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CRIMINAL JUSTICE COORDINATING COUNCIL

1989 ANNUAL REPORT

William D. Kelley, Jr. Director

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OFFICE OF THE GOVERNOR CRIMINAL JUSTICE COORDINATING COUNCIL

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William D. Kelley, Jr. Director

Dear Fellow Georgians:

I am pleased to present to you the annual report for the Criminal Justice Coordinating Council for 1989. The report covers the major work efforts of the Council for calendar year 1989, and is organized in accord with the Council's eleven authorized functions which establish its foundation and set its basic agenda.

While the report is not able to enumerate all of the Council's and the Council staff's work, it is sincerely hoped that the major highlights herein might stimulate further interest in the activities and efforts of the Criminal Justice Coordinating Council and most importantly in the criminal justice system itself.

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I. COUNCIL AND STAFF MEMBERSHIP

CRIMINAL JUSTICE COORDINATING COUNCIL

Honorable David C. Evans (Chairman) Member, State Board of Pardons and Paroles Atlanta, Georgia (1)

Dr. William L. Megathlin (Vice Chairman) Citizen Member Dean, Academic and Enrollment Services Armstrong State College Savannah, Georgia

(Secretary-Treasurer) Vacant (2)

Ms. Aurelia Sands Belle Victim Advocate Project Director Victim/Witness Assistance Program Atlanta, Georgia

Honorable Joseph H. Briley Chairman Prosecuting Attorneys Council District Attorney Ocmulgee Judicial Circuit Gray, Georgia

Honorable Harold G. Clarke Chief Justice Supreme Court of Georgia Atlanta, Georgia

Mr. J. C. Cole Chairman Juvenile Justice Coordinating Council Atlanta, Georgia

Mr. Kenneth R. Cook Assistant Commissioner Georgia Department of Community Affairs Atlanta, Georgia (3)

Chief Deputy H.P. (Buck) Craft Chairman Georgia Organized Crime Prevention Council Cobb County Sheriff's Office Marietta, Georgia Mr. Daniel E. DeLoach, Jr. Citizen Member District Court Administrator Judicial Administrative District 1 Savannah, Georgia

Ms. Deborah Espy (Executive Committee) Citizen Member, Attorney U.S. Environmental Protection Agency Atlanta, Georgia

Honorable Kenneth B. Followill Superior Court Judge Chattahoochee Judicial Circuit Columbus, Georgia

Sheriff Merrill Greathouse Upson County Sheriff's Department Thomaston, Georgia

Honorable John H. Jeffreys County Commissioner Clarke County Board of Commissioners Athens, Georgia

Honorable J. Lane Johnston Vice Chairman Georgia Board of Public Safety District Attorney Ogeechee Judicial Circuit Statesboro, Georgia

Honorable Lyle Jones Chairman Georgia Board of Corrections LaFayette, Georgia

Sheriff Jerry L. Massey Chairman Peace Officer Standards and Training Council Sheriff, Clarke County Athens, Georgia

Chief Morris G. Redding City of Atlanta Bureau of Police Services Atlanta, Georgia

Honorable Werner Rogers State School Superintendent Georgia Department of Education Atlanta, Georgia Honorable Marvin W. Sorrells Representing Council of Juvenile Court Judges Superior Court Judge Alcovy Judicial Circuit Covington, Georgia

Honorable Tracy Stallings Mayor City of Carrollton Carrollton, Georgia

Honorable Bobby K. Whitworth Commissioner Georgia Department of Corrections Atlanta, Georgia

Ms. Marjorie H. Young Director Division of Youth Services, Department of Human Resources Atlanta, Georgia

SPECIAL ADVISORY ASSISTANT TO THE DIRECTOR:

The Reverend Monsignor R. Donald Kiernan P.A. All Saints Catholic Church Atlanta, Georgia

Council members listed above reflect Council membership as of 2/1/90.

NOTES:

(1)- David Evans serves on the Council as the designee of the Chairman of the State Board of Pardons and Paroles, Wayne Snow.

(2)- Carlton Harris deceased 3/6/90.

(3)- Ken Cook serves on the Council as the designee of the Commissioner of the Goergia Department of Community Affairs, Jim Higdon.

Staff of the Criminal Justice Coordinating Council

William D. Kelley, Jr., Director Terry Norris, Deputy Director Robert P. Schmitz, Program Director Faye Christian, Administrative Assistant Dona K. Garmon, Administrative Assistant Judy B. Garmany, Program Assistant Mary C. King, Coordinator Lisa A. Reid, Program Assistant

Staff of Grants Division

George Oetinger, III, Program Director Karie Staley, Administrative Assistant Trixie Lee Stinson, Program Coordinator - Crime Victim Assistance Kelli Rackleff, Program Coordinator - Drug Control/System Improvement Todd Holder, Evaluation and Research Assistant

Council staff listed above as of 2/1/90

II. OVERVIEW

THE CRIMINAL JUSTICE COORDINATING COUNCIL

The Criminal Justice Coordinating Council was created in 1981 as a result of approximately five years of effort to establish a statewide criminal justice coordinating body to respond exclusively to the needs of the Georgia criminal justice system and its interdependent agencies and components. The General Assembly established, by Official Code of Georgia Annotated, Section 35-6A, the Criminal Justice Coordinating Council, which is today comprised of twenty-three members representing all components and levels of the criminal justice system. The Council has authorization for a total of eleven staff positions and is attached administratively to the Governor's Office of Planning and Budget. The Council, as a whole, meets quarterly with individual committee meetings occuring on a more frequent basis as needed.

The Council is authorized by law to perform certain functions. Significant highlights of activities performed in 1988-1989 relative to these functions are incorporated in this annual report.

The functions include:

- 1. Criminal Justice System Coordination. The Council is authorized to cooperate with and secure cooperation of every department, agency, or instrumentality in the State government or its political subdivisions to effect coordination between the components of the State's criminal justice system.
- 2. Criminal Justice System Information Dissemination. The Council is authorized to prepare, publish and disseminate fundamental criminal justice information of a descriptive and analytical nature to all components of the Georgia criminal justice system to include law enforcement agencies, the courts, correctional agencies and juvenile justice agencies. This function authorizes the Council to serve as a statewide Resource Center for criminal justice information and research.
- 3. Identification and Recommended Resolution of Significant Issues. The Council is authorized to maintain a research capability to identify and define significant criminal justice problems and issues and effective solutions, and publish special reports as needed. Additionally, the Council may coordinate criminal justice research projects and studies on high visibility issues which have statewide impact and/or cross traditional system component lines.

