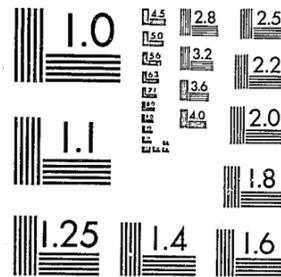


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National Institute of Justice  
United States Department of Justice  
Washington, D. C. 20531

1/03/83

# Federal Probation

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John M. Martin  
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**Management Theory Z: Implications for Correctional Survival Management**..... *William G. Archambeault*

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**Learning Theory Model for Reduction of Correctional Stress**..... *Susan J. Stalgaitis  
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**Probation: Career Patterns of Federal Prison Correctional Officers Entered Service During 1963**..... *Loren Karacki*

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SEPTEMBER 1982

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## This Issue in Brief ACQUISITIONS

**Homicides Related to Drug Trafficking.**—Homicides as a result of business disputes in the distribution of illegal drugs appears as a new subtype of homicide in the United States, report authors Heffernan, Martin, and Romano. In this exploratory study of 50 homicides in one police precinct in New York City noted for its high level of drug dealing, 42 percent were found to be "drug-related." When compared with non-drug-related homicides in the same precinct, the "drug-related" more often involved firearms and younger, male victims.

**Management Theory Z: Implications for Correctional Survival Management.**—Increased workload and decreased budgets are realities facing correctional management during the remainder of the 1980's, asserts Dr. William G. Archambeault of Louisiana State University at Baton Rouge. This means that fewer employees must be motivated to produce more and higher quality services. Faced with a similar dilemma, American business and industry have "discovered" Theory Z management and have demonstrated its pragmatic value. This article analyzes the utility of Theory Z in correctional organizations and outlines the steps necessary to implement this approach.

**Making Criminals Pay: A Plan for Restitution by Sentencing Commissions.**—Attorney Frederic R. Kellogg writes that the recent controversy over the insanity defense has focused public doubt over the criminal justice system. It highlights the need not for further tinkering but for wholesale reform. This recent proposal would classify offenses according to harm and enforce restitution in every case. It would sweep away the entire uncoordinated panoply of postconviction proceedings and replace them with a well-staffed sentencing commission of experienced trial judges whose assignment would be to assess the harm done by the of-

fender and collect judgment to repay the victim and the state.

**Information Processing in a Probation Office: The Southern District of Georgia Experience.**—Chief Probation Officer Jerry P. Morgan believes there is a place for word/information processing in the probation office. In establishing a system in the Southern District of Georgia, local sentence comparison became the first project followed by

CONTENTS

Homicides Related to Drug Trafficking	85705	Ronald Heffernan John M. Martin Anne T. Romano	3
Management Theory Z: Implications for Correctional Survival Management	85706	William G. Archambeault	7
Making Criminals Pay: A Plan for Restitution by Sentencing Commissions	85707	Frederic R. Kellogg	12
Information Processing in a Probation Office: The Southern District of Georgia Experience	85708	Jerry P. Morgan	16
Juvenile Correctional Institutions: A Policy Statement	85709	Clemens Bartollas Christopher M. Sieverdes	22
Learning Disabilities and Juvenile Delinquents	85710	H.R. "Hank" Cellini Jack Snowman	26
A Social Learning Theory Model for Reduction of Correctional Officer Stress	85711	Susan J. Stalgaitis Andrew W. Meyers Joseph Krisak	33
Fire Safety in Jails: Planning for Emergencies	85712	N.E. Schafer	41
On the Presentence Investigation		Yona Cohn	46
Class of '63: Career Patterns of Federal Prison Correctional Officers Who Entered Service During 1963	85713	Loren Karachi	49
Departments:			
News of the Future			53
Looking at the Law			55
Letter to the Editor			57
Reviews of Professional Periodicals			58
Your Bookshelf on Review			62
It Has Come to Our Attention			68

# Information Processing in a Probation Office

The Southern District of Georgia Experience

BY JERRY P. MORGAN

Chief Probation Officer, U.S. District Court, Savannah, Georgia

## Background

On October 18, 1979, a request was sent to the Administrative Office of the United States Courts for the leasing of an IBM System 6 Model 442 Information Processor to be used in the probation office of the Southern District of Georgia. The justification for this request was divided into four applications: sentencing data, active supervision case records, case activities, and closed case records.

