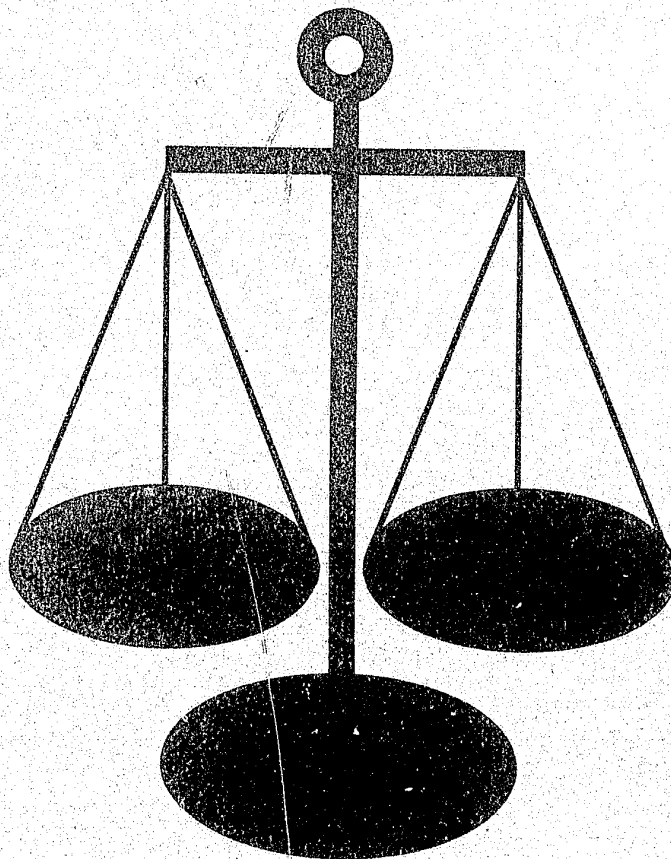


Criminal Justice in the Atlanta Region

A Plan for Action 1978 Update



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The Atlanta Regional Commission

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ACQUISITIONS

CRIMINAL JUSTICE IN THE ATLANTA REGION

1978 UPDATE

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Prepared by

THE ATLANTA REGIONAL COMMISSION

October, 1977

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INTRODUCTION

On October 27, 1976 the Atlanta Regional Commission adopted an extensive, three volume document entitled Criminal Justice in the Atlanta Region - A Plan For Action. This document serves as the regional criminal justice plan for a multi-year period with annual supplements or updates. The current document is the 1978 update to that plan. This update should be considered as a continuation of the parent document and should be regarded in that context.

The development of this update began immediately after adoption of the original plan. Issues and activities began to be identified which had not been included in the previously adopted plan. Comments, suggestions, and criticisms of the plan by citizens and criminal justice officials were considered in the development of this update. It was designed to, as much as possible, rectify many of the deficiencies in the original plan. The several sections of this update will be described briefly.

The collection and maintenance of accurate crime statistics is the basis of effective planning for law enforcement and, to some extent, for the entire criminal justice system. The raw data in the plan are data directly provided by local law enforcement agencies. Several statistical techniques were employed in the analysis of the data.

The Systems Update section of this document includes current data on some of the systems included in the original plan as well as additional systems and information. Systems included in this section are superior courts, local jails, law enforcement budgets and expenditures, and juvenile courts.

The Criminal Justice Planning Task Force which represents the various facets of the criminal justice system in the Atlanta Region, identified several issues which it suggested for exploration and presentation in this update. Ten specific topics were selected for study. Discussions of each of these topics and relevant recommendations are presented in this document.

Goals, Objectives, and Standards for the criminal justice system were developed in 1976 by the City of Atlanta and DeKalb County as well as by the Atlanta Regional Commission. All three sets of Goals, Objectives, and Standards are presented for comparison in the form of a "crosswalk." Review of these as well as additional objectives and standards based on the issue papers resulted in a list of revised objectives and standards. These are presented following the "crosswalk."

Selection of the most critical needs of the criminal justice system was an extremely difficult process. Extensive lists of possible needs were provided to the Criminal Justice Planning Task Force. The most crucial needs were selected through a ranking process and are presented in this update.

Most of the programs which will be developed to meet the needs of the criminal justice system in the Atlanta Region will be accomplished through local or state funds. For this reason, suggested programs are separated into those which are relevant to Law Enforcement Assistance Administration funding and those which are not.

Suggested legislation is presented in the final section of this update. Many of these suggestions are repeated from the original plan to re-emphasize the need for action by the Georgia General Assembly. Also included are legislative suggestions developed through the planning process over the previous year.

It is impossible for any plan or update to address all issues or present all desired information. It is hoped that this update has been adequate in presenting the data and relating the issues most relevant to the current needs of the criminal justice system in the Atlanta Region. As additional issues are identified and data collected, they will be included in subsequent updates to Criminal Justice in the Atlanta Region - A Plan For Action.

ATLANTA REGION CRIME STATISTICS

1973-1976

Efficient planning and administration of the criminal justice system requires the collection and analysis of crime information. The primary resource used in obtaining this data was the "Return A - Monthly Report of Offenses Known to the Police," a form submitted to the Federal Bureau of Investigation and/or the Georgia Crime Information Center by the participating law enforcement agencies. These monthly figures were compiled into yearly totals presented by individual agency, by county, and by region for particular categories of information.

The seven crimes surveyed are termed "Index Crimes" or "Part I Offenses." They are homicide, rape, robbery, aggravated assault (these four are classified as "violent crimes"), burglary, larceny, and motor vehicle theft (these latter three are the "property crimes").

There is an additional category of crime called "Part II Offenses" which possibly requires more policy time than Part I offenses. These crimes include gambling, driving under the influence of intoxicants, violation of liquor laws, public drunkenness, disorderly conduct, carrying and possession of weapons without a license, and violation of curfew and loitering laws. The list can continue to greater lengths and obviously indicates the time consuming nature of these offenses. The average law enforcement agency must

concern itself with the above day to day problems while attempting to report and investigate the seven Part I offenses which, although no more important, are considered a serious violation of the law.