- 4. Legislative and Executive Policy Proposals. The Council, in coordination and cooperation with all components of the Georgia criminal jsutice system, is authorized to develop criminal justice legislative proposals and executive policy proposals reflective of the priorities of the entire Georgia criminal justice system.
- 5. Advisory Council to the Governor. The Council is authorized to serve in an advisory capacity to the Governor, the judiciary and members and staff of the legislature on issues impacting the Georgia criminal justice system.
- 6. Development and Prioritization of a Criminal Justice Policy Agenda. The Council is authorized to convene every four years statewide criminal justice conferences involving key executives in the Georgia criminal justice system and elected officials for the purpose of developing, prioritizing and publicizing a policy agenda for the Georgia criminal justice system.
- 7. Facilitation of Criminal Justice System Communication and Interaction. The Council is authorized to provide for the interaction, communication, and coordination of all components of the Georgia criminal justice system.
- 8. Exercise of Authority. The Council is authorized to do any and all things necessary and proper to enable it to perform wholly and adequately its duties and to exercise the authority granted to it by legislation.
- 9. Grant Administration. The Council is authorized to administer grant programs related to providing agencies enhanced criminal justice programs.

(6)

III. CRIMINAL JUSTICE PUBLICATIONS

Consistent with function (2), the Council prepares, publishes, and disseminates criminal justice information to all components of the Georgia criminal justice system and other entities such as the media. interest groups. and national criminal justice organizations. Examples include the <u>Criminal Justice Legislative</u> <u>Review, In the Courts, The State of the State</u>, study briefs, a quarterly newsletter, and other routine miscellaneous publications which include a description of the Georgia criminal justice system and a compilation of the Governor's initiatives. Additionally, published reports of the proceedings and product of these priority issue efforts are virtually always published, including reports of the study and recommentation of the Commission on Criminal Sanctions and Correctional Facilities and a report of issues and solutions produced through the nine regional Governor's Conferences on Justice. The Council also produces certain reports as needed for the executive, legislative and judicial branch agencies and the Council produces grant application and guideline packages for the three federal grant programs. In addition to publishing, the Council serves as a statewide resource center for criminal justice information and research.

CRIMINAL JUSTICE COORDINATING COUNCIL PUBLICATIONS

<u>Criminal Justice Legislative Review</u> - This yearly publication provides summaries of all significant criminal justice legislation enacted by the Georgia General Assembly.

<u>In the Courts</u> - This annual publication contains summaries of major U.S. Supreme Court decisions pertinent to the criminal justice community.

<u>The State of the State</u> - This yearly publication provides an update and analysis of the components of the Georgia criminal justice system's performance of duties relative to crime control.

<u>Criminal Justice Study Briefs</u> - These study briefs, which are published periodically, deal with issues of interest to criminal justice practitioners and the general public.

<u>Criminal Justice Newsletter</u> - This newsletter, which is published quarterly, provides current criminal justice data and information on a federal, state, and local level. The newsletter consists of a timely cover page article regarding major activities in the Georgia criminal justice system, a state features article, an interview with a criminal justice official, and excerpts from national criminal justice publications regarding current events and recent research findings. The newsletter also contains a meetings and events section.

<u>Miscellaneous Publications</u> - The Council produces on a routine basis certain miscellaneous publications such as a description of the Georgia criminal justice system and a compilation of the Governor's actions which impact the criminal justice system. In addition, the Council produces reports on an as needed basis in response to major issues of concern by the executive, legislative, and budgetary agencies. Also, the Council produces the grant application and guideline packages used by the federal grant programs. Approximately 2,500 of these applications are mailed to local and state agencies and individuals.

IV. ISSUE PROCESS

Consistent with functions (4) and (5), during the spring and summer of each year approximately 250 criminal justice surveys are sent to members of the Criminal Justice Coordinating Council, criminal justice organizations, state and federal agencies, and private citizens. The Council staff accumulates and reviews the surveys and presents findings to the Council during the summer Council meeting. The Council then selects and prioritizes issues to study and take action on in accord with the survey findings. Committees are created to study each of the selected issues. The Committees meet periodically throughout the summer and fall and propose recommendations to address the selected issues which are presented at the fall Council meeting. The Council votes and approves the recommendations and the results are forwarded to the Governor, usually during the first week in November. Issue recommendations contain proposals for executive, legislative, and budgetary action.

CRIMINAL JUSTICE ISSUE PROCESS

RECOMMENDATIONS TO ADDRESS 1989/90 CRIMINAL JUSTICE ISSUES

ISSUE AREA #1: DRUG ABUSE ISSUES

- A. The Criminal Justice Coordinating Council supports the efforts of the Governor's Commission on Drug Awareness and Prevention in the areas of treatment and prevention, but suggests that the Commission review and consider incorporating into their strategy recommendations made previously by other councils and commissions, especially in the criminal justice area. Also, it should be suggested that information available to the Commission be disseminated to a broader spectrum of practitioners.
- B. The Criminal Justice Coordinating Council urges the Governor to support and the Legislature to adopt the Federal Asset Seizure law as it pertains to illegal drugs and to incorporate it into the Georgia Code.
- C. The Criminal Justice Coordinating Council recommends that the Governor request that the Georgia Congressional Delegation increase the availability of federal funding for criminal justice programs under the Federal Anti-Drug Abuse Act.
- D. The Criminal Justice Coordinating Council supports the increased use of Multijurisdicational Task Force Projects involving state and local personnel, in order to concentrate limited law enforcement resources more effectively.

ISSUE AREA #2: CORRECTIONAL SERVICES

- A. The Criminal Justice Coordinating Council urges the Governor and the Legislature to support the work of the Commission on Criminal Sanctions and Correctional Facilities as it concerns the Georgia Offenders Accountability Model and other recommendations from this group.
- B. The Criminal Justice Coordinating Council urges the Governor to continue to utilize a formal monitoring body concerning the areas of correctional services and criminal justice, in order to facilitate quick responses to crisis issues as they arise (Governor's Advisory Committee on Crime and Punishment).

