

THE ATLANTA REGIONAL COMMISSION  
**CRIMINAL JUSTICE  
IN THE ATLANTA REGION**

**A PLAN FOR ACTION**



**VOLUME III  
MULTI-YEAR PLAN**

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Prepared by

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## INTRODUCTION

On July 23, 1975, the Atlanta Regional Commission (ARC) established a priority ranking of programs and activities to be used in criminal justice programming. Most of these have been reported as important issues in this plan. Others have either been accomplished or superseded by more urgent needs.

In order to establish current priorities, several resources were used. The State Crime Commission's Criminal Justice Standards and Goals for Georgia served as a starting point in the development of the goals, objectives, and standards for this plan. These were amended as a result of comments from citizens, criminal justice officials, task forces, advisory councils, and finally the Atlanta Regional Commission. As amended, this document should reflect current attitudes within the Atlanta Region.

The purpose of this plan is to present the various goals and objectives in order of priority and offer some possible programs for the accomplishment of the objectives. Programs and activities mentioned are meant to serve as a guide to local governments in developing their own programs. They are by no means the only activities which should be undertaken to accomplish the objectives.

The Criminal Justice Planning Task Force of ARC's Human Services Planning Advisory Council has established a rank order of goals and of objectives within each goal. Realizing that this process does not address relative priority of objectives across goals, the task force took all forty-one objectives and established relative priorities. This will be presented in the summary to this volume.

Each goal as adopted by the Atlanta Regional Commission will be discussed separately. Within each goal, the objectives will be presented in order of established priority. Following the discussion of objectives will be a presentation of any legislation which is recommended in that goal.

Established priority of goals is as follows:

<u>Priority</u>	<u>Goal</u>
1	Increase the Risk of Committing A Crime
2	Decrease the Opportunity/Reward For Committing A Crime
3	Improve the Quality of Justice
4	Personnel Development
5	Upgrade Information Systems
6	Research, Planning & Evaluation
7	Minimize Underlying Conditions
8	Improve Institutional and Non-Institutional Rehabilitation

Results of this ranking indicates that primary emphasis within this region is on the traditional law enforcement functions. Concern for improvement of the judicial function is also stressed. The "tool" activities of training, information processing, and planning are given less emphasis. Lowest regard was given to the goals of minimizing underlying conditions and improving rehabilitation.

Attitudes and needs are not static. The needs expressed in this plan may not be relevant in later years. For this reason, this plan will be updated annually. As new issues arise, they will be addressed in the annual supplement.

PRIORITY 1

GOAL 2.1

INCREASE THE RISK OF COMMITTING A CRIME

Law enforcement agencies should increase the risk of committing a crime and improve community services by redefining and improving personnel functions and by expanding agency authority to detect crime.

The overall emphasis of this particular goal is to render criminal activity less advantageous and to maximize the ability of law enforcement agencies to detect crime. Efforts in this area include a redefinition of the role of the police, improving interagency coordination and cooperation, and an increased emphasis on specific categories of crimes such as violent crimes, property crimes, and organized crime. In addition, with the overall proliferation of private security agencies, it would be most desirable to examine their functioning and their impact on the criminal justice system.

OBJECTIVE 2.100: Increase Detection and Apprehension Capabilities - Violent Crimes

The Atlanta Regional Commission has established the objective, Increase Detection and Apprehension Capabilities - Violent Crimes, as a primary activity within this region. The overall intent is to reduce the growth rate in violent crimes regionwide by effecting a six percent annual reduction in the projected number of violent crimes. These projections should be based on at least three years of data and re-evaluated annually.

The purpose of this objective is to effect a 10 percent increase in apprehensions for violent crimes, a fifteen percent increase in clearances for violent crimes, and a 15 percent increase in convictions for violent crimes by 1980.

A number of programs should be initiated to combat and control violent crimes. Crisis intervention projects should be initiated in the region. These programs could be structured in such a manner so as to provide counseling services for disputing parties before the problem develops into a crisis. In addition, a course in crisis intervention should be available for law enforcement officers since they encounter numerous problems of this nature as a part of routine patrol activities.

The various law enforcement agencies in the Atlanta Region should initiate additional projects designed to combat violent crime. These activities could include team policing practices, decoy squads, stake-outs, and saturation patrol programs.

In view of the high priority assigned to this particular form of criminal activity, programs should be established that are designed to encourage reporting of violent crimes such as rape and aggravated assault. Rape crisis centers could be of particular benefit in this regard.

Finally, specialized training programs for law enforcement officers should be developed and designed to increase apprehensions and clearances for violent crimes.



OBJECTIVE 2.101: Increase Detection and Apprehension Capabilities - Property Crimes

Within the category of increasing the risk of committing a crime, a stepped-up attack on those persons committing property crimes has been established as a secondary priority. The desired end is to reduce the growth rate in property crimes by effecting a five percent annual reduction in the projected number of property crimes. Again, these projections should be based on at least three years of data and re-evaluated annually.

The purpose here is to effect a 10 percent increase in apprehensions for all property crimes, a 15 percent increase in clearances for property crimes and a 15 percent increase in convictions for property crimes by 1980.

Numerous programs should be initiated to combat property crimes. Many of these projects would be extensions of already existing tactics such as high crime area patrol and saturation patrol programs.

As a basic activity, stake-outs units and surveillance strategies should be utilized whenever possible. These tactics enable law enforcement personnel to maximize their chances of apprehending suspects on the scene of the crime. In addition, special burglary and larceny field investigation units should be developed to focus manpower and resources on these particular forms of criminal activity. To augment these programs special crime scene search units and mobile crime labs should be utilized to reduce delay in carrying out investigations and to obtain, preserve and analyze evidence that otherwise might be destroyed or remain unrecovered.

Finally, special tactical units should be established to combat both property crimes and violent offenses. This type of program maximizes the use of manpower and resources and allows for a diverse emphasis on different forms of criminal behavior.

OBJECTIVE 2.104: Ensure Full-time, Adequate Police Services

The desire in this area is to upgrade the quantity and quality of police service provided to the citizens of the Atlanta Region by 1978 through improvement of operational and administrative capabilities.

As a primary activity, records maintenance capabilities and reporting should be improved. By 1978, each local law enforcement agency should, at a minimum, maintain records and reports for use for a three-year period, and should fully report all information lawfully requested and required by the Georgia Crime Information Center.

Patrol services should be extended to provide as much coverage as possible. By 1978, all units of government serving a population of over 5,000 citizens should be covered by 24-hour-a-day, seven-day-a-week patrol service. Units of government serving populations of less than 5,000 citizens should evaluate consolidation, contracting, or pooling of resources in some other manner in order to provide full-time patrol service. The decision should be made based on local needs.