Population figures are extracted from the Population and Housing reports of the Atlanta Regional Commission for the four years referenced in this study. County law enforcement agency crime rates were calculated using only that population residing in the unincorporated areas of each county. Municipalities' crime rates were calculated using the population of each city or town.

The 33 agencies participating in this year's analysis serve 97.8% of the region's population. The Atlanta Regional Commission hopes to receive information from all law enforcement agencies in the future. Thirteen agencies, representing 2.2% of the region's population, did not report.

The information presented in this report cannot be used to measure either police performance or effectiveness. Crime is a problem of the entire community and its prevalence or absence is based on many factors outside the responsibility of the police or sheriff's department. These factors include:

Population size and density.

Population composition by age, sex, and race.

Population stability in addition to the numbers of visitors and commuters.

Population composition as to education levels, religious preferences.

Opportunities within the community for recreation at differing economic and social levels.

Relationship of the local law enforcement agency with its community and the resultant attitudes of the citizenry.

Policies and procedures of local prosecutors, judges and correctional managers.

The Atlanta Regional Commission collected data from the following 33 law enforcement agencies without whose cooperation this publication would not have been possible:

Clayton County Police Department
Forest Park Department of Public Safety
Jonesboro Police Department
Lake City Police Department
Morrow Police Department

Cobb County Department of Public Safety
Acworth Police Department
Austell Police Department
Kennesaw Police Department
Marietta Police Department
Powder Springs Police Department
Smyrna Police Department

DeKalb County Police Department
Chamblee Police Department
Decatur Police Department
Doraville Police Department

Douglas County Sheriff's Department
Douglasville Police Department

Fulton County Police Department
Atlanta Bureau of Police Services
College Park Police Department
East Point Police Department
Fairburn Police Department
Hapeville Police Department
Roswell Police Department
Union City Police Department

Gwinnett County Police Department
Duluth Police Department
Lilburn Police Department
Norcross Police Department
Snellville Police Department

Rockdale County Sheriff's Department
Conyers Police Department

CRIME ANALYSIS:

There were 113,373 index crimes reported by 33 law enforcement agencies in 1976. This is an increase of 11,300 crimes over those reported in 1975. However, it must be noted that eight additional agencies are now reporting crime figures who were not included in the 1975 report. These eight agencies reported 1,451 crimes in 1976 which is 13% of the 11,300 reported increase in 1976 crime figures.

Between 1975 and 1976 the percent change in reported crime rose 11.1% while the percent change from 1974 to 1975 rose 10.3%. From 1973-74, reported crime rose 13.6%. Thus the increase in reported crime has increased steadily over the past four years. During this same time population for the

seven-county Atlanta Region rose one percent (Atlanta Regional Commission estimates for 1975, 1,652,000; 1976, 1,653,000). The increase in crime can be compared with the Federal Bureau of Investigation's Uniform Crime Reports which indicate no increase in reported crime in 1976 in the United States as a whole. This data is based on reports from 9,271 police agencies surveyed nationwide.

Compared with the Federal Bureau of Investigation's 1976 data, the region's reported crime differs markedly with the Southern states as a whole.

Index Crimes, Percent Change 1976 Over 1975

Offense	Southern States	Atlanta Region
Murder	-13%	+ .0%
Forcible Rape	+ 2	+ 2.2
Robbery	-17	-12.3
Aggravated Assault	- 3	+14.3
Violent Crime	- 8	+ 1.5
Burglary	- 9	- 4.9
Larceny-Theft	+ 5	+26.1
Motor Vehicle Theft	-12	+ 0.2
Property Crime	- 1	+12.3
Total Crime	- 1	+11.7

During 1974 and 1975 the National Criminal Justice Information and Statistics Service, U.S. Department of Justice, conducted the second of two "Criminal Victimization Surveys in Eight American Cities," the first being done in 1971-72. The survey was based on a representative sampling of households and commercial establishments in Atlanta and includes

events which were reported to police and those which were not. The survey covered many crimes that, for a variety of reasons, are never brought to police attention.

Victimization surveys are not without limitations since they cannot, nor do they attempt, to measure all criminal activity. These surveys have proved most successful in estimating crimes with specific victims who understand what happened to them and how it happened and who are willing to report what they know. The victimization surveys are most applicable to rape, robbery, assault, burglary, larceny, and motor vehicle theft. The following chart shows the number of crimes actually reported to the police in 1975 and the number of crimes reported in the victimization survey. The disparity in criminal occurrences and those reported to the Atlanta police is great, with the exception of motor vehicle theft.

Although any survey must carry an element of error because of the human characteristics involved, it may be safe to assume that, of the six Part I crimes involved, probably only half are reported to the proper authorities. Therefore, to draw a broader conclusion, reported crimes may indicate only half of the crime problem in Atlanta.

Comparison of 1975 Reported Crime in Atlanta
With 1974-75 Victimization Survey

Offense	Actual Number of Crimes Reported to Atlanta Police	Reported Crimes as % of Victim- ization Survey	Actual Number of Crimes Reported in Victimization Survey
Rape	433	54	800
Robbery	3,887	47	8,300
Aggravated Assault	5,518	45	7,800
Burglary	14,501	42	34,800
Larceny	22,612	46	48,700
Motor Vehicle Theft	3,738	102	3,700
TOTAL	<u>48,689</u>	<u>47</u>	<u>104,100</u>

INDEX CRIMES BY COUNTY:

Cobb and Fulton Counties indicate the slowest rise in crime in the region. Cobb's reported crime increased 1.9% over 1975 and Fulton's increased 5.0% as compared to 1975. In the remaining counties, with the exception of Rockdale, crime rose at least 20%. In Douglas County, the increase in the reported crime (75% more as compared with 1975) can be primarily attributed to the 84.2% property crime increase.

When comparing county figures and percentage increases, the reader is asked to look carefully at the raw figures. Smaller figures can indicate dramatic appearances of percentage increases: an increase in a small county from one homicide to two will be calculated as a 100% increase in the homicide rate, a fact which if left unexplained could create misunderstanding.

The total percentage change in reported crime for the region has maintained a relatively constant increase with previous years. This is also true regarding the property crime category which has been rising at a steady 12% per year. However, violent crime increased 6% in 1976 in the region as compared with a 3% decrease in 1975. The three counties reporting the increases in violent crime are Cobb (2.3%), DeKalb (30.6%) and Gwinnett (63.0%).