- C. The Criminal Justice Coordinating Council urges the Governor to continue to support the use of fiscal notes attached to any legislation which might have a financial impact on the criminal justice area.
- D. The Criminal Justice Coordinating Council urges the Governor to continue to support, as configured, the Georgia Board of Pardons and Paroles with increased funding and staff.
- E. The Criminal Justice Coordinating Council urges the Governor to support a plan for the continued, systematic increase in prison bedspace regardless of changes made in the sanctions and sentencing areas, as without such a plan, Georgia will continue to remain in constant crisis.
- F. The Criminal Justice Coordinating Council urges the Governor to support the Georgia Department of Corrections with funding, not only for additional bedspace, but for an increase in treatment and education programs in the system, and the continuation and expansion of alternatives to incarceration.
- G. The Criminal Justice Coordinating Council urges the Governor to continue to support an increase in offender drug treatment programs within the system and the community, in order to help break the connection between drug abuse and crime.

ISSUE AREA #3: FUNDING AND REVENUE

- A. The Criminal Justice Coordinating Council urges the Governor to amend existing laws, rules and regulations to provide for consolidation of all special fee assessments or add-on cost programs mandated to be collected by court clerks into one statewide collection program to be administered by a single state agency.
- B. The Criminal Justice Coordinating Council recommends that the Governor support increased funding to local governments which must meet judicial and legislative mandates that increase the cost of criminal justice system services. In addition, the Council recommends that the Governor encourage legislative support and actual use of the "Local Government Fiscal Impact Note Act" currently contained Georgia Laws.
- C. The Criminal Justice Coordinating Council recommends that the Governor recommend and the General Assembly establish a mechanism which would allow the <u>electorate</u> at both the state and local levels of government to dedicate specific tax revenue for the purpose of increasing funding for identified criminal justice purposes.

ISSUE AREA #4: CRIME PREVENTION AND PUBLIC EDUCATION

- A. The Criminal Justice Coordinating Council urges the Governor to incorporate the D.A.R.E. (Drug Abuse Resistance Education) program as an integral part of the statewide educational curriculum in order to educate our youth in their personal responsibilities to avoid drug abuse and to assure them that they will be held accountable for their actions.
- B. The Criminal Justice Coordinating Council recommends that the Governor support the request of the Department of Community Affairs for state funding to establish a state-level entity to (1) develop a statewide policy which clearly defines the appropriate role of criminal justice system components and other community institutions, (2) coordinate statewide crime prevention efforts, and (3) establish and fund local community-based crime prevention programs to encourage community participation in the criminal justice system's efforts to limit criminal behavior.
- C. The Criminal Justice Coordinating Council recommends that the Governor lend his support to the Council's Public Relations Committee efforts, directed toward the media, to enlist the media's support in communicating information which identifies individual responsibilities relative to crime problems and awareness of individual roles in a solution.
- D. The Criminal Justice Coordinating Council recommends that the Governor support funding of the Department of Education's budget request for a sufficient number of state-funded counselors in all public schools for grades K through 8, to address drug-related problems.

ISSUE AREA #5: JUVENILE JUSTICE

A. The Criminal Justice Coordinating Council supports an increased continuum of juvenile services.

ISSUE AREA #6: PERSONNEL AND TRAINING

A. The Criminal Justice Coordinating Council recommends that the Governor exercise the authority of the Office of the Governor to ensure that monies collected under the "add-on" provisions of the Peace Officer Training Act not be diverted to other uses, but used primarily for peace officer training purposes. B. The Criminal Justice Coordinating Council recommends that the <u>General Assembly</u> not divert or supplant funds generated by the Peace Officer Training Act, but appropriate those funds solely for peace officer training purposes.

ISSUE AREA #7: ASSISTANCE TO VICTIMS OF CRIME

- A. The Criminal Justice Coordinating Council urges the Governor to secure funding for victims' compensation in Georgia, as authorized by Senate Bill 431 passed in the 1988 legislative session.
- B. The Criminal Justice Coordinating Council recommends that its Advisory Committee on Victims of Crime conduct a comprehensive assessment on the needs of crime victims and programs designed to address those needs.

ISSUE AREA #8: DEVELOPING TECHNOLOGIES: POLICY CONCERNS

A. The Criminal Justice Coordinating Cuoncil recognizes the importance of the use of DNA "fingerprinting" technology by this state's criminal justice system and recommends that the Council continue to monitor DNA testing in this state; assist any agency in the state in developing policy relative thereto; and, through its existing DNA Committee, continue to keep the Council membership and the criminal justice community well informed on this developing technology.

V. HIGH PRIORITY STUDY ISSUES

Consistent with functions (3) and (5), the Council studies high priority criminal justice issues and proposes alternative solutions for the Council's consideration. Major issues are researched at the Governor's request, the Council's request, at the direction of or by resolution of the Georgia General Assembly, at the request of criminal justice officials, or at the request of citizens. Often, after the study of these issues, legislative, budgetary, and/or executive actions are proposed, prepared and provided to the Governor. The Council continually serves in an advisory capacity to the Governor on issues impacting the Georgia criminal justice The high priority study issues and projects the Council system. has continued or undertaken during 1989 include the Commission on Criminal Sanctions and Correctional Facilities, the Governor's Advisory Committee on Crime and Punishment, the Georgia Statistical Analysis Bureau (SAB), a study of Training Delivery at the Georgia Public Safety Training Center and the Advisory Committee on Victims of Crime.

THE COMMISSION ON CRIMINAL SANCTIONS AND CORRECTIONAL FACILITIES

The 1988 Session of the Georgia General Assembly created the Commission on Criminal Sanctions and Correctional Facilities in response to the growing concern and controversy regarding prison overcrowding. Senate Resolution 300, which created the Commission, directed that the Criminal Justice Coordinating Council staff serve as staff for the Commission until termination of the Commission on 12/31/89.

The Commission was directed in Senate Resolution 300:

- to search for ways to reduce the number of inmates introduced to the system in order to avert future crises;
- to examine the impact of sentencing on correctional resources with an aim toward changing these sanctions;
- to look for additional alternatives to incarceration;
- and to plan for providing adequate facilities to protect the public from dangerous offenders.