Some noted authorities throughout the nation have stated that efficiency and effectiveness of law enforcement may be maximized through consolidation of services. However, before sharing, pooling, contracting or consolidating certain or total law enforcement

services, thorough studies should be undertaken by the local governments to measure the costs/benefits of such action.

OBJECTIVE 2.102: Increased Detection and Apprehension Capabilities - Organized Crime Activities

The existence of organized criminal activity exacts a heavy toll in any community. In order to combat and control organized crime, it is recommended that there be a continuation of the development and implementation of comprehensive short- and long-range strategies designed to contain and ultimately reduce organized crime activities in the Atlanta Region.

Also, programs and activities should be undertaken which would result in an increase, by 1980, of arrests and convictions of organized crime figures by 10 percent. ;.

OBJECTIVES 2.103: White Collar Crime

White collar crime is a highly lucrative activity and an expensive burden for the law-abiding community. In an effort to deal with this costly form of criminal behavior, there should be an upgrading of the capability of the criminal justice system to deal with white collar crime activities by 1980.

White collar crime is a nonlegal term which can be defined as an illegal act or series of illegal acts committed by nonphysical means and by concealment or guile, to obtain money or property, or to obtain business or personal advantage. Although the term may imply that the perpetrators are of upper and middle socio economic status, there is no valid limitation to any socio economic status. Typical violations included in white collar crime are embezzlement,

bribery, consumer fraud, kickbacks, employee theft, and restraint of trade.

Unlike many forms of criminal behavior, white collar crime is somewhat more clandestine. It usually, requires technical expertise to detect and investigate. In order to enhance the ability of law enforcement agencies to combat this activity, police academies should conduct training sessions on white collar crime for law enforcement officers. These training sessions should be initiated by 1980 and should be part of an on-going effort to combat "white collar crime". Due to the extent of this particular form of criminal activity, and the extensive losses incurred as a result, all police departments with 100 personnel should have, by 1980, the specialized capability of investigating "white collar crime".

OBJECTIVE 2.105: Define and Develop the Police Role

All citizens are entitled to law enforcement services of the highest possible quality. In an effort to improve law enforcement services, the police role should be examined and redefined in all law enforcement agencies to increase police effectiveness. This re-evaluation should be accomplished by 1978.

To provide for a better understanding of the police role within the local community, as well as increase police effectiveness, all law enforcement agencies should develop written guidelines setting forth agency objectives and priorities for both the community and law enforcement personnel. At the same time, citizen action programs could be of benefit in strengthening police/community relations.

All law enforcement agencies should review their law enforcement practices and eliminate current duties and functions not consistent with agency priorities. Law enforcement agencies with 100 or more sworn personnel should implement the following policies and procedures:

- (1) A policy should be drafted and updated when necessary so as to be consistent with agency and community law enforcement priorities;
- (2) At least one person should be responsible for regularly informing the chief of new court rulings having an effect on departmental operations;
- (3) Law enforcement agencies should provide in-house training to familiarize officers with the operations of all social service agencies and organizations within their jurisdictions.

Finally, Georgia legislators from the Atlanta Region should jointly introduce and urge the passage of legislation authorizing police officers to write citations for certain misdemeanors rather than make arrests when, in the officer's judgement, the interest of public safety and justice would be served by that action.

OBJECTIVE 2.109: Law Enforcement Organization and Administration

As part of the overall effort to upgrade law enforcement services, the Atlanta Regional Commission recommends that by 1978 local police agencies implement improved management techniques in order to enhance their effectiveness and efficiency.

By 1978, fiscal management procedures should be developed and adopted regarding budget development, planning and resource allocation in local law enforcement agencies.

Also by 1978, guidelines should be prepared in all local law enforcement agencies to guide the personnel in the development of budgets.

OBJECTIVE 2.108: Improve Interagency Coordination and Cooperation

By 1978, increase the level of cooperation, coordination and unified direction among criminal justice agencies in the Atlanta Region by establishing communication and work linkages. Programs in this area would include resource coordination between agencies.

OBJECTIVE 2.107: Improve Property Accounting Systems

Law enforcement agency handling of lost or stolen property is of critical importance from a police/community relations viewpoint. Therefore, by 1980, all police agencies should adopt written departmental policy for property accounting systems to ensure safe and secure handling of all property.

OBJECTIVE 2.106: Non-Sworn Personnel

Non-sworn personnel have, for years, been used in many law enforcement agencies to perform various functions. The Atlanta Regional Commission recommends that by 1980 non-sworn personnel should be employed by all law enforcement agencies with at least ten sworn personnel in order to maximize manpower. They could be used in positions such as dispatchers, crime scene technicians, crime prevention specialists, etc.

In addition, in order to encourage the greatest and most efficient use of non-sworn personnel within law enforcement agencies, all law enforcement agencies with at least ten sworn personnel should implement the following policies:

- (1) Hire non-sworn personnel to fill any agency position which does not require the authority, experience and/or training of a sworn law enforcement officer;
- (2) Provide a career ladder and a program of fringe benefits for full-time non-sworn employees; and
- (3) Provide non-sworn employees with adequate job training.

OBJECTIVE 2.110: Private Security Uniforms and Vehicles

The private security industry in the Atlanta Region is an extensive and rapidly growing business. However, due to the nature of the industry, private security personnel have restricted responsibilities when compared with public law enforcement agents. In order to alleviate confusion for the public, some differentiation should be established. Perhaps the most effective method would be to require distinct vehicle markings and uniforms. The Atlanta Regional Commission recommends that Georgia legislators from the Atlanta Region jointly introduce and encourage the passage of legislation defining the operation of private detective and security agencies including but not limited to restricting the markings of uniforms and vehicles of private detective and private security agencies. This action should be initiated in the 1977 session of the General Assembly.

SUMMARY OF RECOMMENDED LEGISLATION

Legislation should be enacted in order to authorize law enforcement officers to write citations in lieu of arresting persons for certain misdemeanors. In addition, legislation should be passed to differentiate between public law enforcement officers and private security agency personnel.

## GOAL 1.2

## DECREASE THE OPPORTUNITY/REWARD FOR COMMITTING A CRIME

Increase local crime prevention activities that identify and reduce opportunities for criminal acts and rewards that result from these acts through programs to inform, educate and initiate preventive action by citizens.

Programs included within this category are primarily defensive in that they attempt to place obstacles in the path of the potential offender to make committing a crime more difficult. The foundation of this concept is the belief that most criminal acts occur because the opportunity presents itself and not because of prior planning. In an effort to reduce the potential criminal's opportunity to commit the crime, the public is educated in methods of personal and property protection and "target hardening" tactics are employed.

