and speaking points for internal and external events, including the Chairman's FCCD presentation and the Commission business meeting and annual staff awards ceremony.

This office maintained the Commission's external and internal websites, to include regular updates, ongoing audits, and graphic and content edits. Specifically, the Office of Communications facilitated significant changes to the clemency portion of the Commission website.

Finally, this office supported Commission staff as needed by creating, proofing, editing, and updating materials, including but not limited to, reports and materials for The Office of Executive Clemency, Clemency Investigations, The Office of Administration, and Legislative Affairs.

## OFFICE OF EXECUTIVE CLEMENCY

*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.*

### Office of Executive Clemency Accomplishments: FY 2020–21

The office processed clemency requests for restoration of civil rights (RCR), full pardons, pardons without firearm authority; pardons for misdemeanors; specific authority to own, possess or use firearms; remission of fines and forfeitures; as well as requests for review regarding commutations of sentence. This fiscal year, OEC received a total of 6,192 applications for all forms of clemency.

During the March 10, 2021, clemency meeting, the Board of Executive Clemency revised the Rules of Executive Clemency. Rule revisions provide an avenue for felons who have completed all terms of sentence under Amendment 4 to apply for restoration of their full civil rights without a hearing. In addition, the Governor utilized his power to mass deny all pending clemency applications with convictions for murder offenses or felony sex offenses.

The office created new resource materials and conducted training with staff for implementing new workflow processes related to accepting clemency applications, conducting eligibility reviews, and for submitting cases to the Board for consideration. Revised material was developed for posting on the public website.

The office received, tracked, and responded to correspondence and calls received in the Governor's Office of Citizen Services regarding the clemency process, as well as emails received daily by the clemency web email address. OEC responded to Citizen Services requests and clemency web inquiries pertaining to the

status of individuals seeking clemency and procedural questions. Office staff responded to questions and assisted applicants in completing their requests for clemency. Clemency's toll-free information number received 25,594 calls in FY 2020–2021. This number does not include calls made directly to the posted (850) 488-2952 number.

The office provided 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 2020–2021, office staff prepared 4,297 "Gold Seal" letters for inquiring criminal justice agencies. Further, the office conducted clemency research and analysis for internal and external requests.

OEC prepared the pre and post-notifications for all applicants who appeared on quarterly Executive Clemency Board meeting agendas. OEC prepared Executive Orders for signature by the Board and filed such with the Secretary of State. OEC also informed applicants who received a decision by the Board upon appearance on a preliminary review list. OEC is responsible for preparing the meeting agenda, notifying those applicants who appear on the agenda, tracking those who indicate they will/will not attend, and notifying applicants of the results of the meeting.

OEC participated in group meetings with Department of Corrections IT members and Commission staff on the ongoing development of a new clemency database, including the project scope, business requirements, user roles, forms/letters, reporting capabilities, data integrity, timelines, user testing, and other issues.

## OFFICE OF CLEMENCY INVESTIGATIONS

*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, 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 and some Restoration of Civil Rights applications, provides customer service to clemency applicants, and conducts clemency data research and analysis for internal and external requests.

The type of clemency investigation primarily depends on the

form of clemency being sought. The Rules of Executive Clemency (Rules) provide detailed information regarding eligibility criteria. The depth and scope of each investigation vary by type, and some types have different waiting periods after completion of sentence.

The Commission conducts comprehensive, confidential investigations for applicants, utilizing records, and databases of state and federal courts, and multiple criminal justice agencies. These detailed investigations provide a broad picture of the applicant's history and activities, which assists the Board in making informed decisions. Victim, state attorney, and judicial input are obtained. This office conducts quality assurance reviews on each of these investigations and obtains the Commission's advisory recommendation for submission to the Board. The referral, assignment, and approval of all cases are generated and managed by the clemency database.

## 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 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 together 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 2020–21

The Office of Clemency Investigations conducted quality assurance investigations for all cases presented at the quarterly Clemency Board Meetings; researched, investigated, and prepared hundreds of Request for Review for Commutation of Sentence reports submitted to the Commissioners for advisory recommendations and then to the Clemency Board for decisions; revised several training manuals and templates related to conducting investigations, determining eligibility reviews and performing quality assurance reviews; provided bi-monthly teleconference training to field offices; provided ad hoc investigation, research, assistance and other information to the clemency aides upon specific requests; provided all

clemency data research and analysis for agency reports, public records requests, and various ad hoc reports; and assisted the Office of Executive Clemency in the initial eligibility review of approximately 3,000 clemency applications.

Clemency Investigations participated in group meetings with Department of Corrections IT members and Commission staff on the on-going development of a new clemency database, including the project scope, business requirements, user roles, forms/letters, reporting capabilities, data integrity, timelines, user testing, and other issues.

Clemency Investigations' record management liaison officer maintained oversight of the internal records database for the Office of Executive Clemency and the Office of Clemency Investigations, ensuring accurate maintenance, storage, and disposal of hard file and electronic records.

Clemency Investigations implemented changing policies, including workflow processes in response to the coronavirus (COVID-19) pandemic related to compliance with staff safety, office sanitation, social distancing, and adherence to CDC guidelines. Coordinated temporary teleworking arrangements, flexible work schedules, and distancing work stations.