**Sentencing Data**—Sentence disparity is a frequently raised complaint against the judiciary. Staffing sentence recommendations by the probation officers, especially in multidefendant cases, help keep sentencing recommendations consistent. To improve our consistency we wanted a system to keep track of the sentences for similar offenses and an easy method to compare these sentences. We proposed files with 22 fields (items of information) identifying the defendant, offense, recommendation, sentence, judge and probation officer. In our original proposal, the only information on the offender other than name was the salient factor score.\*

**Active Supervision Case Records**—There were 17 fields in this proposed application including type of offense, age, race, sex, salient factor score, classification, and prior record. Prior to the information being on processing equipment it was difficult to get reports on the type of offenses for which persons are on supervision, and data by sex, race, age, etc. We also envisioned that the quarterly worksheet, which was typed by the individual secretaries, could be printed on the processing equipment.

**Case Activities**—This application, which would contain contact information has been dropped. Case activity recording is handled more effectively by manual methods and there is little value in

duplicating the already existing information in a machine.

**Closed Case Records**—This application would have had 10 fields including success/failure information.

We received the equipment in May 1980. There was considerable discussion as to the type of items to go into the machine and the outputs that could and/or should be produced; and how much work it would create for the secretaries, etc.

The individuals who set up the initial training and system had no information/word processing experience, including the IBM representative assigned to us. This made the initial trial and error confusing and time-consuming. We began to question the value of the equipment. However, the fascination of processing capability, constricted only by the imagination of the operators, produced light at the end of the tunnel. Due to the insistence of the secretaries, we committed ourselves deeply and thoroughly in the beginning rather than trying a shallow individual report approach that was first envisioned.

A decision was made to have one worksheet with all fields necessary to work in all applications. The first task we hoped to accomplish was to have the equipment print out Probation Form 3, the form sent to the Administrative Office to provide them with case information. At that time, the individual clerks were doing their own Form 3's, so we gave them good news and bad news. The good news, they would not have to type Form 3's; the bad news, they would have to complete a handwritten worksheet that has over 90 fields.

By August 1980, even with the main operator hospitalized, we were producing our Form 3's, sentence comparison charts, and sentencing data for our 1980 Annual Report. We were still working on getting our active caseload into the machine for our own use as well as future statistical reporting. We continued inputting into the machine and revamping our process with ideas from the staff, especially the main operator after she returned to

\*Editor's Note: The reader is referred to the article by Hoffman and Adelberg (FEDERAL PROBATION, March 1980) for a nontechnical explanation of the salient factor score.

work. We have accomplished so much to this point it would be difficult to imagine operating without processing capabilities.

## Present Operation

**Input**—Nearly all the input into the system is done by an operator working from worksheets submitted by the probation clerks. The clerks are required to complete this worksheet with 90 fields from information obtained basically from the case file. There is an additional worksheet with five fields to be completed by officers when a defendant is sentenced as there are some subjective decisions that have to be translated to specific codes.