OBJECTIVE 1.200: Criminal Opportunity Reduction

The Atlanta Regional Commission has established the objective of Criminal Opportunity Reduction as a primary activity within this region. By 1978, the number of criminal opportunities that are prevalent in this region should decrease through development and implementation of target hardening capabilities.

There are currently a number of federally-funded target hardening projects in operation within the Atlanta Region. It is recommended that these projects should begin to be incorporated into the budgets



of the local agencies. Locally-supported programs should include the capability of providing citizens the equipment to engrave their belongings for future identification and the capability of conducting residential security surveys.

By 1978, the police academies within this region should incorporate into their curricula at least a one week course in crime prevention/target hardening. With the increased use of target hardening tactics, this type of technical information should be available to all law enforcement officers, not just those assigned to crime prevention units.

Local governments within the Atlanta Region should begin immediately to establish minimum security standards for housing and building code amendments. These should be enforced through county or municipal ordinances. The particular standards imposed should be developed with the advice and assistance of local law enforcement agencies and should be based on local needs.

OBJECTIVE 1.201: Crime Prevention Information and Technical Assistance

Within the category of decreasing opportunity and reward, the provision of crime prevention information and technical assistance has been established as secondary priority. By 1978, crime prevention information and technical assistance should be available to every citizen within the Atlanta Region. Every major law enforcement agency should cooperate in the coordination and dissemination of crime prevention information to accomplish this objective.

Crime prevention programs in smaller agencies may be combined with community relations functions. Primary activities of crime prevention units will include the provision of technical information to the general citizenry through speeches and demonstrations to civic and fraternal organizations; lectures within the public schools; distribution of brochures and pamphlets; and through radio, television, and newspaper announcements.

Victim-specific programs may be developed. These would include programs designed to warn children about associating with strangers, prevent rape, protect the handicapped and any other group that may have a particularly high victimization potential. One group which will receive particular attention is the elderly citizen. By 1979, crime prevention programs for the elderly population of the Atlanta Region should be implemented to alleviate the high level of fear of crime which is prevalent within this group. For the elderly, often living alone and on a fixed income, the consequences of victimization are especially tragic. Programs to be developed will teach techniques for personal and home security.

Technical assistance should be available by 1978 to assist property owners and public officials in designing and implementing specific techniques for the protection of residential, commercial, and public buildings and vehicles. This should be developed on a cooperative basis through local law enforcement agencies and may include the employment of crime prevention specialists.

OBJECTIVE 1.202: Citizen Participation in the Criminal Justice System

The participation of the general citizenry in the criminal justice system is an important element in the prevention of crime. The citizen's fear of involvement has often prevented the reporting of crime and indirectly encouraged criminal activity. The general attitude that crime is a "police problem" or a "court problem" has discouraged the active interest and participation of some citizens.

By 1978, citizen groups should be informed in every major community to encourage discussion of and interest in the criminal justice system. The formation of interest groups to support and help improve the system would acquaint the general population with the problems and issues facing criminal justice. Officials of local governments may enlist the opinion of these groups on the formulation of criminal justice policy.

The development and expansion of citizen action programs such as Neighborhood Watch and Block Parent programs should be undertaken to encourage the reporting to police of any unusual, suspicious or overt criminal activity. It must be emphasized that the purpose of these groups would be the reporting of criminal activity and not the active pursuit or apprehension of suspected offenders. Any active services to be performed by these groups would be only at the direction of the local law enforcement agency. This might involve such activities as search for a lost child.

SUMMARY OF RECOMMENDED LEGISLATION

Within the general category of decreasing the opportunity and reward for criminal activity, no statewide legislation is sought; but it is recommended that local units of government pass appropriate ordinances to establish minimum security standards for all new construction.

PRIORITY 3

GOAL 2.2

IMPROVE THE QUALITY OF JUSTICE

Improve the quality of justice in the Atlanta Region by increasing efficiency of the judicial process and by insuring graduated viable community based alternatives to incarceration when there is an adjudication of guilt.

Attainment of the goal of improving the quality of justice will involve a variety of activities within several components of the criminal justice system. Obviously, the Superior and State courts will be involved, as will their district attorneys and solicitors; but to effectively improve the quality of justice, we must also consider the defense and the numerous local courts. It is all of these units as well as some non-judicial factors which influence how the quality of justice is perceived. In the context of this plan, quality of justice refers to the degree to which fair and accurate adjudications are rendered in the most effective and efficient manner.

OBJECTIVE 2.200: Courts Organization and Administration

Recognizing the fragmented and complicated nature of the judicial system in Georgia, the Atlanta Regional Commission has established as its primary objectives within this goal the support of a unified court system and the upgrading of judicial administrative practices. By 1980 these practices should increase the efficiency of the courts in this region.

The upgrading of administrative practices should be partially accomplished by the appointment of court administrators to handle caseload management and support services. By 1979, each judicial circuit within the Atlanta Region which has two or more superior court judges should have a court administrator and by 1980 each circuit should be maintaining information concerning workload data, case disposition, and time required for adjudication.

Specific programs for the accomplishment of this objective will vary with the level of judicial process. The establishment of the Georgia Judicial Council and the Administrative Office of the Courts provided much of the framework at the superior court level, but the lower courts are desperate for improvement. The implementation of standard operational and recordkeeping procedures for lower courts may be considered. Training programs for courts personnel will upgrade the administrative process. Other administrative support personnel such as law clerks and court reporters should receive adequate training.

OBJECTIVE 2.201: Upgrade Prosecution Services

The provision of effective prosecution services is a major concern within this region. By 1978, any appropriate action should be taken to insure that administrative, technical, and support services are provided to prosecutors to enhance their effectiveness. As an integral part of the system of justice, the district attorney must have the capability of obtaining fair and accurate dispositions of cases in the most effective and efficient manner.

By 1978, the state should provide Assistant District Attorneys to those judicial circuits which have sufficient workloads to justify additional assistants and by 1979 the state should authorize local governments to employ assistants and staff for district attorneys.

In order to enhance the effective and efficient prosecution of cases, the state should provide at least one professional investigator per judicial circuit and additional investigators if need can be demonstrated by workload analysis and geographical considerations.

Programs employed to assist in the accomplishment of this objective will be the responsibility of both state and local governments. The state should provide adequate training programs for prosecution support staff. Some functions currently performed by assistant district attorney may be delegated to para-legal or other support staff. This type of resource allocation is supported in this plan.

Larger judicial circuits may wish to employ specialized investigators. These may deal exclusively with organized crime or white collar crime.