INDEX CRIMES BY OFFENSE:

Of the seven reported offense categories, only robbery and burglary showed a regionwide reduction in number of offenses reported. Robbery declined 12.3% and burglary incidents dropped 4.9%. Larceny-theft and aggravated assault rose by 26.1% and 14.3% respectively.

The overall total increase in reported violent crimes was 1.5% for the seven-county region and property crimes rose 12.3% between 1975 and 1976. During the previous year, 1974-1975, violent crimes decreased 3.1% while property crimes rose 12.3%. The measurable increase in the violent crime category can be partially explained by the 14.3% increase in aggravated assault. The Federal Bureau of Investigation reports a decline in reported violent crime across the nation as a whole for the first time in 16 years, which is in sharp contrast to the reported violent crime figures in the seven-county Atlanta Region.

The rate of total crime per 100,000 population rose 2.0% in 1976 over 1975. There were 7,020.1 crimes reported for every 100,000 people living in the region. This crimes per 100,000 calculation is called the "crime rate." Looking at the column in Table 2 labeled "Rate per 100,000 Population," the reader can determine the rates for all seven crimes, subtotals and total. The greatest decrease since the previous year occurred in the category of robbery, 18.7%. Larceny-theft had the greatest percent increase, 16.4%, over 1975 in the crime rate per 100,000.

TABLE 1

ATLANTA REGION CRIME INFORMATION
- CRIME BY COUNTY -

COUNTY POPULATION COVERED & % OF TOTAL POPULATION	YEAR	PERCENT OF TOTAL CRIME REPORTED	TOTAL CRIME INDEX		VIOLENT CRIME		PROPERTY CRIME	
			NUMBER	% CHANGE	NUMBER	% CHANGE	NUMBER	% CHANGE
<u>CLAYTON COUNTY:</u> Population: 123,691 Percent of Total: 93.2	1973	4.3	3,508	-	138	-	3,370	-
	1974	5.6	5,195	+48.1	200	+44.9	4,995	+48.2
	1975	6.1	6,221	+19.7	292	+46.0	5,929	+18.7
	1976	7.2	8,196	+31.7	291	-	7,905	+33.4
<u>COBB COUNTY:</u> Population: 256,700 Percent of Total: 100.	1973	10.8	8,823	-	504	-	8,319	-
	1974	11.5	10,599	+20.2	809	+60.5	9,790	+17.7
	1975	13.0	13,298	+25.5	1,002	+23.9	12,296	+25.6
	1976	11.9	13,279	+ 1.9	1,025	+ 2.3	12,254	- 0.3
<u>DOUGLAS COUNTY:</u> Population: 46,400 Percent of Total: 100.	1973	0.5	420	-	43	-	377	-
	1974	0.7	624	+48.6	67	+55.8	557	+47.7
	1975	0.8	830	+33.0	75	+11.9	755	+35.5
	1976	1.3	1,458	+75.5	66	-12.0	1,391	+84.2
<u>DEKALB COUNTY:</u> Population: 451,306 Percent of Total: 97.2	1973	19.5	15,868	-	1,004	-	14,864	-
	1974	17.9	16,515	+ 4.1	1,538	+53.2	14,977	+ 0.8
	1975	20.5	20,885	+26.5	1,371	-10.9	19,514	+30.3
	1976	22.3	25,447	+21.8	1,790	+30.6	23,657	+21.1
<u>FULTON COUNTY:</u> Population: 597,773 Percent of Total: 99.1	1973	62.2	50,645	-	8,025	-	42,620	-
	1974	60.9	56,305	+11.2	8,936	+11.4	47,369	+11.1
	1975	56.2	57,394	+ 1.9	8,478	- 5.1	48,916	+ 3.3
	1976	53.0	60,261	+ 5.0	8,082	- 4.7	52,179	+ 6.7
<u>GWINNETT COUNTY:</u> Population: 112,042 Percent of Total: 92.8	1973	2.7	2,205	-	121	-	2,084	-
	1974	3.5	3,276	+48.6	178	+47.1	3,098	+48.7
	1975	3.4	3,445	+ 5.2	143	-19.7	3,302	+ 6.6
	1976	3.8	4,127	+19.8	233	+63.0	3,894	+18.0
<u>ROCKDALE COUNTY:</u> Population: 29,100 Percent of Total: 100.	1976	.5	606	-	40	-	566	-
<u>TOTAL:</u> Population: 1,617,012 Percent of Total: 97.8	1973	100.0	81,469	-	9,835	-	71,634	-
	1974	100.0	92,514	+13.6	11,728	+19.2	80,876	+12.8
	1975	100.0	102,073	+10.3	11,361	- 3.1	90,712	+12.3
	1976	100.0	113,373	+11.0	11,527	+ 1.4	101,846	+12.3

TABLE 2

ATLANTA REGION CRIME INFORMATION, BY OFFENSE
(NUMBER OF OFFENSES - RATE/1000,000 POPULATION - NUMBER CLEARED BY ARREST)