Subsequent to over a year of deliberations, during which the Commission reviewed reports, compiled extensive statistical data, and heard the concerns and issues of a variety of groups from within and outside of the criminal justice system, the Commission voted on "the Georgia Offender Accountability Model" and adopted the following recommendations:

- 1. That the General Assembly enact legislation and/or the necessary legislative amendments to implement the Georgia Offender Accountability Model. Further, the Commission recommends that once this legislation has been introduced that any amendment thereto or any separate bills introduced to change the Model should include a system impact bill which would have the effect of significantly altering the impact of the Model on future correctional population and hence costs should be resisted by the General Assembly and vetoed by the Governor.
- 2. That limits to the Parole Board's authority be established by law rather than by Constitutional amendment. The Commission feels that in the absence of any other safety-valve within the criminal justice system, it would be unwise and could prove detrimental to the State to limit the Board of Pardons and Paroles' powers within the Constitution. The Commission is

confident that the Board of Pardons and Paroles will honor the legal intent of the General Assembly should they enact this Model. Further, the Commission recommends that the General Assembly take no further action on bills currently before that body which serve to limit the Constitutional powers of the Board of Pardons and Paroles.

- 3. That the enabling legislation for the Georgia Offender Accountability Model contain language to clearly establish that the decision relative to offender classification is a sentencing function which requires the prosecutor to recommend the appropriate class for the convicted offender. The Prosecution should present his case to the court and the presiding judge should make the determination relative to the Class under which the offender is sentenced, subject to review by the Sentence Review Panel.
- 4. That enabling legislation for the Model contain specific language requiring the State to pick up offenders sentenced to the custody of the State within 15 days of receipt of the court order, or reimburse the county holding the offender an amount equal to the average daily cost of housing an offender in the State prison system.
- 5. That the General Assembly include within any bill to implement the Georgia Offender Accountability Model, language which would prohibit the duplication of probation and parole services to the same offender serving on the same offense.
- That the current Superior Court Judges Sentence Review Panel 6. be reconstituted to perform an oversight role in regard to offender classification and sentences. This Panel would review all sentence classifications concerning Classes III and The Panel would also have the discretion to review all IV. Class I and II sentences. The Panel's review would include examination of all evidence utilized to determine a sentence classification. The Panel would be composed of six (6) Senior Judges, three (3) members and three (3) alternates. The alternate panel would be utilized if the number of cases for review became unwieldy for one group, or should a member be recused. All working members of the Panel would be precluded from hearing criminal cases during their tenure on the Panel.
- 7. The Commission recommends that the General Assembly provide funding for the correctional resources needed to implement this Model. Without adequate resources to effectively implement the Model, it would work no better than our existing system of criminal sanctions. The Model requires a continued and reasonable commitment to the building of additional prison bedspace and alternative facilities and programs.

The Commission recommends that the General Assembly make a commitment to developing and funding drug major abuse treatment programs in order to break the link between substance abuse and crime. Ideally, the treatment model which includes screening and the appropriate treatment, developed by the Commission's Substance Abuse Subcommittee should be implemented in its entirety. However, being cognizant of the extremely high cost of such an undertaking, the Commission feels that the General Assembly can realize substantial benefit, at a relatively modest cost, by concentrating its resources on a priority basis on programs for substance abuse offenders already detained in probation detention centers, diversion centers and shock incarceration programs. The Commission feels that if only a small percentage of these offenders (15-30%) can be treated successfully, it will have a substantial impact on long range needs for prison bedspace. This recommendation is consistent with the philosophy of both punishing and treating substance abusing offenders.

9. That an oversight committee be given the task of following through with necessary implementation details related to this Commission's report in order to ensure that the recommendations are accurately transmitted into laws, rules, regulations, policies, and procedures by the effected Since the Legislative resolution governmental agencies. creating the Commission on Criminal Sanctions and Correctional Facilities terminates its existence effective January 1, 1990, the Commission recommends that the Legislature and/or the Governor assign this function to an appointed Committee composed of individuals representative of the criminal justice system, the Legislature and individuals who are familiar with the intent of the Model.

A. Subsidiary Recommendations

8.

Although the major recommendations of the Commission on Criminal Sanctions and Correctional Facilities were involved in the Georgia Offender Accountability Model, there were several other areas which the Commission felt deserved mention as additional recommendations for action that did not lend themselves to incorporation within the framework of the Model or relavent legislation. These include:

1. The Commission recommends that the Department of Human Resources and any other agencies/organizations developing treatment and education programs designed to combat the increasing substance abuse problem be fully supported by the General Assembly:

- A. The Commission supports the expansion of treatment beds available in the community through the Department of Human Resources especially in the area of research, development, design, and evaluation of cost-effective short-term treatment programs; and
- Β. The Commission supports increased efforts in the area of education such developing resources as for the identification and assessment of school age substance abusers. along with the development of preventive programs to be utilized by school age children. These types of programs are currently under examination by the Governor's Commission on Drug Awareness and Prevention; and
- C. The Commission supports an increase in the availability of substance abuse treatment programs for juveniles and juvenile offenders across the State; and
- D. The Commission supports the expansion of aftercare services for substance abusers who finish residential treatment, including treatment programs contained in the correctional system.
- 2. Although not necessarily a part of the Commission's mandate (i.e., they do not necessarily relate directly to correctional facilities), the Commission feels strongly that there are other criminal sanctions relating to substance abuse offenders which it feels compelled to recommend:
 - A. The General Assembly should enact legislation adopting procedures for administrative forfeiture of assets seized in conjunction with drug arrests. The adoption of the Federal Asset Seizure Forfeiture Law would assist in this regard; and
 - B. The General Assembly should enact legislation previously recommended by the "President's National Drug Strategy" and others, which would provide for drug user accountability through sanctions placed upon driver's license privileges, professional licenses, and other administrative privileges granted by the State to individuals.