Police legal advisor and police/courts liaison programs may be implemented to increase conviction rate and minimize the number of cases dropped from the judicial process. Victim/witness programs such as those sponsored by the National District Attorneys Association may be developed within the region.

OBJECTIVE 2.204: Minimize Court Processing Time

By 1978, the elected and appointed officials of the judicial systems within the Atlanta Region should take any action deemed necessary and appropriate to reduce delay in time required from indictment to adjudication so that by 1980 all persons indicted in this region would be ensured of trial within 90 days of indictment.

Attainment of this objective is to a large degree dependent upon accomplishment of previously described objectives. Programs and procedures specifically designed to minimize processing time are yet to be developed. Studies may be undertaken to determine if any functions of the superior court can be transferred to other jurisdictions. Divorce cases may be an example of this. Also, the provision of additional superior court judges, where needed, may be a partial solution. The improved administrative procedures and prosecutorial support should, however, provide the greatest contribution to minimizing court processing time.

OBJECTIVE 2.202: Indigent Defense

Included in the overall improvement of the judicial system is the provision of competent legal defense for persons unable to retain representation through their own resources. An adequate defense is fundamental to improving the quality of justice. As is the case in the prosecutorial function, support for local systems of indigent defense should be provided through state



funds. Programs of indigent defense should be available in every county within the Atlanta Region.

OBJECTIVE 2.203: Plea Negotiations

Plea negotiation is an important tool in the administration of justice. Without the use of this procedure, court processing time would be increased and prosecutors would have little latitude in the disposition of cases. While acknowledging that plea negotiation is necessary in the judicial system as it now exists, it is also recognized that it has great potential for abuse. For this reason this plan recommends that all judges, prosecutors, and defense attorneys in this region follow the American Bar Association standards for the use of plea negotiations.

SUMMARY OF RECOMMENDED LEGISLATION

In the effort to improve the quality of justice, several acts of legislation are recommended. To facilitate the upgrading of prosecution services in this region, it is recommended that the state legislature pass appropriate legislation to provide at least one prosecutorial investigator per judicial circuit. Legislation is also requested to authorize county governments to provide assistants and support staff for district attorneys.

Statewide financing of local systems of indigent defense will require enabling legislation and is recommended.

PRIORITY 4

GOAL 3.3

PERSONNEL DEVELOPMENT

To recruit, select, train and retain the most competent persons available for the criminal justice system.

The concept of personnel development is concerned with obtaining and retaining the most competent personnel possible for employment in the criminal justice system. Primary areas of concern are selection criteria, training, career development and education. Specific programs should include in-service training and employee incentives for those already employed in the criminal justice system. In addition, public education programs should be established to encourage others to seek careers in criminal justice.

OBJECTIVE 3.300: Recruitment, Selection, Training and Retention of Law Enforcement Personnel

Increased emphasis on personnel development in the law enforcement sector has been established as the primary objective in this area. By 1978, each law enforcement agency in the Atlanta Region should adopt specific job-related guidelines for recruitment, selection and training of prospective law enforcement personnel.

Of primary importance in this general area is the upgrading of selection standards. By 1978, each law enforcement agency

in the Atlanta Region should employ validated, reliable selection criteria which ensure recruitment of the best qualified individuals. These criteria should be completely job-related.

By 1980, all law enforcement agencies should have career development programs with salary and benefits of sufficient quality to attract and retain competent personnel.

Training is necessary for competent performance in any profession. Recognizing this fact, the Atlanta Regional Commission recommends that, by 1980, all peace officers should have a minimum of 240 hours training before field assignment; in addition, all peace officers should be required to attend 40 hours in-service refresher or advanced training per year. The cost of such an effort could be prohibitive for local units of government, however. Therefore, the State of Georgia should be required to finance all minimum training standards.

The Georgia Peace Officer Standards and Training Council (POST) has endorsed the concept of a fine and forfeiture penalty assessment system as an alternative means for funding law enforcement training should state funds be unavailable. Such a system would "add-on" a fixed penalty or levy on all fines or bond forfeitures imposed within the state for violations of the criminal or traffic codes and not reduce local revenues. A major advantage of this concept is that the law breaker, rather than the law abiding citizen, bears the cost of training police officers. The Atlanta Regional Commission endorses such a concept.

In an effort to upgrade educational levels in the law enforcement sector, those persons elected to the Georgia General Assembly by the citizens of the Atlanta Region should introduce and urge the passage of legislation financing incentive programs to attract college educated personnel into law enforcement.

OBJECTIVE 3.301: Recruitment, Selection, Training and Retention of Courts Personnel

Within the overall goal of personnel development, improvements in recruitment, selection, training, and retention of courts personnel has been established as a secondary objective. By 1980, the Administrative Office of the Courts should develop and coordinate a comprehensive training program for judges, clerks, court reporters, and other court personnel. This effort should include in-service training programs for all those employed in the court setting.

OBJECTIVE 3.302: Criminal Justice Education

As has been stated many times, the crime problem effects everyone living in a given community. The immediate victim of any criminal act suffers directly and everyone feels the burden of paying for increased criminal justice services. Yet many people remain unaware of the nature and extent of the crime problem. If efforts to combat and control crime are to be successful, then public awareness of the crime problem should be increased.

The public school systems are an ideal medium through which to

disseminate knowledge of criminal justice problems to young people. Recognizing this, the Atlanta Regional Commission recommends that by 1980, all school systems in the Atlanta Region add a course in criminology/criminal justice to their secondary school curricula.

In addition, programs should be implemented by 1980 to educate the general public concerning the operation of the criminal justice system.

#### SUMMARY OF RECOMMENDED LEGISLATION

In an effort to enhance efforts in personnel development, specific acts of legislation are recommended. To improve training programs, it is recommended that the state legislature pass legislation requiring 240 hours of training for law enforcement officers prior to field assignment and 40 hours of in-service training per year all at state expense.

Legislative establishment of state financed incentive programs to attract college educated persons into law enforcement is also recommended.

Finally, the Atlanta Regional Commission recommends the passage of legislation establishing a fine and forfeiture penalty assessment system as an alternative means for funding law enforcement training.

PRIORITY 5

GOAL 3.1

UPGRADE INFORMATION SYSTEM

Provide the criminal justice system with complete, timely, and accurate data needed for effective operational and administrative decision-making in apprehending criminal offenders and delivering criminal justice services.

The many agencies which compose the criminal justice system generate a tremendous amount of data which needs to be collected and analyzed. It has long been recognized that manual information systems are not adequate for this purpose. In 1972, a State Criminal Justice Information System Master Plan was initiated to meet the state's information needs. This plan provided for both local and state computerized information systems. The compilation of criminal justice data greatly enhances the effectiveness of the criminal justice system. It is with the help of this data that the system can be quantifiably evaluated and improved.