INDEX OFFENSES	YEAR	NUMBER OF OFFENSES JANUARY THROUGH DECEMBER	PERCENT CHANGE OVER PREVIOUS YEAR	RATE PER 100,000 POPULATION	PERCENT RATE CHANGE OVER PREVIOUS YEAR	NUMBER OF OFFENSES CLEARED BY ARREST	PERCENT CLEARED BY ARREST
MURDER	1973	333	-	22.9	-	294	88.3
	1974	343	+ 3.0	23.2	+ 1.3	295	86.0
	1975	264	- 23.1	17.7	- 23.7	231	87.5
	1976	264		16.4	- 0.7	238	90.1
FORCIBLE RAPE	1973	675	-	46.3	-	418	61.9
	1974	704	+ 4.3	47.7	+ 3.0	413	58.7
	1975	734	+ 4.3	49.3	+ 3.4	441	60.1
	1976	759	+ 2.2	47.2	- 4.2	358	47.1
ROBBERY	1973	5,164	-	354.4	-	2,146	41.6
	1974	5,787	+ 12.1	392.0	+ 10.6	2,310	39.9
	1975	5,045	- 12.8	338.8	- 13.6	1,977	39.2
	1976	4,426	- 12.3	275.2	- 18.7	1,695	38.2
AGGRAVATED ASSAULT	1973	3,663	-	251.4	-	2,821	77.0
	1974	4,894	+ 33.6	331.5	+ 31.9	3,815	78.0
	1975	5,318	+ 8.7	357.2	+ 7.8	3,916	73.6
	1976	6,078	+ 14.3	377.9	+ 5.7	4,618	75.9
SUB-TOTAL VIOLENT CRIMES	1973	9,835	-	675.1	-	5,679	57.7
	1974	11,728	+ 19.2	794.4	+ 17.7	6,833	58.3
	1975	11,361	- 3.1	763.1	- 3.9	6,565	57.8
	1976	11,527	+ 1.5	716.7	- 6.0	6,909	59.9
BURGLARY	1973	30,663	-	2,140.6	-	5,900	19.2
	1974	34,947	+ 14.0	2,367.2	+ 12.5	7,024	20.1
	1975	33,707	- 3.5	2,263.9	- 4.4	6,178	18.3
	1976	32,116	- 4.7	1,984.8	- 12.3	4,711	14.7
LARCENY-THEFT	1973	31,960	-	2,193.7	-	6,897	21.6
	1974	36,924	+ 15.5	2,501.1	+ 14.0	7,947	21.5
	1975	48,950	+ 32.6	3,287.7	+ 31.5	9,106	18.6
	1976	61,726	+ 26.1	3,827.0	+ 16.4	9,862	16.0
MOTOR VEHICLE THEFT	1973	9,011	-	618.5	-	1,978	22.0
	1974	8,915	- 1.1	603.9	- 2.4	1,953	21.9
	1975	8,055	- 9.6	541.0	- 10.4	2,028	25.2
	1976	8,068	+ 0.2	500.2	- 7.5	2,051	25.4
SUB-TOTAL PROPERTY CRIMES	1973	71,634	-	4,916.8	-	14,775	20.6
	1974	80,786	+ 12.8	5,472.3	+ 11.3	16,924	20.9
	1975	90,712	+ 12.3	6,092.7	+ 11.3	17,312	19.1
	1976	101,846	+ 12.3	6,314.5	+ 3.6	16,624	16.3
GRAND TOTAL	1973	81,469	-	5,591.9	-	20,454	25.1
	1974	92,514	+ 13.6	6,266.7	+ 12.1	23,757	25.7
	1975	102,073	+ 10.3	6,885.7	+ 9.4	23,877	23.4
	1976	113,373	+ 11.1	7,029.1	+ 2.0	23,533	20.8

CLEARANCES:

The total clearance rate for the region was 20.8%. Interpreted, this means that of the 113,373 crimes which were reported in 1976 in the Atlanta Region, 23,533 or 20.8% were actually cleared by arrest or exceptional means. The greatest clearance rate is in the homicide category, 90.1%. This is followed closely by the 75.9% clearance rate for aggravated assault. Burglary carries the lowest percent of clearance, 14.7% while larceny-thefts were cleared 16.0% of the time. A partial explanation for this great disparity in clearance rates between, for example, aggravated assault and burglary, is that in the first instance the victim has visual contact with the perpetrator and can furnish identifying characteristics to the police. Whereas the burglar operates, in most cases, unseen.

Clearance rates remain relatively constant from previous years - none fluctuating over 4% from year to year. However, in 1976 the clearances for rape dropped 13.0%.

INDEX CRIMES BY JURISDICTION:

The three large tables on the following pages indicate crime information by political jurisdiction. Thirty-three agencies submitted information in 1976, 25 cooperated in this survey effort in 1975, and 13 agencies reported data for the initial survey in 1974.

Table 3 lists the number of index crimes by jurisdiction and the percentage change over the previous year.

Table 4 lists the crime rate by jurisdiction and the percentage change over the previous year.

Table 5 lists the number of index crimes cleared by arrest or exceptional means by jurisdiction and the percentage which that number is of the total index crimes reported for each year.

Chart 1 indicates a comparison of Atlanta Region crime rates with national and Georgia figures. It should be noted that 1976 figures are not available for Georgia and the nation and therefore, 1975 figures are used.

Chart 2 indicates a graphical representation of the distribution of Part I crimes by offense.