COMMISSION ON CRIMINAL SANCTIONS AND CORRECTIONAL FACILITIES

Dr. Sherman R. Day (Chairman) Professor, Department of Counseling and Psychological Services Georgia State University Atlanta, Georgia

Sheriff John Cary Bittick Sheriff, Monroe County Forsyth, Georgia

Chief Judge Frank S. Cheatham, Jr. Eastern Judicial Circuit Savannah, Georgia

Senator J. Nathan Deal District 49 Gainesville, Georgia (appointed in March, 89 to replace Alex Crumbley) Gainesville, Georgia

Representative Wesley Dunn District 73 McDonough, Georgia

Commissioner David C. Evans Georgia Department of Corrections Atlanta, Georgia

Commissioner John H. Jeffreys Clarke County Board of Commissioners Athens, Georgia

Robert E. Keller District Attorney Clayton Judicial Circuit Morrow, Georgia

Senator Donn M. Peevy District 48 Lawrenceville, Georgia

Wayne Snow, Jr. Chairman, State Board of Pardons and Paroles Atlanta, Georgia

Representative Charles Thomas District 69 Temple, Georgia Edward D. Tolley Partner, Attorney at Law Cook, Noell, Tolley, and Aldridge Athens, Georgia

GOVERNOR'S ADVISORY COMMITTEE ON CRIME AND PUNISHMENT

The Governor's Advisory Committee on Crime and Punishment was established by Governor Harris' Executive Order of January 25, 1984 and was attached to the Criminal Justice Coordinating Council, whose staff was directed to serve as staff to the Committee. The Committee was created to assist the Governor in monitoring and managing crowding and related issues in the jails and prisons of the State. Governor Harris placed special emphasis on the Committee developing comprehensive measures to address and manage the correctional crowding crisis and its related problems throughout the criminal justice system.

The Committee issued annual legislative reports/recommendations to the Governor during its first four years of operation. However, with the creation of the Commission on Criminal Santions and Correctional Facilities in 1988, the Committee chose to join with the Commission by appointing a subcommittee of the Committee to work with the Commission throughout its deliberations. Accordingly, the Committee concurred in the Commission's recommendations which were issued in December, 1989, and are summarized in this section of the Annual Report. Notably, the Committee's work is likely to continue through 1990, although the Commission was terminated at the close of 1989.



Judge Andrew J. Whalen, Jr., Chair of the Governor's Advisory Committee on Crime and Punishment, asked that a six member subcommittee chaired by Judge Walter C. McMillan, Jr., serve as a liaison with the Commission on Criminal Sanctions and Correctional Facilities. Other members of this subcommittee included:

Mr. James T. Morris Member, State Board of Pardons and Paroles Winterville, Georgia

Mr. John T. Strauss Attorney at Law Partner, Strauss and Walker, P.C. Covington, Georgia

Mr. G. E. Hodge Sheriff, Muscogee County Columbus, Georgia

Mr. Joseph H. Briley District Attorney Ocmulgee Judicial Circuit Gray, Georgia

Mr. Walter Zant Superintendent Georgia Diagnostic and Classification Center Georgia Department of Corrections Jackson, Georgia

GEORGIA STATISTICAL ANALYSIS BUREAU

Negotiations for the re-establishment of a systemwide criminal justice statistical analysis center in Georgia were conducted throughout 1988 among the Criminal Justice Coordinating Council, the U.S. Bureau of Justice Statistics, Georgia State University, the Georgia Department of Corrections, the State Board of Pardons and Paroles, the Department of Human Resources' Division of Youth Services, the Administrative Office of the Courts, and the Georgia Bureau of Investigation's Georgia Crime Information Center. Accordingly, in 1990 a Statistical Analysis Bureau (SAB) will be established under the jurisdiction of the Criminal Justice Coordinating Council at Georgia State University. Additional relevant information about the Bureau includes:

ORIGIN:

The Statistical Analysis Bureau originated with the belief that as more and more State Criminal Justice Agencies developed automated data systems, systemwide research should become a priority. State agencies by virtue of their involvement in daily operations are not able to pursue this type of research as a priority item. The U.S. Bureau of Justice Statistics' (BJS), SAC-1 grant provides start-up money for a Statistical Analysis Center. The SAC in Georgia will be called a Statistical Analysis Bureau (SAB) in order to avoid certain requirements which Georgia State University has established for centers located at the university.

DESCRIPTION:

The SAC-1 program along with two other statistical programs (SAC-2 Analytical projects, SAC-3 Offender Based Tracking System) are the principal methods by which BJS complies with its mandate to support the development of information and statistical systems at the State and local levels. SAC's are generally the focal point for statistical information about criminal justice in the State, generating reports on statewide criminal justice issues, while providing a centralized organization from which to develop research initiatives.

STATUS:

Currently 45 states utilize statistical analysis centers to analyze state-level statistics. As late as 1988 BJS reported the existence of a multi-functional statistical analysis center in Georgia. This has largely been due to the development of automated systems within various state agencies such as the Department of Corrections, the Board of Pardons and Paroles, and the Georgia Bureau of Investigation (GCIC). Currently the CJCC is the established point of contact for the State regarding requests for data. Requests are often duplicated, however because the various agencies which produce criminal justice data do not always communicate regarding these requests.

FUNDING:

The SAB will be funded by a \$50,000 (SAC-1) start-up grant from BJS. The University will provide additional support such as telephones, office space, some equipment, and staff. Once the SAB is functioning it will be eligible for SAC-2 grants involving specific analytical projects. Additionally, the SAB will, in the future, be actively pursuing grants of other types from various federal agencies. The goal is for the SAC to be self-sufficient.

OPERATION:

The Criminal Justice Coordinating Council (CJCC) is the actual recipient of the SAC-1 grant. The CJCC will be held accountable by BJS for satisfactory completion of the goals developed for the SAC for the first and succeeding years. The CJCC will be sub-contracting with Georgia State University for the compilation and analysis of data. The CJCC will be the control agent for operation of the SAB.

The policy agent for the SAB will be the Board of Directors. In accordance with the Policy Statements/By-Laws, the Board will make all decisions regarding proposed research. The Board will also assist in the transfer and analysis of data from its member agencies.

TRAINING DELIVERY

AT

THE GEORGIA PUBLIC SAFETY TRAINING CENTER

During the Summer of 1989, significant symptoms of management conflicts among programs and personnel at the Georgia Public Safety Training Center at Forsyth prompted the Georgia Board of Public Safety to request through the Office of the Governor that the staff of the Criminal Justice Coordinating Council examine symptoms of these conflicts and offer remedial recommendations. By the close of 1989, interviews and data collections on the examination were completed and initial discussions with the Georgia Board of Public Safety regarding findings had begun.