Also included in this goal are police communications systems. The importance of fast, effective voice communications cannot be over-emphasized. Often the need to communicate involves life-or-death situations. The ability of the citizen to contact law enforcement agencies and of officers to communicate with each other is a major concern of this plan.

OBJECTIVE 3.101: Local Law Enforcement Information Systems

Local criminal justice agencies have many functions which require the availability of efficient, accurate data. Crime information is used in deployment of officers, investigation of crimes and apprehension of criminals. Prosecuting attorneys, judges, court administrators, and jail administrators use computerized criminal justice information in performing their duties.

The current manual record-keeping system of most local criminal justice agencies is inadequate for current needs. Several local information systems have been initiated within this region. Most of these serve law enforcement purposes only. There is still great need for automated information systems designed to include courts and district attorneys' offices. This plan proposes that, by 1980, the development of local/regional automated information systems to serve criminal justice agencies within the region should be completed. This should include the ability to interface and exchange information between local systems in areas such as wanted files. By 1982, every locality within this region should be served by a criminal justice information system (manual or automated) which supports the needs of all criminal justice agencies within the region.

OBJECTIVE 3.100: State Criminal Justice Information System

The Georgia Crime Information Center has completed development of its Law Enforcement Data System component. Two additional

components are under development. These are the Computerized Criminal History System and the Case Disposition Reporting System.

The Law Enforcement Data System assists local law enforcement agencies by responding to inquiries on wanted persons, stolen items, drivers' licenses, and motor vehicle registrations. By 1978, all local agencies within this region should have direct or radio access to the Georgia Crime Information Center for Law Enforcement Data System information.

By 1978, all law enforcement agencies within this region should use the GCIC records management system, or a similar system, and should adopt standard operating procedures on report writing and use of the telephone in receiving complaints. Programs which provide records management training for local criminal justice employees are encouraged in this plan. Other programs which are designed to improve the efficiency of information reporting as well as retrieval will be supported in this region.

Recognizing the need for accurate information compilation and use, this plan supports and urges the completion by 1980 of the development of a statewide criminal justice information system which provides law enforcement, courts, and correctional agencies with the capability of generating and maintaining the data necessary for making sound operational and administrative decisions.

OBJECTIVE 3.103: Police Communications Systems

Efficient radio communications is no longer a police luxury. It



is also more than simply a system of contact between police officers and between officers and the police station, or precinct office. Radio communications also involves interagency contacts due to the mobility of criminal activity and the necessity of interagency cooperation. Effective, efficient voice communication is vital for the operation of a professional law enforcement agency.

By 1978, every law enforcement agency in this region should have the capability of improving routine as well as emergency communications and of coordinating radio communications traffic. Local law enforcement agencies within this region should develop and implement necessary procedures in order to communicate in the most efficient and effective manner. One of these procedures would be the adoption of a departmental manual of radio operating procedures. Each agency in this region should adopt its own manual by 1978.

Necessary action should be taken to insure, by 1979, that all jurisdictions within this region have 24-hour telephone answering and radio dispatch service available. This may involve some centralization of dispatch or other cooperative agreements between local units. Where practical and feasible, departments with ten or more sworn personnel should by 1980 install multi-channel telephone and radio recording devices. Local law enforcement agencies should consider any program or activity which would provide by 1982 the capability in each law enforcement agency in this region to confidentially communicate effectively and efficiently with the public as well as with other law enforcement units.

OBJECTIVE 3.102: Security and Privacy of Criminal Offender Data

The fact that criminal activity is not limited by jurisdictional boundaries necessitates the sharing of data between various agencies. Any time data is shared, there is an element of concern over how much data can be shared with whom. Court decisions in the past have emphasized the individual's right to privacy. The Georgia Crime Information Act of 1973 created the Georgia Crime Information Center to develop and maintain the state's criminal justice information system. This act also limits use and dissemination of criminal justice information to criminal justice agencies. It also allows an individual to challenge the accuracy of any information collected about him.

The center's Advisory Council is responsible for the development of policy which provides for adequate security and privacy safeguards on data collected and maintained by the center but local agencies that provide the information do not have established security procedures. By 1978, the agencies within this region which operate local CJIS should adopt guidelines which set forth privacy and security instructions and methodology for implementation in day-to-day operations.

Under current law, governmental agencies other than law enforcement, are not permitted to request criminal conviction history data on current or prospective employees. Many governmental officials feel that this type of information is necessary to screen out certain ex-offenders from critical governmental positions. This plan supports that position and is requesting

that by 1978 the Georgia State Legislature amend the Criminal Justice Information Center Act of 1972 or create new legislation which permits certain governmental agencies to have access to criminal conviction history information when such information is essential to fully evaluate an individual's suitability for certain critical positions. Governmental agencies which need access to this information include but is not limited to school systems, health departments and day care centers.

#### SUMMARY OF RECOMMENDED LEGISLATION

The only legislation recommended within the goal of upgrading information systems is authorization of certain governmental agencies to have access to criminal conviction history information on applicants for critical positions.

PRIORITY 6

GOAL 3.2

RESEARCH, PLANNING AND EVALUATION

Ensure that comprehensive long and short range research, planning and evaluation is conducted at the local and regional level in all criminal justice system component agencies.

The overall objective under this particular goal is to increase planning capabilities and the local, county and regional level. It is considered essential that these planning elements have the capability of high quality planning oriented toward problem solving. Once the units have been established, it is recommended that planning conferences and workshops be conducted in order to disseminate information and exchange planning strategies.

OBJECTIVE 3.202: Process Planning

Criminal behavior does not confine itself to city or county lines; yet criminal justice planning capabilities are often limited by these boundaries. In order to remedy this situation, planning capabilities should be established so that they transcendent agency boundaries. As the primary objective in this area the Atlanta Regional Commission recommends that, by 1980, planning capabilities be developed which cross agency boundaries in order to solve criminal justice problems.

By 1978, each county within the Atlanta Region with a population of 100,000 or more should establish the position of criminal justice planner to coordinate planning activities for the law enforcement agencies, courts, correctional facilities, and prosecutors within that county government.

Specific programs in this area should include the development of local pre-trial processing plans in each judicial circuit. This activity should take place by 1979 and should be performed by the appropriate court administrator.

OBJECTIVE 3.200: Regional Criminal Justice Planning

Within the category of research, planning and evaluation, the provision of regional criminal justice planning capabilities has been established as a secondary priority. By 1979, effective and comprehensive regional planning capabilities should be developed for local criminal justice systems.