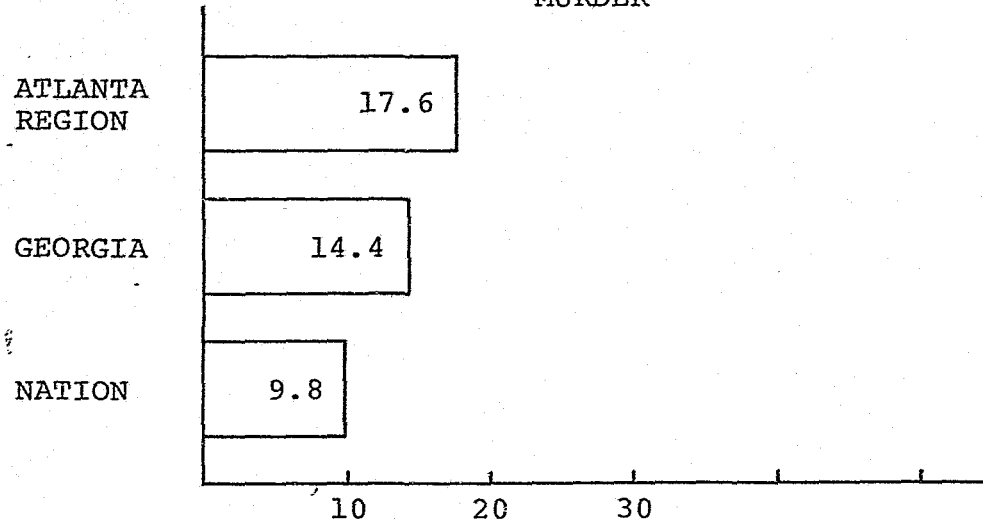
TABLE 3
INDEX CRIMES
NUMBER AND PERCENT CHANGE

Chamblee	1973 1974 1975 1976	8,450 8,311 8,257 8,107	748 836	- + 11.8	38 19	- - 50.0	710 817	- + 15.1	2 1	- - 50.0	4 3	- - 25.0	17 5	- - 70.6	15 10	- - 33.3	232 256	- + 10.3	401 491	- + 22.4	77 70	- - 10.0
Decatur	1973 1974 1975 1976	20,572 19,882 19,862 19,771	770 965 1,173 1,106	- + 25.3 + 21.6 - 5.8	114 119 127 112	- + 4.4 + 6.7 - 12.6	656 846 1,046 994	- + 28.9 + 23.6 - 5.0	6 3 2 1	- - 50.0 - 33.3 - 50.0	4 3 2 10	- - 25.0 - 33.3 +400.0	29 46 49 38	- + 58.6 + 6.5 - 22.4	75 67 74 63	- - 10.6 + 10.4 - 14.9	375 410 470 379	- + 9.3 + 14.6 - 19.4	208 364 524 567	- + 75.0 + 44.0 + 8.2	73 72 52 48	- - 1.3 - 27.8 - 7.7
Doraville	1973 1974 1975 1976	8,302 8,071 8,064 7,946	609 700	- + 14.9	17 33	- + 94.1	592 667	- + 12.7	0 0	- -	0 1	- +100.0	9 10	- + 11.1	8 22	- +175.0	118 102	- - 13.6	421 520	- + 23.6	53 45	- - 15.1
Fulton County Unincorporated	1973 1974 1975 1976	86,853 89,860 90,949 91,288	2,670 4,009 4,378 4,402	- + 50.1 + 9.2 + .5	160 239 217 153	- + 49.4 - 9.2 - 29.5	2,510 3,770 4,161 4,249	- + 50.2 + 10.4 + 2.1	5 14 4 9	- +180.0 - 71.4 +125.0	12 22 28 15	- + 83.3 + 27.3 - 46.4	93 106 112 70	- + 14.0 + 5.7 - 37.5	50 97 73 59	- + 94.0 - 24.7 - 19.2	1,077 1,573 1,675 1,277	- + 46.1 + 6.5 - 23.8	1,212 1,891 2,170 2,675	- + 56.0 + 14.8 + 23.3	221 306 316 297	- + 38.5 + 3.3 - 6.0
Atlanta	1973 1974 1975 1976	479,900 474,600 477,100 457,300	45,058 48,650 48,884 49,508	- + 8.0 + 0.5 + 1.3	7,521 8,414 8,033 7,530	- + 11.8 - 4.5 - 6.3	37,537 40,236 40,851 41,978	- + 7.2 + 1.5 + 2.7	263 248 185 155	- - 5.7 - 25.4 - 16.2	468 440 443 477	- - 6.0 + 0.7 + 7.7	4,140 4,357 3,887 3,380	- + 5.2 - 10.8 - 13.0	2,650 3,369 3,518 3,518	- + 27.1 + 4.4 + 0.0	15,901 16,802 14,501 12,455	- + 5.7 - 13.7 - 14.1	16,739 19,320 22,612 26,075	- + 15.4 + 17.0 + 15.3	4,897 4,114 3,738 3,448	- - 16.0 - 9.1 - 7.8
College Park	1973 1974 1975 1976	24,786 25,362 23,999 23,789	930 1,457 1,845 2,026	- + 56.7 + 26.6 + 9.8	70 67 75 115	- - 4.3 + 11.9 + 53.3	860 1,390 1,770 1,911	- + 61.6 + 27.3 + 8.0	3 3 7 4	- + 0.0 +133.3 - 42.9	10 4 2 11	- - 60.0 - 50.0 +450.0	48 46 42 46	- - 1.2 - 8.7 + 9.5	9 14 24 54	- + 55.5 + 71.4 +125.0	353 497 571 482	- + 40.8 + 14.9 - 15.6	403 727 1,034 1,272	- + 80.4 + 42.2 + 23.0	104 166 165 157	- + 59.6 - 0.6 - 4.8
East Point	1973 1974 1975 1976	41,764 40,722 39,241 38,968	1,987 2,189 2,287 2,824	- + 10.2 + 4.5 + 23.5	274 216 153 213	- - 21.2 - 29.2 + 39.2	1,713 1,973 2,134 2,611	- + 15.2 + 8.2 + 22.4	4 9 4 8	- +125.0 - 55.6 +100.0	14 16 12 15	- + 14.3 - 25.0 + 25.0	78 99 65 78	- + 26.9 - 34.3 + 20.0	178 92 72 112	- - 48.3 - 21.7 + 55.6	657 757 682 705	- + 15.2 - 9.9 + 3.4	771 939 1,244 1,684	- + 21.8 + 32.5 + 35.4	285 277 208 222	- - 2.8 - 24.9 + 6.7
Fairburn	1973 1974 1975 1976	3,623 3,635 3,590 3,642	155 168	- + 8.4	4 0	- -100.0	151 168	- + 11.3	2 0	- -100.0	0 0	- -	2 0	- -100.0	0 0	- -	67 59	- - 12.0	79 101	- + 27.8	5 8	- + 60.0
Hapeville	1973 1974 1975 1976	8,705 8,397 8,251 8,109	616 640	- + 3.9	31 19	- - 38.7	585 621	- + 6.2	0 0	- -	5 2	- - 60.0	22 11	- - 50.0	4 6	- + 50.0	145 100	- - 31.0	363 470	- + 29.5	77 51	- - 33.8
Roswell	1973 1974 1975 1976	10,710 11,923 12,462 15,346	480 525	- + 9.4	24 39	- + 62.5	456 486	- + 6.6	2 0	- -100.0	2 1	- - 50.0	6 6	- + 0.0	14 32	- +128.6	171 111	- -35.1	235 311	- + 32.3	50 64	- + 28.0
Union City	1976	4,514	168	-	13	-	155	-	0	-	0	-	3	-	10	-	59	-	87	-	9	-
Gwinnett County Unincorporated	1973 1974 1975 1976	70,748 79,020 84,168 88,880	2,205 3,276 3,445 3,695	- + 48.7 + 5.1 + 7.3	121 178 143 192	- + 47.1 - 19.7 + 34.3	2,084 3,098 3,302 3,503	- + 48.7 + 6.5 + 5.1	8 6 8 11	- - 25.0 + 33.3 + 37.5	12 17 13 19	- + 41.7 - 23.5 + 46.2	43 70 35 57	- + 62.8 - 50.0 + 62.9	58 85 87 105	- + 46.6 + 2.4 + 20.7	897 1,452 1,256 1,141	- + 61.9 - 13.5 - 9.2	977 1,339 1,820 2,097	- + 37.1 + 35.8 + 15.2	210 307 226 265	- + 46.2 - 26.4 + 17.3
Duluth	1976	2,099	99	-	17	-	82	-	5	-	0	-	4	-	8	-	29	-	48	-	5	-
Lilburn	1973 1974 1975 1976	2,135 2,287 2,290 2,342	61 41	- - 32.8	0 3	- +100.0	61 38	- - 37.7	0 0	- -	0 0	- -	0 3	- +100.0	0 0	- -	24 17	- - 29.2	32 16	- - 50.0	5 5	- - 0.0
Norcross	1976	3,776	199	-	21	-	178	-	0	-	0	-	0	-	21	-	83	-	60	-	35	-
Snellville	1976	6,217	93	-	0	-	93	-	0	-	0	-	0	-	0	-	32	-	58	-	3	-
Rockdale County Unincorporated	1976	23,188	439	-	31	-	408	-	0	-	2	-	3	-	26	-	213	-	168	-	27	-
Conyers	1976	5,912	167	-	9	-	158	-	0	-	0	-	2	-	7	-	34	-	108	-	16	-