ADVISORY COMMITTEE ON VICTIMS OF CRIME

In February, 1989, a special Advisory Committee on Victims of Crime was appointed by the Chairman of the Criminal Justice Coordinating Council. The mission of the Committee is to assist and advise the Criminal Justice Coordinating Council in all of its deliberations as they impact victims of crime. The Committee is composed of representatives from the several major components of Georgia's victim advocacy community, including the Georgia Network to End Sexual Assault, Georgians for Victim Justice, the Georgia Network Against Domestic Violence, and the Georgia Council on Child Abuse.

The Committee's long-term objectives center upon the injection of victim advocacy into the mainstream of Georgia's criminal justice system, including the promotion of victim concerns, at each stage of the criminal process, and the assurance of knowledge of victim rights in each component of the system. Its initial work during 1989 focused on securing funding for the creation of a victim compensation program in Georgia in addition to the beginning of a needs assessment regarding victims assistance services throughout Georgia.

ADVISORY COMMITTEE ON VICTIMS OF CRIME

Mr. Harvey Yellin (Chairman) Director, Victim-Witness Assistance Program Southern Judicial Circuit Valdosta, Georgia

Ms. Bryant Bradley Georgia Network Against Domestic Violence Savannah, Georgia

Mr. Mike Steel Georgia Council on Child Abuse Atlanta, Georgia

Ms. Aurelia Sands Belle Georgians for Victim Justice Criminal Justice Coordinating Council Member Atlanta, Georgia

Dr. William L. Megathlin, Dean Academic and Enrollment Services Armstrong State College Criminal Justice Coordinating Council Member Savannah, Georgia

VI. CONFERENCES

Consistent with function (6), the Council conducts statewide criminal justice conferences involving key executives in the Georgia criminal justice system. The purpose of these conferences is to develop, prioritize and publicize a coordinated policy agenda for the Georgia criminal justice system.

GOVERNOR'S CONFERENCE ON JUSTICE IN GEORGIA

The Governor's Conference on Justice in Georgia is scheduled to take place on May 2-4, 1990, at the Atlanta Marriott Marquis. It is anticipated that approximately 1000 participants will attend this statewide conference which is being sponsored by the Criminal Justice Coordinating Council, the Department of Community Affairs, and the Governor's Commission on Drug Awareness and Prevention. The goal of this conference is to address major issues that will face both the criminal and juvenile justice systems in the coming decade and into the twenty-first century. 1990's Gubernatorial candidates as well as many legislative leaders are expected to be involved in the Conference.

A part of this statewide effort has been a series of regional meetings in Georgia's ten Congressional Districts. These meetings, held in Griffin, Atlanta, Gainesville, Thomasville, Macon, Augusta, Rome, Savannah and Milledgeville began in November, 1988 and were completed in December, 1989. The regional meetings preceding the major statewide conference served to provide strong local input and involvement in the justice system and began to build the necessary consensus on actions that must be taken to improve the justice system's future operation.

The issue components which will be presented at the statewide conference concentrate on issues and themes that emerged from the regional meetings. Issue components for the statewide conference include: (1) Substance Abuse, (2) Crime Prevention, (3) Training and Personnel, (4) System Coordination and Improvement, (5) Public Education, (6) Court Reform, and (7) Jail/Prison Overcrowding.

The entire planning process, which began in 1988, as well as the scheduling and execution of meetings relative to the Governor's Conference on Justice, was overseen by a specially appointed committee of the Council, the 21st Century Committee.

21ST CENTURY COMMITTEE MEMBERS

Dr. William L. Megathlin (Chairman) Dean, Academic and Enrollment Services Armstrong State College Savannah, Georgia

Mr. Ken R. Cook Assistant Commissioner Georgia Department of Community Affairs Atlanta, Georgia

Mr. Robert L. Doss, Jr. (1) Director Administrative Office of the Courts Atlanta, Georgia

Ms. Deborah Espy Citizen Member Atlanta, Georgia

Honorable Kenneth B. Followill Superior Court Judge Chattahoochee Judicial Circuit Columbus, Georgia

Sheriff Merrill Greathouse Sheriff, Upson County Thomasville, Georgia

Mr. J. Carlton Harris, Sr. (2) Citizen Member Toccoa, Georgia

NOTES

- (1) Mr. Doss represents Chief Justice Clarke
- (2) Deceased

VII. INTERACTION, COMMUNICATION AND COORDINATION

Consistent with function (7), the Council conducts quarterly meetings of the full Council at various locations about the State. Meeting locations are planned to attract attendees to a relaxed, enjoyable atmosphere conducive to cooperative relationships among all system components and to provide Council exposure to different regions of the State such that access to meetings is not a continual burden. Meeting agendas are carefully planned to include national, state and local criminal justice figures and topics so that council members are challenged with new, controversial information and so that council members can become familiar with state and local criminal justice operations in all components throughout Georgia.

1989 MEETINGS

<u>Winter</u>

Location: Lake Lanier

Dates: January 19-21

Theme/Featured Topics:

Key Presenters:

DNA Technology Multi-Copy Prescription Laws Atlanta Drug Enforcement

John Hicks Deputy Assistant Director Laboratory Divison Federal Bureau of Investigation

Bonnie Wilford Director, Department of Substance Abuse American Medical Association

Lt. Harold Goldhagen Commander, Red Dog Squad Atlanta Bureau of Police Services

Andy Fuller District Attorney Northeastern Judicial Circuit

<u>Spring</u>

Location: St. Simons Island

Dates: April 24-26

Theme/Featured Topic(s): Drug Abuse Prevention Drug Abuse Resistance Eradication (DARE)

Correctional Crowding

Key Presenters:

Wayne Oyler Project Director DARE Virginia State Police

Harold Lakey Health Education Supervisor Virginia Department of Education Bill Crews Deputy Secretary North Carolina Department of Corrections

Sam Wilson Chairman North Carolina Parole Commission

Chief Carl Alexander Glynn County Police Department

Governor's Advisory Committee on Crime and Punishment

Commission on Criminal Sanctions and Correctional Facilities

<u>Summer</u>

Location: Hiawassee

Dates: July 19-21

Theme/Featured Topic(s): Juvenile Justice

Key Presenters:

Hunter Hurst Director National Center for Juvenile Justice

Catherine Lowe Manager, Technical Assistance Services

National Council of Juvenile and Family Court Judges

Commander Pete Cuccaro Youth Services Bureau Metro Dade Police Department

Senator Nathan Deal Gainesville

Judge Martha Glaze Juvenile Court, Clayton Count

Chris Perrin, Director Council of Juvenile Court Judges

Rick Stancil Executive Assistant for Children and Youth, Office of the Governor

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<u>Fall</u>

Location: Statesboro

Dates: October 19-21

Theme/Featured Topic(s): Money Laundering

Criminal Justice Issue Process

Key Presenters:

Steve Edwards GBI Financial Task Force

Buddy Parker U.S. Attorney's Office Northern District, Georgia

Bob Moler Georgia Department of Banking and Finance

Dr. Sherman Day Chairman, Commission on Criminal Sanctions and Correctional Facilities

Council Members

VIII. FEDERAL GRANT PROGRAMS

Consistent with function (9), the Coordinating Council has been designated by the Governor as the state agency responsible for the administration of two federal grant programs authorized by the Victims of Crime Act (VOCA) and the Anti-Drug Abuse Act.