The lack of available funds currently restricts the development of planning capabilities. In an effort to remedy this problem, it is recommended that, by 1978, the regional criminal justice planning unit should begin to identify adequate funds to establish an effective and comprehensive planning capability to serve the local governments of this region.

Criminal justice planning can be most effective where there is a medium for the exchange of ideas and strategies. The regional criminal justice planning unit should begin to develop and conduct

criminal justice planning conferences with the content based on techniques and fundamentals of the criminal justice planning process. This activity should be initiated in the Atlanta Region by 1978.

OBJECTIVE 3.201: Component Planning

At the present time, planning components are found in only a few of the larger law enforcement agencies in the Atlanta Region. The Atlanta Regional Commission recommends that, by 1979, appropriate component agencies of the criminal justice system within this region have the capability of performing planning oriented toward problem solving. This effort would include the development of a local criminal justice plan.

All law enforcement agencies in this region with 75 or more sworn personnel should develop a planning capability by 1978. In addition, these planning positions should be open equally to both civilians and sworn officers in order to obtain the most highly qualified personnel possible.

A goal or course of direction is necessary for any planning effort. In addition, the capability to evaluate is essential in order to identify the most effective programs. Therefore, agencies with planning units should establish written policy setting out specific goals and objectives of the planning effort, quantifiable and measureable where possible. This capability should exist in the Atlanta Region by 1978.

SUMMARY OF RECOMMENDED LEGISLATION

No legislation is recommended for this particular area.

PRIORITY 7

GOAL 1.1

MINIMIZE UNDERLYING CONDITIONS

Expand methods for prevention of criminal activity by identifying and minimizing crime producing conditions and by implementing programs that reduce an individual's initiative to engage in criminal activity.

The focal point of this particular goal is to attack those underlying conditions that foster the growth of criminal activity. These elements do not, in and of themselves, cause crime but by their very nature, their presence can foster anti-social behavior. Programs in this category are concerned with establishing minimum standards for handguns, the development of drug abuse treatment and education programs, alternative methods for coping with juvenile misconduct, and religious involvement in crime prevention programs.

OBJECTIVE 1.100: Handgun Control

The Atlanta Regional Commission has established as the primary objective in this category the decrease in the number of violent handgun related crimes in the Atlanta Region through the control of handguns. Of particular concern is the availability of low-quality, inexpensive handguns, often referred to as "Saturday Night Specials", which represent a high proportion of those



handguns used to commit crimes. These "Saturday Night Specials" are generally of such poor quality that they serve no useful purpose for the hunter or target-shooting enthusiast. Their only use is human intimidation and injury.

The Atlanta Regional Commission recommends that Georgia legislators from the Atlanta Region jointly introduce and urge the adoption of statewide legislation restricting the manufacture, assembly and ownership of "Saturday Night Specials" and requiring their registration. It should be stressed here, however, that this recommendation should not be interpreted to prevent the establishment of legitimate handgun industry in the Atlanta Region.

In addition, members of the Georgia General Assembly from the Atlanta Region should, as soon as possible, seek repeal of the sections of current law which permit the carrying of concealed weapons. The Criminal Justice Division of the Atlanta Regional Commission will continue to study the issue of handgun control.

Youth service bureaus have been shown to provide meaningful services to many juveniles and their families. Recognizing this value, the Atlanta Regional Commission recommends that by 1978, the various county juvenile courts should begin to

expand the Youth Service Bureau concept as an alternative to the juvenile court process.

As part of this effort, a standard set of criteria should be established for the implementation, operation, and evaluation of all bureau programs by 1978.

OBJECTIVE 1.102: Drug Abuse Treatment and Education

By 1978, the various state legislators elected to serve constituencies within the Atlanta Region should encourage the governor to establish a comprehensive system of alcohol and drug abuse treatment centers by coordinating appropriate sections of the various state departments which currently operate treatment facilities.

Alcohol and drug abuse facilities and services are available within the Atlanta Region but coordination of programs and efforts is often lacking. In addition, criminal justice personnel are often not aware of the services and programs that are available. Therefore, it is recommended that, by 1978, a comprehensive listing of drug and alcohol abuse programs be made available to criminal justice agencies to assist in making appropriate referrals and sentences.

A primary program within this objective will be implementation of the Uniform Alcoholism and Intoxication Act. The state legislature has appropriated \$2.3 million for this purpose to begin July 1, 1977. It is the position of this plan that at least \$5 million will be required for the full implementation of the

Act. These funds should be appropriated by the legislature out of state funds.

OBJECTIVE 1.101: Educational Program Re-evaluation

Statistics show that young people account for a disturbing proportion of serious criminal acts. With this in mind, it would appear to be imperative to stress crime prevention programs for the young. Within this overall strategy, the Atlanta Regional Commission recommends that there be an increase in juvenile crime prevention capabilities in the school systems in this region. This may be accomplished through development and implementation of alternative career education facilities including career education and extensive student counseling beginning at the elementary level. This activity should take place regionwide by 1980.

As part of this effort, each county and municipal school system within this region should begin to expand its program of student counseling, including students at the elementary level. This function should be achieved by 1978.

OBJECTIVE 1.104: Religious Involvement in Crime Prevention Programs

The effort here is to increase the participation of religious organizations in the criminal justice system, particularly in areas related to crime prevention. By 1978, religious organizations should begin to assist the criminal justice system by

developing programs to alleviate community conditions which tend to increase criminal activity.

Religious organizations could provide a needed service by acting in a referral capacity for various social service agencies. Many people in the community, particularly the poor, lack knowledge of how to obtain advice in legal matters or where to go for various health problems. Religious organizations could provide a very important community service by referring these persons to already existing agencies.

In addition, religious organizations should emphasize providing services to ex-offenders, such as locating adequate housing and job placement and counseling.

Finally, these organizations should expand youth fellowship programs as a means of diverting young people from anti-social behavior.

#### SUMMARY OF RECOMMENDED LEGISLATION

Legislation should be enacted to restrict the manufacture and assembly of "Saturday Night Specials". This action, however, should not be intended to restrict legitimate industry in this region.

Legislation should be passed requiring the registration of all handguns.

Finally, those portions of the current law permitting the carrying of concealed weapons should be repealed.

PRIORITY 8

GOAL 2.3

IMPROVE INSTITUTIONAL AND NON-INSTITUTIONAL REHABILITATION

Improve institutional and community rehabilitation programs for both juveniles and adults by ensuring that through the diagnostic and classification process offenders will receive treatment programs they need and desire by insuring that all treatment personnel (institutional and community) are properly trained and have manageable caseload sizes and by insuring that all incarceration facilities have rehabilitative environments.