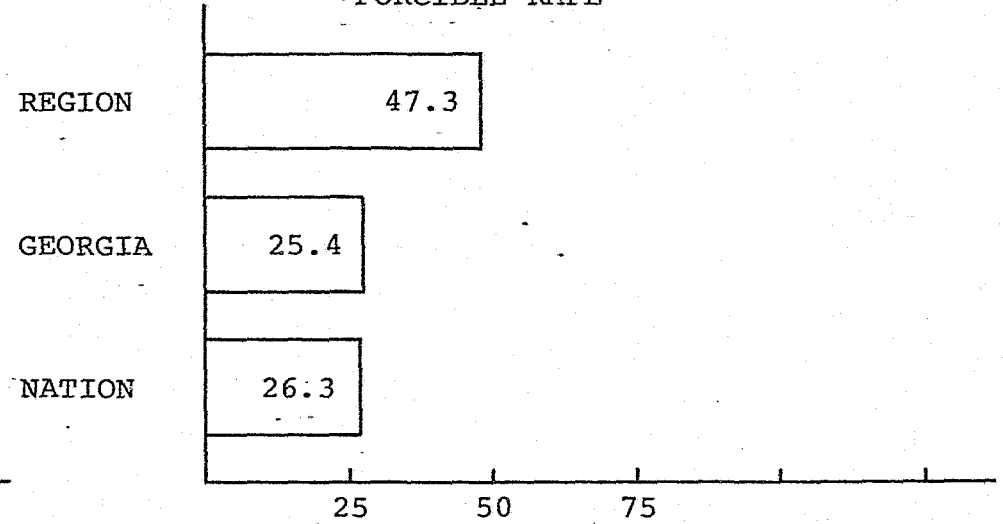
CHART 1

Part I Crime Rates Per 100,000 Population
Nation, 1975 - Georgia, 1975 - Atlanta Region, 1976