### Main Worksheet Fields

1. ID	19. Birth Place	37. Salient Factor
2. Court Name, Last	20. FBI No.	38. Remarks
3. Court Name, First	21. Sex	39. RPS
4. Court Name, Mid	22. Race	40. Classification
5. District No.	23. Age	41. Counts
6. Office No.	24. Birthdate	42. Prop/Money Loss
7. Docket No.	25. Marital Status	43. Circumstances
8. Defendant No.	26. Education	44. Mental/Physical
9. Type of Case	27. Street Address	45. Employment
10. Code No.	28. City, State, Zip	46. Empty
11. AKA	29. Date of Sentence	47. Empty
12. Judge	30. Officer	48. Empty
13. Place of Court	31. Marshal's No.	49. Impr-Months
14. Date Received	32. Guilty/Conv. Date	50. Prob-Months
15. Expiration Date	33. AO Code	51. SPT Months
16. Date of Offense	34. Title and Section	52. Special Statutes
17. Social Security No.	35. Offense Description	53. Fine (\$)
18. Prior Record	36. Offense Severity	54. Study/Observ Date
55. Split/Mixed	68. Days Cred. to Sent.	81. Revocation Fine
56. Special Condition	69. Date Committed	82. Rev. Spec. Cond.
57. Sentenced Resti.(\$)	70. Date ReCommitted	83. Removed Code
58. Sent. Weekend Jail	71. Reason Remov./Term	84. Date Removed
59. Sent. Commun. Ser.	72. Success/Unsuccess	85. Months w/Super.
60. Sent. Drug Afterc.	73. Spec. Cond. Met	86. Year Case Closed
61. Sent. Mental Health	74. Revoked-New Conv.	87. Study/Ob. Stats.
62. Sentenced, Other	75. Revoc. Pend. Felony	88. PTD Months
63. Sentence to Recomm.	76. Revoked-Absconded	89. Par. Spec. Cond.
64. Transferring Dist.	77. Revoked-Technical	90. Second Sent. Data
65. Trans. Dist. No.	78. Revoc. Impr. Months	91. Second Sent. Cont.
66. Trans. Office No.	79. Revoc. Prob. Months	92. Total Sentence
67. Received Codes	80. Revoc. Spec. Stats.	93. Extra Remarks

### Supplemental Worksheet

The following is the information on the worksheet to be completed by the officer when the defendant is sentenced:

41. Counts: The number charged; the number convicted; indicate plea agreement, plea, or verdict
42. Property/Monetary Loss: Total value of loss reasonably attributed to present offense
43. Circumstances: No unusual, mitigating, aggravating, weapon used or personal injury caused

44. Mental/Physical Problems: Established mental and/or physical problems including drug or alcohol abuse
45. Employment: Good, poor, spotty, retired, disabled, housewife/husband, other

Worksheets are to be submitted when defendant has been sentenced or when an individual has been received for supervision, either active or inactive.

In a new supervision case, once the information has been inputted, the operator outputs a Form 3 for SARD (Statistical Analysis and Reports Division) and a LEDS (Law Enforcement Data System) sheet. The LEDS sheet is sent to the local FBI office where the information is inputted into their GCIC (Georgia Crime Information Center) terminal then sent to the state computer. We'll discuss LEDS more thoroughly later.

When there are case changes requiring a Form 3a to be sent to SARD the secretary updates the worksheet and submits it to the machine operator. The worksheets are returned to the secretary for the file when the machine input has been completed. With compatible equipment in all offices the paper worksheet could be abolished.

If the case is an update for previously entered information, only the changes are entered and the operator prints the appropriate card for SARD.

Through diligent effort and ingenuity, the operator has established concise wording and necessary abbreviations for the information that is put into the machine. After consultation with the staff at SARD, we are now able to output a perfect Form 3 or 3a in every situation. It takes about 2 minutes to output one Form 3 or one LEDS sheet when done individually. When done in batches, however, it takes about 15 seconds for each subsequent printout.

### Regular Report Outputs

**Sentence Data**—Whenever a presentence is to be staffed by the probation office for a sentence recommendation, an officer requests a report of the sentencing data for that offense. (Appendix 1) The AO code for the offense is used to qualify the files. Proper coding, which took considerable training for the secretaries, makes easy retrieval for this information. Records can also be qualified and printed by title and section. Sentence data for the qualified offense is then printed on preprinted forms sequenced on the severity of the sentence, the lightest sentence first. Easy comparison can be made of the severity of the sentence and other factors in the offense and defendant's background. The various descriptions of the U.S. Parole Commission offense severity ratings found on the

cover sheet of the report are stored in a file that can be retrieved to print out the severity descriptions that are appropriate for the offense under consideration. Other comparisons can be made as a side benefit, such as sentencing differences between the judges, the deviation from recommendation to sentence, the defendant's educational level, prior record, race, age, sex, etc. The format for this comparison chart was borrowed from the Eastern District of Pennsylvania where this type of information is provided the judges on a 6-month basis through the clerk's office.

The system provides the sentencing information for the annual report. District-wide information is published for distribution; data for individual judges is a local addendum in the annual report. By proper qualification and sequencing, we are able to produce a case listing similar to the D5 printout provided by SARD making 100 percent cross checking easy. As a result of using the system and placing emphasis on proper district information, problems have been pointed out and corrected. The information now provided to and received from the Administrative Office has a low error rate, especially when compared to the information prior to the system.