The concept of improving both institutional and non-institutional rehabilitation involves a wide variety of activities within the judicial process. They range from the pre-judicial diversion of juveniles to the post conviction treatment of offenders. Since the state Department of Offender Rehabilitation has the major responsibility for post conviction treatment, the objectives within this section will deal primarily with presentence concepts. The obvious exception to this is the independent adult probation systems in Fulton and DeKalb counties and the various independent juvenile courts within the region.

The concept of a probated sentence remains one of the most successful rehabilitative techniques available. This plan recognizes the need for support for the probation systems in this region.

Programs designed to improve caseload management techniques and to reduce the client/supervisor ratio will be supported in this region.

OBJECTIVE 2.302: Local Jail Standards and Operations

The improvement of the local jails within this region has been established as a primary objective of this plan. This includes both facility and program improvements. Due to limited local resources, many of the county and municipal governments which operate jails in this region have had great difficulty in complying with the Minimum Jail Standards Act. By 1980, all local jails within this region should be in compliance with the act. This objective can only be accomplished if adequate funds are made available to local governments.

The upgrading of programmatic operations of local jails is also supported. Facilities which house prisoners for long periods of time should have recreational and treatment programs available. Part-time counselors or chaplains can do much to relieve the frustrations and anxieties which often result when persons are confined for long periods. Visitation and family contact are also important.

OBJECTIVE 2.300: Diversion of Juveniles

The diversion of juveniles from the judicial system remains a significant technique of preventing the development of a criminal life style. If juveniles are treated as criminals, they will

adopt the role with all the anti-social behaviors inherent in it. Criminal offenses committed by juveniles cannot be ignored but, as much as is practical, diversionary methods should be utilized to reduce the number of children who would otherwise be detained.

The Atlanta Regional Commission recommends that the Georgia legislators from the Atlanta Region jointly introduce and urge the adoption of statewide legislation prohibiting placement of status offenders (truants, runaways, and ungovernable youths) in secure detention facilities.

The use of Youth Service Bureaus is one of the most promising diversionary treatments. There are currently several bureaus operating within this region. By 1979, Youth Service Bureaus should be operating within each jurisdiction of the independent juvenile courts in the Atlanta Region.

The general improvement in the treatment of juveniles could be enhanced by the development or expansion of group homes, day centers; community treatment centers, attention homes, contract homes, volunteer programs, and increased number of probation officers and investigators.

OBJECTIVE 2.303: Adult Presentence Programs

The overcrowding of jails and high cost of housing prisoners compel local governments to devise methods of diverting adult offenders from prolonged incarceration. The pretrial release



program in Cobb County has demonstrated the practicality of presentence diversion. By 1978, those counties within the Atlanta Region which do not have pre-trial release programs, should begin to develop them.

Diversiory programs for specialized offender groups should also be considered. First offenders, retarded offenders, and mentally disturbed persons should be diverted from incarceration in local jails. Also, the citation in lieu of arrest procedure described elsewhere in this plan would serve to divert certain misdemeanants from jails.

OBJECTIVE 2.305: Community Center Alternatives to Incarceration

The concept of community centers as an alternative to incarceration has been repeatedly demonstrated as an efficient, effective method of post conviction treatment. The economic advantages alone should serve to convince the general public to accept this concept as an alternative available to the sentencing judge. The cost of facility and staff are much less in a community treatment center. The offender supports the program by paying for his own room and board plus any fines or restitution which may be imposed. Since the offender is employed, he is paying taxes and his family is much less likely to be receiving public assistance and will stay intact. By 1978, local governments within this region should take action to make community centers available to sentencing judges where offenders may be assigned as a condition of probation. Also by 1978, specialized restitution centers should be available

as a sentencing alternative. It is the position of this plan that judges should have a wide variety of community based alternatives to incarceration from which to choose in determining appropriate sentences.

OBJECTIVE 2.306: Local Correctional Facilities

County correctional institutions within Georgia have changed dramatically in the last two decades, to a system which promotes professional, effective and humane operations. Improvements have been accomplished in spite of limited financial resources but there are still improvements which could be made. This plan recommends that by 1978 local governments should begin to identify adequate funding for the improvement of the physical facilities and treatment programs in those local correctional facilities where such improvement is needed. Local officials should also consider the feasibility of creating multi-county correctional facilities to determine if it would be an efficient method of housing inmates. These and any other appropriate actions should be taken to ensure that, by 1980, the local governments which operate correctional facilities should be providing for the incarceration of inmates in a manner which is most effective and efficient to both the county and the inmate.

OBJECTIVE 2.301: Family Court Structure

The concept of establishing a Family court or court of domestic relations has long been discussed as a method of relieving some

of the burden on the superior and juvenile courts. Obviously, this would require some significant statutory changes. In order to determine if such a realignment of jurisdiction is feasible, a comprehensive study should be made of the present juvenile court system. This study should look closely at other states which have a family court structure and assess the advantages and disadvantages experienced by them.

OBJECTIVE 2.304: Offender Classification

The rendering of fair and effective sentences is a grave responsibility. Each case has its own unique characteristics and needs. In order to determine the appropriate sentence for each case, the sentencing judge needs the resources to obtain any information he deems necessary. Many offenders which appear in court have been influenced in the criminal behavior by significant intervening factors. These may be drug addiction, alcoholism, mental illness or retardation, family crises, or other situations which may not be readily apparent.

The extensive use of detailed, comprehensive presentence investigations helps to determine the social factors affecting criminal behavior as well as consequences that a particular sentence may have on an offender's family. Often a prison sentence punishes an offender's family more than it does the offender. Presentence investigation also provide the court with information concerning the victim of the crime. This helps in establishing if restitution is necessary and how much should be made.

In order to assess psychological characteristics of the offender and determine what, if any, treatment is needed, each judicial circuit should have the capability of requesting psychological evaluations. Diagnostic and evaluation centers should be available to every superior court in the region by 1980. These would, at the discretion of the judge, conduct evaluations of offenders prior to sentencing in order to help identify appropriate alternatives to sentencing.

#### SUMMARY OF RECOMMENDED LEGISLATION

It is recommended that statewide legislation be adopted prohibiting the placement of status offenders in secure detention facilities.

## SUMMARY

This plan is intended to serve as a general guide for local governments in their fight to reduce crime and protect their citizens. This plan does not propose to tell individual governments how to conduct the activities of their criminal justice agencies. It is recognized that local strategies are, and should be, based on local needs and resources. The purpose of this plan was to present some general concepts which are of concern to most of the citizens within this region. Specific programs included are meant to be suggestions of activities which local governments may wish to consider. Many of these programs have been implemented and proven successful by other criminal justice agencies. Other programs and activities included are direct suggestions from local criminal justice officials.