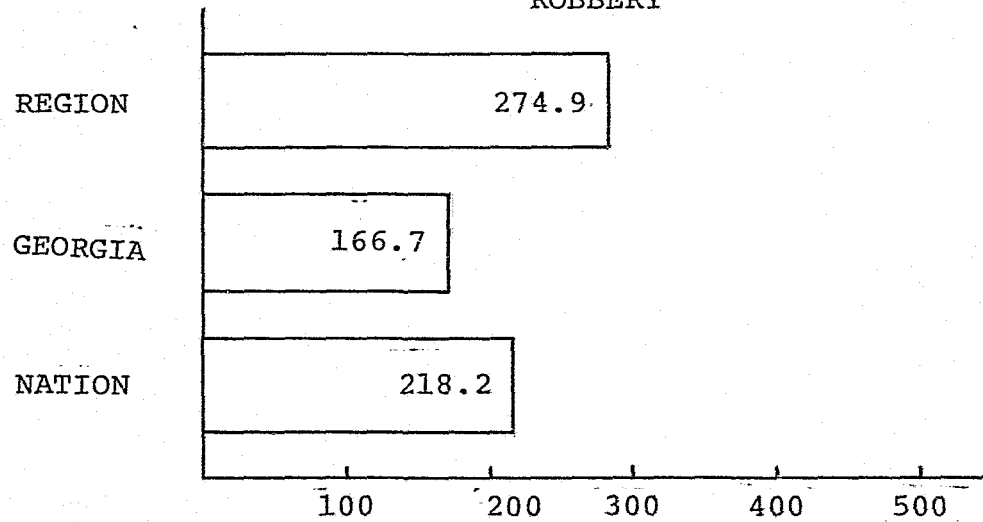
MURDER



FORCIBLE RAPE



ROBBERY



AGGRAVATED ASSAULT

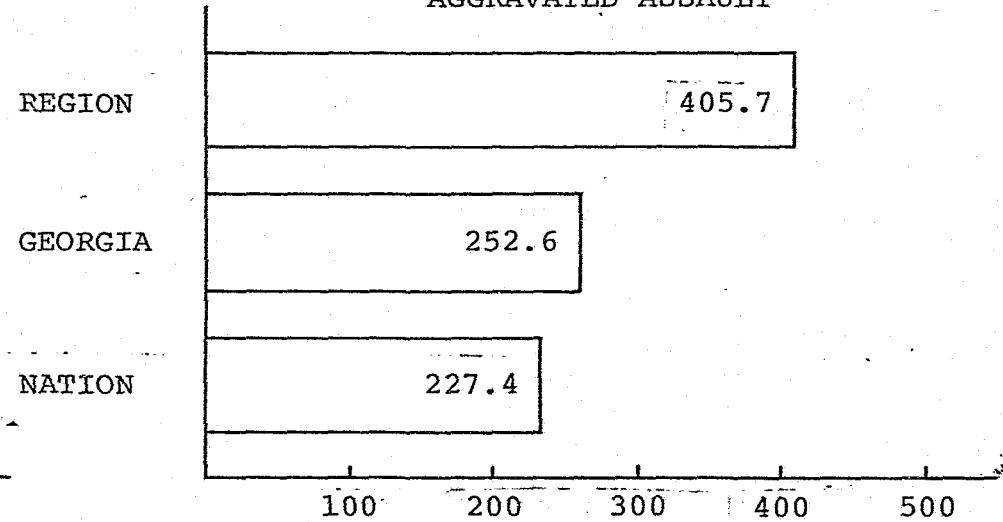
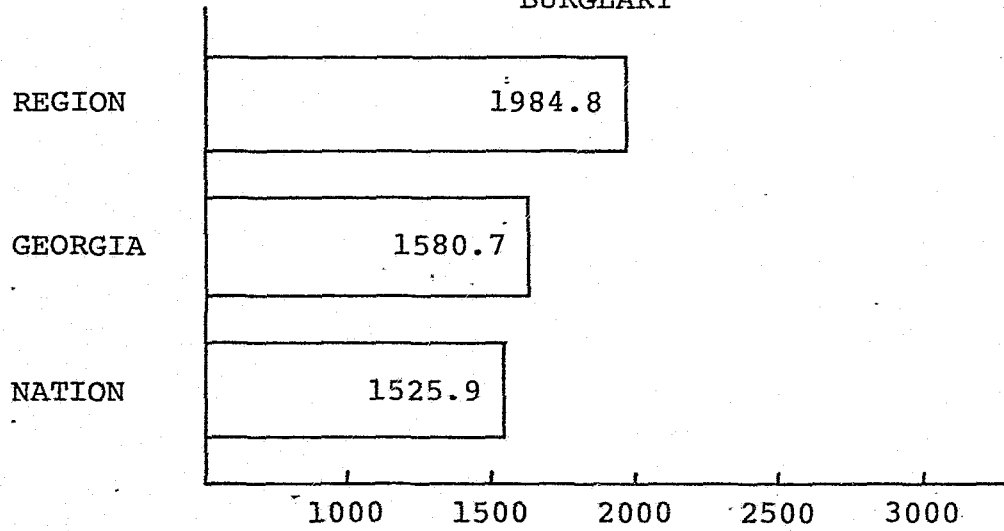
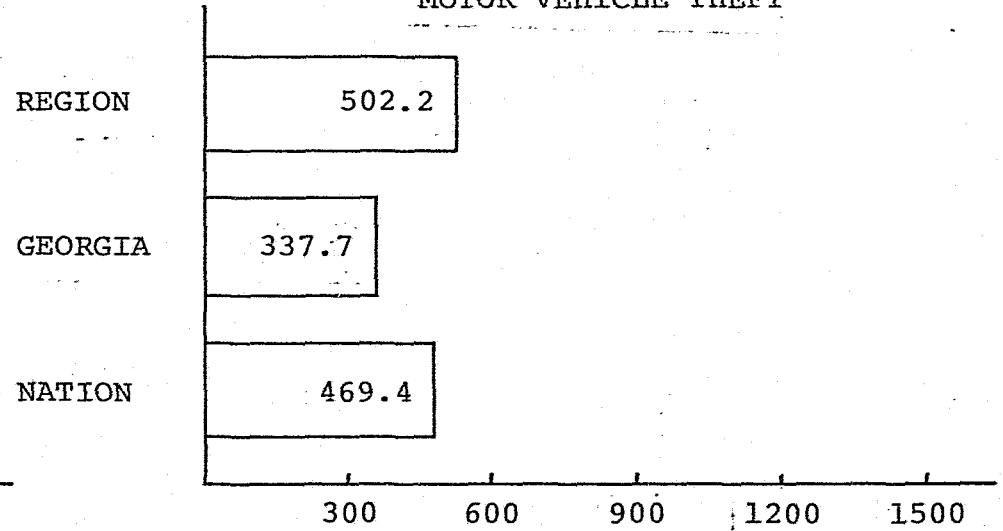