FEDERAL GRANT PROGRAMS

Grant programs authorized under the Victims of Crime Act of 1984, as amended, and the Anti-Drug Abuse Act of 1986, as amended, provide formula or block grant awards to the states which in turn disperse these grant monies to local governments, state agencies, and private non-profit organizations to implement federally approved criminal justice projects. Awards to the states, under each program, are determined by using a legislatively defined base amount with the remaining funds allocated to each state on the basis of the state's relative share of total U.S. population.

The Federal Grants Advisory Committee (FGAC) of the Criminal Justice Coordinating Council reviews program information on each programs and sets priorities for of the grant program implementation at the state and local level. After the priorities are established, the staff mails applications to over 2,500 eligible subgrant applicants throughout the state. The staff reviews and ranks each proposal using an approved assessment instrument and the results are reported to the Advisory Committee in recommendation form. The Advisory Committee reviews staff recommendations and eventually approves and recommends fundable projects to the Council. Upon approval of the Council and the Governor, subgrants are awarded to the projects.

FEDERAL GRANTS AWARDED DURING FISCAL YEARS 1988 AND 1989

Anti-Drug Abuse Act

The Anti-Drug Abuse Act authorizes the Bureau of Justice Assistance to make grants to states, for use by states and local units of government to support programs which improve the apprehension, prosecution, adjudication, detention, and rehabilitation of drug and violent crime offenders. Eradication programs, treatment programs, and programs which target major drug offenders are also eligible for funding. During Fiscal Years 1988 and 1989, a total of \$3,526,740.00 was awarded to 38 such program efforts in Georgia.

AGENCY	PROGRAM	FEDERAL FUNDS
City of Brunswick	Multi-Jurisdicational Task Force	\$ 99,043
Cherokee County	MJTF	\$ 54,120
Clarke County	MJTF	\$ 51,393
College Park, City	MJTF	\$ 87,250

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AGENCY	PROGRAM	FEDERAL FUNDS
Columbus Cons.	MJTF	\$ 34,700
Cornelia, City	MJTF	\$ 76,706
Crisp County	MJTF	\$ 95,701
Forsyth County	MJTF	\$163,103
Fulton County	MJTF	\$ 38,426
Glennville, City	MJTF	\$ 73,384
Hall County	MJTF	\$130,788
McDuffie County	MJTF	\$ 80,400
Milledgeville	MJTF	\$148,758
City of Rome	MJTF	\$ 49,275
Schley County	MJTF	\$ 74,527
Valdosta, City	MJTF	\$ 77,476
Walker County	MJTF	\$ 97,650
Georgia Bureau of Investigation	Statewide Task Force	\$347,500
GBI	Forensic Svc. Upgrade	\$ 70,000
Ga. Police Academy	Drug Enforcement Training	\$ 80,000
Council Juvenile Court Judges	TASC	\$262,000
Board of Pardons and Paroles	TASC	\$262,000
Criminal Justice Coordinating Council	Evaluation	\$ 50,000
TOTAL:		\$2,504,200

STATE	AND	LOCAL	LAW	ENFORCEMENT	ASSISTANCE	ACT
1988 /	AWARE	S				

AGENCY	PROGRAM	FEDERAL FUNDS
Barrow County	MJTF	\$ 14,500
Bleckley County	MJTF	\$ 19,055
Cobb County	MJTF	\$ 91,420
Coweta County	MJTF	\$ 77,557
Glynn County	MJTF	\$ 78,258
GBI	MJTF	\$147,082
GBI	Crime Lab Upgrade	\$ 51,000
Laurens County	MJTF	\$ 53,065
Lumpkin County	MJTF	\$ 77,826
City of Thomaston	MJTF	\$110,084
Peach County	MJTF	\$ 47,853
Richmond County	MJTF	\$ 85,800
Rockdale County	MJTF	\$ 46,800
Washington County	MJTF	\$ 10,515
City of Waycross	MJTF	\$111,725
TOTAL:		\$1,022,540

CRIME VICTIMS ASSISTANCE GRANT PROGRAM

The purpose of the Crime Victim Assistance Grant Program is to assist local units of government and private non-profit organizations to provide hands-on assistance directly to "priority" crime victims; to enhance or expand direct services to "priority" crime victims; and to encourage the states to develop and improve comprehensive services to all crime victims. Projects must serve "priority" victims, meaning that they will serve victims of sexual assault, domestic violence, child abuse, and other underserved victims of violent crime. During Fiscal Year 1988 and 1989, a total of \$1,871,375 was awarded to 88 projects to assist these victims in the state of Georgia.