**Supervision Reports**—At the beginning of each month, the systems operator provides the chief and supervisors with an alphabetical listing of all those on supervision in the district. The report includes the officer responsible for the case, the type of case and expiration date. This information is needed as the chief or a supervisor may be called at home at night or on weekends if a supervisee is arrested in Georgia and the arresting agency runs a GCIC check. The district caseload is in the GCIC computer through the use of LEDS, discussed earlier. A law enforcement officer inquiring about an individual under our supervision is informed the person is not wanted, but is on probation or parole. The inquiring officer is instructed to call the probation office during working hours or the chief or supervisor at home at other times. With the alpha listing at home, it is easy to determine the supervising officer and contact him. Even if the inquiring office does not notify the probation officer, the terminal of entry is electronically notified of the inquiry giving the location and number of the terminal used for the inquiry. The probation officer can then contact the inquiring agency to determine what prompted the inquiry.

At the beginning of the month the systems operator provides a list of all 6-month summaries due and cases expiring during the month. This list

is sequenced on officers first, then the case names. As copies of the 6-month summaries are provided to the chief after review by the supervisor, a check can be made to make sure all summaries have been completed. This same information can be provided for the F3 (parole commission) reviews and will probably be made part of this report in the near future.

Monthly, individual officers and their secretaries are provided a list of their active cases showing the type of case and the expiration date. A printout of inactive cases is made and used as a check to make sure these cases are getting the proper attention.

On a quarterly basis, the systems operator prints out a quarterly caseload activity worksheet (Appendix 2) that is sent to the secretaries for use in obtaining case activity data during the next quarter. Case activities are logged manually by the secretaries. With sufficient equipment, case activity recording could be handled electronically, however, the pencil and paper method keeps the daily activity at easy access for the secretary, the probation officer and the supervisor. Contact information is observed in a glance in manual methods without having to tie up machine or clerical time to get an output or reading as would be needed if done electronically. The completed case activity sheets are submitted on a quarterly basis. It only takes a few minutes to review contact quantity and no formal report is necessary. At this point we feel that manual case activity recording is probably the best method in most circumstances.

The unemployed are identified quarterly although it could be done monthly. The unemployment report lists variables that can be compared or considered in identifying problems. The report contains the following items: type of case; prior record; sex; race; age; marital status; education; salient factor score; probation officer; special conditions; offense; and offense severity rating. While our reports are sequenced on case name, they could be sequenced on any of the listed items.

We have had other unexpected results from the system. We have been able to provide reports on those involved in drug aftercare, and various sentencing alternatives. We have a quick guide for completing the Form 9 by printing lists of those received on and removed from supervision, both active and inactive. There have been numerous other individual reports produced and the types of reports are limited only by the imagination, although the Systems 6 does not have math capability. With more sophisticated equipment

that is now available, a program could be written to have the Form 9 information printed from the data already in the machine, as well as a wide variety of summary reports.

#### *Word Processing*

One additional benefit is the information processor is also a word processor. This equipment can take the pressure off the secretary when presentence reports must be completed to make sentencing deadlines. Input is viewed on a CRT and can be edited before being printed. Even after being printed, last minute editing and changes are made simple to provide a clean, error free report for the judge.

The main problem we have is our one machine is utilized nearly the full working day. Any reports that the chief wants to do (including this one) must be done after working hours.

#### *Equipment Consideration*

**Storage capacity**—The IBM System 6 diskette can hold about 260,000 characters. We are beginning to run out of room before the end of the year for active caseload and combined sentence data with all the special formats that are on the diskette. Our self-contained system utilizes only one diskette. The diskette is the size of a 45 record. Some systems use smaller diskettes. Many systems use two diskettes doubling the storage capacity. Most systems now come in components and can provide unlimited storage capacity through hard disk packs.

**Printer**—There are printers with various speeds, qualities, and price tags and, as expected, tradeoffs would have to be considered. The printer we use prints 60 characters per second. We find

that this is adequate as the operator can be inputting the next page as the printer prints out the completed page. When waiting only, however, a page even at this speed seems to take an eternity.