The various general concepts (goals) have been presented in the order of importance as established by the Criminal Justice Planning Task Force. Within these general categories, more specific objectives were listed in order of priority. This presentation has not addressed the issue of relative priority of objectives across goals. In order to do this, a list of all forty-one objectives was presented to the task force. Each member was asked to rank the ten most important objectives, regardless of which goal the objective was originally listed under. Results were compiled and the twenty highest ranking objectives are presented in the table which follows.

TWENTY HIGHEST RANKED  
MULTI-YEAR PLAN OBJECTIVES

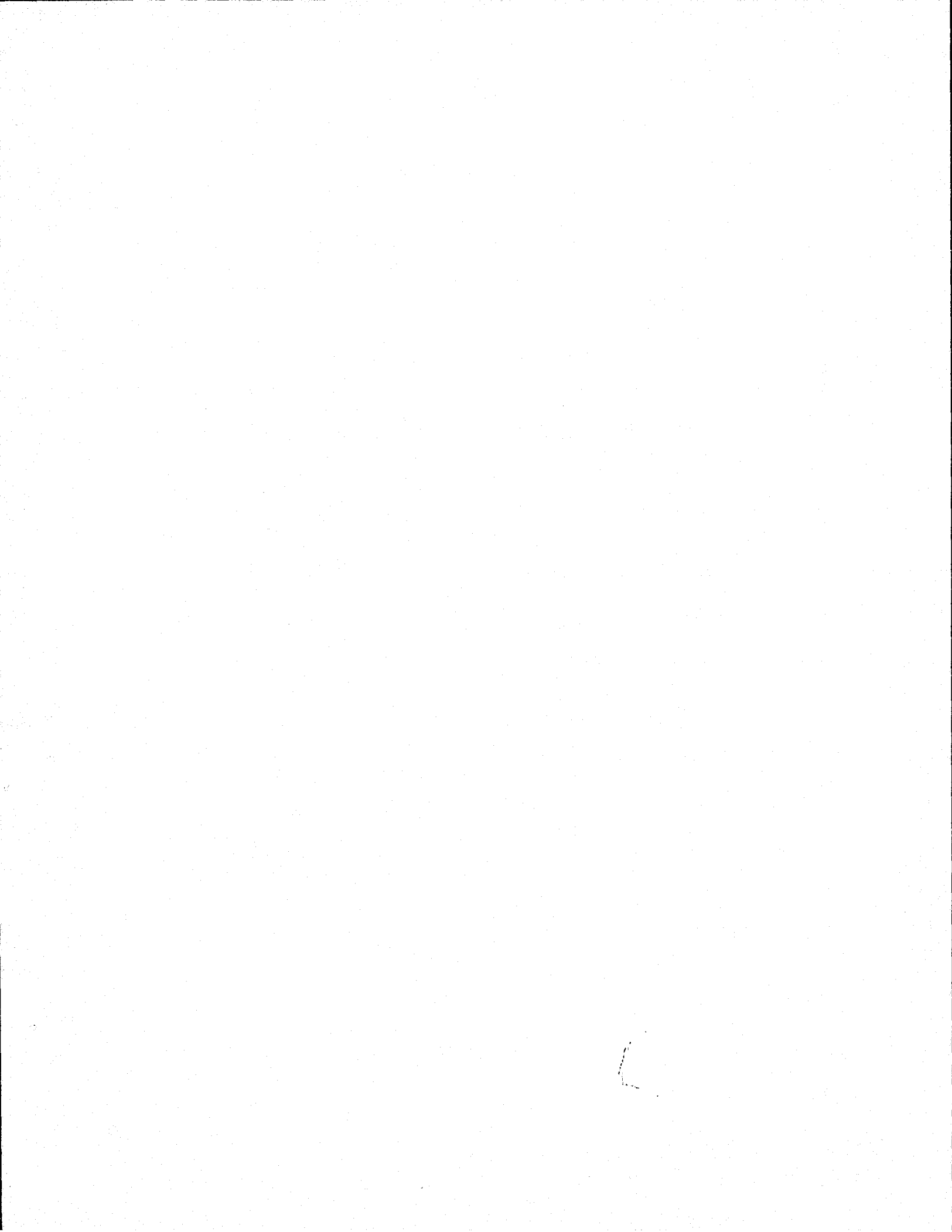
<u>PRIORITY</u>		<u>OBJECTIVE</u>
1	2.101	Increase Detection and Apprehension Capabilities-Property Crimes
2	2.100	Increase Detection and Apprehension Capabilities-Violent Crimes
3	2.200	Courts Organization and Administration
4.	2.300	Diversion of Juveniles
5	3.300	Recruitment, Selection, Training and Retention of Law Enforcement Personnel
6	1.100	Handgun Control
7	2.201	Upgrade Prosecution Services
8	2.204	Minimize Court Processing Time
9	3.101	Local CJIS
10	1.103	Youth Service Bureaus
11	2.302	Local Jail Standards and Operations
12	2.102	Increase Detection and Apprehension Capabilities-Organized Crime
13	2.108	Improve Interagency Coordination and Cooperation
14	2.104	Ensure Full-time, Adequate Police Services
15	2.103	"White Collar Crime"
16	1.200	Criminal Opportunity Reduction
17	3.302,	Criminal Justice Education
18	2.306	Local Correctional Facilities
19	2.305	Community Center Alternatives to Incarceration
20	2.202	Indigent Defense

This listing offers a more specific analysis of attitudes within this region. Generally, this list agrees with the priorities assigned to the goals but there are some specific differences. For example, the goal of decreasing opportunity/reward is second in priority but the only objective from this goal listed is number sixteen. Also, the lowest ranked goal of improving rehabilitation had four of its seven objectives included as top priorities. Otherwise, this listing is consistent with the ranking of goals.

The specific programs and objectives as well as the general concepts which have been presented should provide a framework for

criminal justice activities within this region. This plan has been long but systematic in its development. Great care was taken to ensure that this document was an accurate reflection of the needs and desires of both criminal justice officials and general citizens. It is felt that this has been accomplished.

Generally, this plan should be applicable for the period of 1978-80. Planning, like all criminal justice activities, is a continuing process. Many factors affect the direction of criminal justice planning. As an activity, it must be sensitive to changes in attitude, new technology, judicial decisions, and legislative activities. For this purpose, it is intended that this plan be reviewed annually. This annual review will result in regular supplements or updates to this plan. These supplements should reflect current needs and directions for criminal justice activities within the region.





**END**