1989 CRIME VICTIM ASSISTANCE AWARDS

AGENCY	PROGRAM	FEDERAL FUNDS
Liberty House of Albany, Inc.	Child Abuse Domestic Violence	\$ 19,700
Rape Crisis of Albany	Sexual Assault	\$ 14,800
Council on Battered Women (Atlanta)	Domestic Violence	\$ 22,000
Forsyth County Family Haven, Inc.	Child Abuse Domestic Violence	\$ 17,500
Family Relations Program, Inc. (Gainesville)	Child Abuse	\$ 24,500
Rape Response, Inc. (Gainesville)	Sexual Assault	\$ 22,010
Gateway House, Inc. (Gainesville)	Domestic Violence	\$ 13,770
Georgia Council on Child Abuse, Inc. (Helpline)	Child Abuse	\$ 28,500
Georgia Council on Child Abuse, Inc. (Survivor Support)	Child Abuse, Sexual Assault	\$ 19,925
Georgia Sheriff's Youth Homes, Inc.	Child Abuse	\$ 18,294
Glynn Community Crisis Center, Inc.	Domestic Violence	\$ 15,700
Glynn County Council on Child Abuse	Sexual Assault	\$ 24,000
Gwinnett County D.A.'s Office	All Services	\$ 23,600
Kids of Georgia Need Volunteers	Child Abuse	\$ 15,202
Crisis Line of Macon-Bibb Co.	Sexual Assault	\$ 23,850



Metropolitan Atlanta Crime Commission	Child Abuse	\$ 22,000
Metropolitan Atlanta Crime Commission	Previously Underserved Victims	\$ 22,000
City of Milledgeville	Child Abuse, Domestic Violence, Sexual Assault	\$ 21,732
MADD	DUI Victims	\$ 46,040
Augusta Judicial Circuit D.A.'s Office	Child Abuse Sexual Assault	\$ 19,966
Rape Crisis and Sexual Assault Services (Augusta)	Sexual Assault	\$ 23,600
SAFE Homes of Augusta, Inc.	Domestic Violence	\$ 24,175
Bulloch County	All Services	\$ 21,100
Camden Community Crisis Center	Domestic Violence	\$ 28,540
City of Carrollton	All Services	\$ 14,319
Chatham County B.O.C.	All Services	\$ 78,920
Cherokee Family Vilence Center	Domestic Violence	\$ 25,709
Cherokee Judicial Circuit D.A.'s Office	All Services	\$ 24,850
Child Enrichment, Inc.	Child Abuse	\$ 18,353
Assn. Battered Women of Clayton County	Domestic Violence	\$ 23,900
Cobb judicial Circuit D.A.'s Office	All Services	\$ 21,682
YWCA of Cobb County	Sexual Assault	\$ 20,505
Columbus Alliance for Battered Women	Domestic Violence	\$ 18,700

Conasauga Judicial Circuit D.A.'s Office	All Services	\$	22,0	000	
Junior League of DeKalb County	Sexual Assault	\$	15,0	000	
Women's Resource Center of DeKalb Co.	Domestic Violence	\$	12,0	000	
Fayette Youth Protection Homes, Inc.	Child Abuse	\$	14,4	185	
N. Georgia Mountain Crisis Network	Domestic Violence	\$	7,0	000	
Northwest Ga. Family Crisis, Inc.	Domestic Violence	\$	12,0	000	
Odyssey Family Counseling Center	Child Abuse, Spouse Abuse	\$	24,0	050	
Project SAFE	Domestic Violence	\$	27,7	750	
Rainbow House Children's Resource Center	Child Abuse	\$	22,0	000	
Rape Crisis Network (Coastal Area)	Sexual Assault	\$	16,0	062	
Salvation Army Safe House	Domestic Violence	\$	22,0	000	
Tifton Judicial Circuit	All Services	\$	16,5	520	
Tri-County Protective Agency	Child Abuse Spouse Abuse	\$	34,6	691	
Urban Action, Inc.	Previously Underserved Victims	\$	7,0	000	
TOTAL:		\$1,0	032,0	000	
1988 AWARDS					
Albany Liberty House		\$	15,2	280	
Albany Rape Crisis Center	•	\$	8,3	335	

Athens Project SAFE	\$ 21,008
Atlanta Council on Battered Women (Atlanta)	\$ 22,000
Atlanta Council on Battered Women (Gwinnett)	\$ 16,000
Augusta Rape Crisis and Sexual Assault	\$ 23,824
Augusta SAFE Homes	\$ 27,280
Bulloch County Commission	\$ 22,900
Calhoun/Gordon Council on Battered Women	\$ 25,780
Camden Community Crisis Center	\$ 22,000
Coweta Judicial Circuit	\$ 22,000
Chatham County	\$ 72,600
Cherokee Family Violence Center	\$ 29,980
Cherokee Judicial Circuit	\$ 27,300
Clayton Co. Assn. of Battered Women	\$ 22,900
Cobb County D.A.'s Office	\$ 17,030
Columbus Alliance	\$ 9,300
Conasauga Judicial Circuit	\$ 23,250
DeKalb County Women's Center	\$ 12,000
DeKalb Junior League Rape Crisis Center	\$ 6,500
Fayette Co. Council on Battered Women	\$ 10,000
Gainesville Family Relations, Inc.	\$ 22,000
Gainesville Gateway House	\$ 12,750
Gainesville Rape Response, Inc.	\$ 14,625
Georgia Sheriff's Youth Homes	\$ 12,533
Glynn Community Crisis Center	\$ 15,700

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Grady Memorial Hospital Rape Center	\$ 22,000
Griffin Christian Women's Center	\$ 29,900
Houston County Child Sexual Abuse Council	\$ 22,000
Houston County Salvation Army	\$ 17,400
Lookout Mt. Judicial Circuit D.A.	\$ 10,300
Metropolitan Atlanta Crime Commission	\$ 26,400
Milledgeville Rape Crisis Center	\$ 28,780
N.E. Judicial Circuit D.A.	\$ 27,497
N. Ga. Mountain Crisis Center	\$ 6,941
N.W. Georgia Family Crisis Center	\$ 14,250
Piedmont Judicial Circuit D.A.	\$ 8,000
Southern Judicial Circuit D.A.	\$ 28,000
Tifton Judicial Circuit D.A.	\$ 14,600
Tri-County Protective Agency	\$ 23,847

TOTAL:

\$839,375

FEDERAL GRANTS ADVISORY COMMITTEE

Mr. Ken R. Cook, Chairman Representing the Georgia Department of Community Affairs

Honorable Harold Clarke Chief Justice Representing the Judicial Council of Georgia

Honorable Joseph H. Briley Representing the Prosecuting Attorney's Council of Georgia

Honorable John Jeffreys Representing the Association County Commissioners of Georgia

Honorable Bobby Whitworth Commissioner Representing the Georgia Department of Corrections

Honorable J. Lane Johnston Representing the Georgia Board of Public Safety

Mr. James T. Morris Representing the State Board of Pardons and Paroles

Honorable Marvin Sorrells Representing the Council of Juvenile Court Judges

Sheriff Merrill Greathouse Representing the Georgia Sheriff's Association

(Represents Committee membership as of 2/1/90)