#### *Summary*

The initial thrust of obtaining the system was to provide previously unavailable information in a timely manner to the court and probation officers. We have more than met our original desires by providing greater depth in our information than our originally designed applications. The system has also given us much more management capability than we even thought about. There are many more applications that can be utilized, including personnel, training, etc. This would require an expanded operation.

An unexpected benefit is the knowledge gained by the secretarial staff as a result of adapting their work to the system. They have a thorough knowledge of the information the clerk's office sends to SARD on criminal cases and how it is developed. They know what SARD needs on the Form 3's, including complex multi-indictment cases; how to determine the offense severity to pick the proper offense to be reported; AO Code formations, especially on drug cases; and, in short, they have a better appreciation of the inner workings of the court and related agencies.

At the time of acquisition we had sufficient personnel to implement the program properly. Subsequently, we lost two clerical positions. We are able to continue storing and processing the information and because of the word processing capability, enough time is saved so we are able to keep up with the workload. While it is too early to tell, we feel we can continue to operate at our present clerk-to-officer ratio with existing equipment.

(Appendixes 1 and 2 follow on pages 20 and 21.)

APPENDIX 1

SENTENCE COMPARISON CHART  
04-22-82  
FORGING AND UTTERING-57 / /

LEGEND:

OFFENSE SEVERITY:

LOW MODERATE Forgery Less Than \$2000  
MODERATE \$2000-\$19,999  
HIGH \$20,000-\$100,000  
VERY HIGH \$100,000-\$500,000  
GREATEST-1 Over \$500,000

CIRCUMSTANCES:

N—No Unusual.  
M—Mitigating / indicating defendant not as involved in crime as ordinarily perceived.  
A—Aggravating / indicating defendant more involved than ordinarily perceived.  
W—Weapon used by defendant in commission of crime.  
I—Personal Injury caused by defendant in commission of crime.

PRIOR RECORD:

0—No known prior conviction.  
1—Prior conviction(s) resulting in probation only or suspended sentence. (also fines over \$50)  
2—Prior conviction(s) of sentence to 1 year or less. (also split/mixed)  
3—Juvenile Delinquency commitment(s).  
4—Prior conviction(s) with confinement of more than 1 year.

MARITAL STATUS:

M—Married.  
S—Single.  
D—Divorced.  
P—Separated.  
W—Widowed.  
C—Common Law.  
Z—Corporation.  
X—Unknown.

MENTAL/PHYSICAL:

M—Established Mental Problems/including retardation.  
P—Established Physical Problems.  
B—Both.  
D—Drug Abuse.  
A—Alcoholism.

EDUCATION:

ELEM—8th Grade Completed.  
HS—9-11 Complete.  
DIPL HS—Graduate or GED.  
COLLEGE—13-16.  
GRAD-COLL—Bachelor Degree or Higher.  
Z—Corporation.  
X—Unknown.  
OTHER—Under 8th Grade.  
VOCAT—Vocational Training.

EMPLOYMENT:

G—Good.  
P—Poor.  
S—Spotty.  
R—Retired.  
D—Disabled.  
H—Housewife/husband.  
O—Other.