Clemency Investigations implemented revisions to the Rules of Executive Clemency adopted by the Clemency Board on March 10, 2021. This office also:

- Created new resource materials and conducted training with staff for implementing new workflow processes related to conducting eligibility reviews, investigations, and procedures for submitting cases to the Board.
- Updated appropriate forms and letters used for investigations.
- Assisted in the development of revisions to the clemency content on the public website.
- Reviewed pending applications for determination of applicants with a murder or felony sex conviction for mass denial.
- Reviewed pending applications for "Restoration of Alien Status under Florida Law" to convert all such pending applications into applications for a pardon.

# 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 visit [www.fcor.state.fl.us](http://www.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

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Director  
Monika Holden ..... (850) 488-3417  
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Karen Carter ..... (850) 921-2815  
Accounting and Budgeting Administrator

## Division of Operations

Kim Dickey ..... (850) 488-2280  
Director of Central Office Operations  
Laura Tully ..... (850) 922-6137  
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

Angela Meredith ..... (850) 921-2816  
Director

## Office of Executive Clemency

Michelle Whitworth ..... (850) 488-2880  
Coordinator

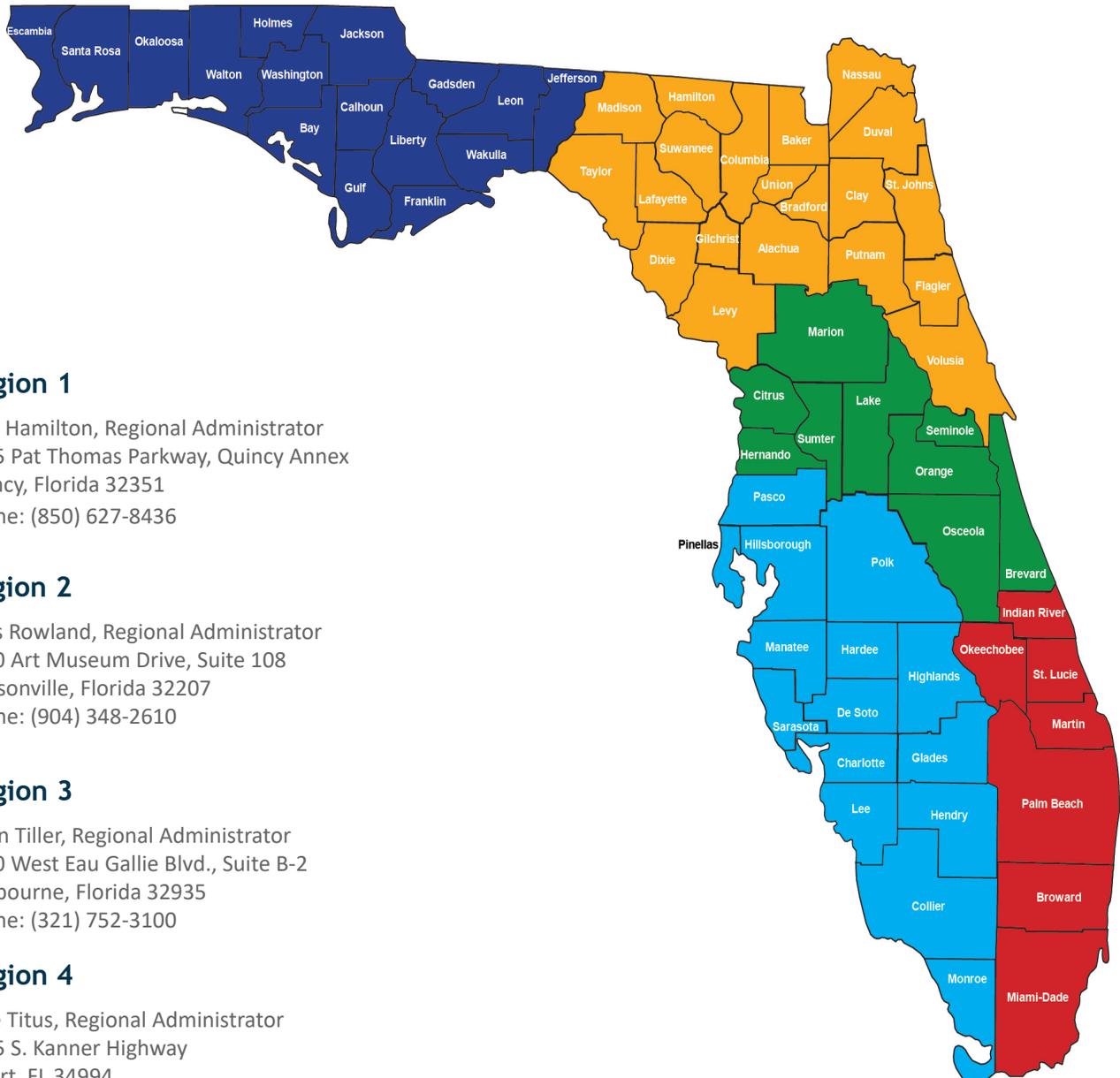
## Office of General Counsel

Rana Wallace ..... (850) 921-2877  
General Counsel

## Office of Legislative Affairs

Eric Carr ..... (850) 921-2804  
Director

# FIELD SERVICES DIRECTORY



## ▶ Region 1

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## ▶ Region 2

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## ▶ Region 4

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Phone: (772) 223-2540

## ▶ Region 5

Lori VanCamp, 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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