DOCKET #	OFFENSE		OFFENDER										SENTENCE										
	TITLE AND SECTION	COUNTS Charged—(A)Agreement/(P)Plea/(V)Verdict	PROPERTY AND/OR MONETARY VALUE	OFFENSE SEVERITY	CIRCUMSTANCES	SEX	AGE	MARITAL	MENTAL/PHYSICAL	EDUCATION	EMPLOYMENT	PRIOR RECORD	SALIENT FACTOR (0-11)	RPS 80 (0-34)	JUDGE	PROBATION OFFICER	S-R	IMPRISONMENT (MOS)	SPECIAL PAROLE (MOS)	FINE (\$)	RESTITUTION (\$)	W/E JAIL (DAYS)	COM SVC (HRS)
79-00120 02	18:495	LM										10			J034	LE 2						X	
79-00120 01	18:495	LI										10			J034	LE 2						X	
80-00113 01	18:495	M										9			J067	LE 2							
81-00118 02	18:495	02-01-V	372	M	M	21	M	C	HS	G	0	11	12		J034	LE 2						30	
81-00118 03	18:495	02-01-A	372	M	M	36	S	A	COLLEGE	G	1	6	34		J034	LE 2						30	
81-00118 01	18:495	02-01-A	372	N	F	21	S	N	ELEM	P	1	4	9		J034	LE 2						30	
82-00117 03	18:495	02-01-A		N	M	30	P	N	ELEM	G	0	10	33		J034	HE 2				285			200
82-00108 02	18:495	LM	285	N	F	23	M		HS	G	0	9	23		J036	WI 2				60			
82-00118 01	18:495	LM			M	28	M		DIPL HS	G	1	7	34		J036	WI 1				60		238	
79-00185 01	18:495	LM										10			J035	FL 3	3			36		312	
80-00141 01	18:495	LM			M	34	S		HS	G	2	7	19		J035	MO 3	6			36		263	
81-00116 01	18:495	LM			M	20	S		OTHER	G	0	7	19		J035	MO 2	6			48		420	
81-00140 01	18:495	02-01-A		N	F	25	D	N	DIPL HS	S	0	9	34		J035	HE 2	6		500				
80-00157 01	18:495	LM			M	39	M		OTHER	G	4	5	6		J035	YO 3	6			60		232	
81-00140 03	18:495	02-01-A	896	M	M	24	M	N	ELEM	G	1	8	12		J035	HE 2	6			60		896	
79-00237 01	18:13	LM										6			J034	BA 2	36						
80-00139 01	18:495	M										3			J036	YO 2	36						
81-00118 01	18:495	LM			M	20	S		ELEM	G	2	6	19		J035	HO 3	36						
81-00135 01	18:495	02-01-A	315	N	M	25	M	P	HS	G	2	7	17		J035	HO 2	36						
81-00118 04	18:495	02-01-A	372	A	M	33	M	N	HS	G	1	7	19		J034	LE 1	36						
79-00140 01	18:495	LM										3			J035	FL 2	48						
80-00154 01	18:495	LM			M	26	S		DIPL HS	G	1	8	16		J035	HE 3	48						
81-00134 01	18:495	02-01-A	566	N	M	19	C	N	ELEM	S	3	6	16		J035	HE 2	48						
81-00140 01	18:495	02-01-A	896	N	M	20	S	N	ELEM	S	1	7	9		J035	HE 2	48						
81-00140 02	18:495	02-01-A	896	A	M	32	M	P	HS	G	1	6	16		J035	HE 2	48						
79-00120 03	18:495	LM										4			J034	LE 3	48	36					
82-00113 02	18:495	05-03-A	422	N	F	21	S	N	HS	P	1	7	13		J034	HO 2	60						

QUARTERLY CASELOAD WORKSHEET

OFFICER NEWMAN

QUARTER ENDING JUN 82

N/A = housewife; retired; disabled; student;  
or in PO's view need not be employed

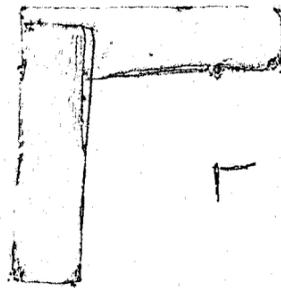
SF = salient factor

U = unemployed but should be employed

APPENDIX 2

NAME & ADDRESS	CLASS & SF	CASE TYPE	EXPIRES	SPECIAL CONDITION	MR	CONTACTS						MONEY EARNED (U or NA)		PUB WRK HRS		
						FACE-TO-FACE			LTR SUBJ	TC SUBJ	COLL	TOTAL	PROB		PAR	
						OV	HV	OTH								
BRADLEY, LARRY 4 CLOVER DR SAVANNAH GA 31401 4	L 4 34	PAR	02-19-90	DRUG												
DOWNING, LYNN W P O BOX 7311 SAVANNAH GA 31404 2	L 11 34	PROB	11-20-82	SPEC COND 2,000 XCS												
JABAR, TINA MARIE 407 BRYAN ST FT STEWART GA 31314 1	L 7 34	PAR	11-12-84	MNTL HLTH												
SEARS, KATHELYN EVA 514 YAMACRAW VILL SAVANNAH GA 31401 3	L 10 30	PROB	03-30-85	SPEC COND 100 100 CS												

INFORMATION PROCESSING IN A PROBATION OFFICE



**END**