CHART 1, Continued

BURGLARY



MOTOR VEHICLE THEFT



LARCENY

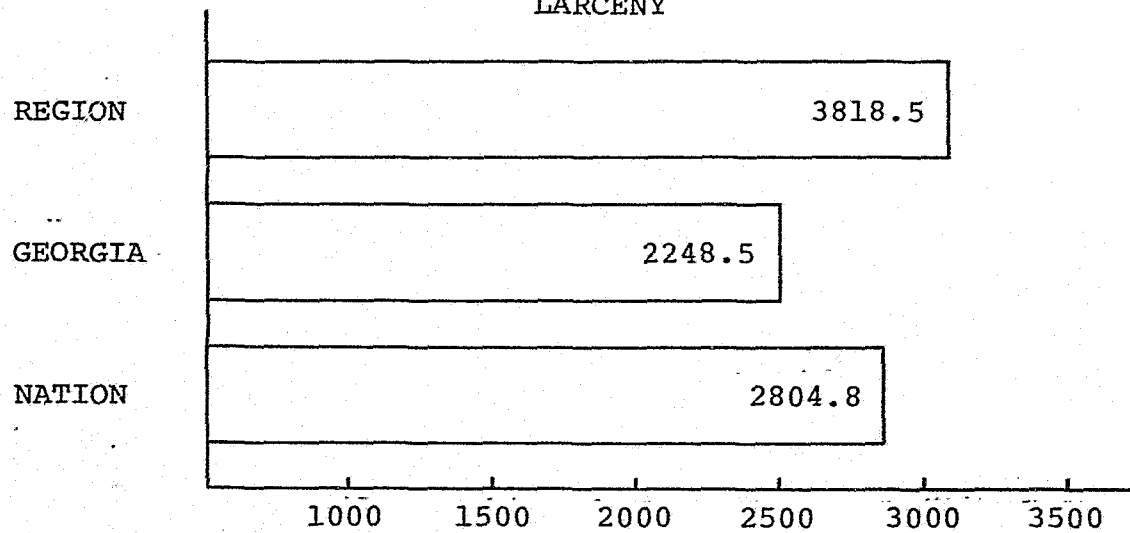
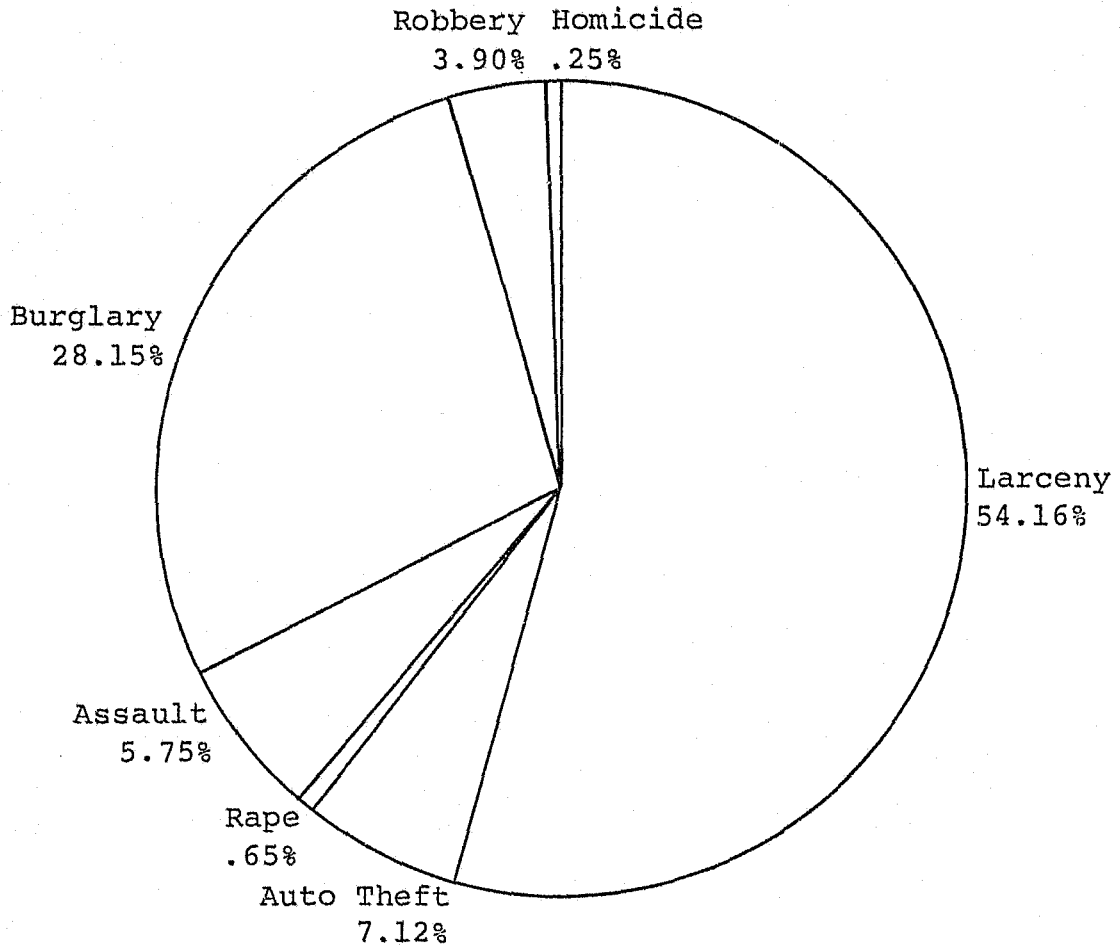


CHART 2

Atlanta Region
Part I Crimes, 1976



REGIONAL CRIME TRENDS*

When studying crime statistics it is beneficial to project trends to future years. A note of caution should be made about the following projections. They are not predictions. No predictive models have been used to predict crime based on any of the many socio-economic indicators. The projections presented are based on simple regression analyses using standard statistical procedures.

It is understood that major changes in the population or socio-economic system of the region will influence the crime situation. It is hoped that in the future the Atlanta Regional Commission will be able to develop a model for predicting crime patterns. For this current year the projections will be used for examining possible strategies to be employed by the Criminal Justice System.

The crime trends for the specific Part I offenses are as follows:

LARCENY:

Graph I indicates the crime trend for larceny for the past four years. Using standard linear regression based on this data following formula was obtained.

*All trends were projected prior to receiving minor corrections on reported crime for some jurisdictions. These corrections would not have significantly altered projections.

$$Y = 10151 X + 19528 *$$

The standard deviation is 2954.0729. The projection for 1977 is 70,283 larcenies \pm 2954 in a confidence interval of 68%.

This projects a 13.8% increase in larcenies compared to 26.2% from 1975 to 1976.

AUTO THEFT:

Graph II indicates the crime trend for auto theft for the past four years. Using standard linear regression based on this data the following formula was obtained.

$$Y = 9405.5 - 351.5 X *$$

The standard deviation is 274.4298. The projection for 1977 is 7648 thefts \pm 274 in a confidence interval of 68%.

This projects a 5.9% decline in auto thefts compared to a 1.0% increase from 1975 to 1976.

BURGLARY:

Graph III indicates the crime trend for burglary for both the past four years and the past three years. Using standard linear regression based on four years data the following formula was obtained.

$$Y = 32078.5 + 311.9 X *$$

* Y = Number of Crimes

X = Number of Years

The standard deviation is 2232.3645. The projection for 1977 is 33,638 burglaries \pm 2232 in a confidence interval of 68%.

Because burglary has obviously declined over the past three years an optimistic view would be that a new trend has begun; therefore, a regression using three years data obtained the following formula.

$$Y = 36421 - 1415.5 X *$$

The standard deviation is 143.2951. The projection for 1977 is 30,759 burglaries \pm 143 in a confidence interval of 68%.

This projects a 4.2% reduction in burglaries compared with a 4.7% reduction from 1975 to 1976.

PROPERTY CRIME:

Graph IV indicates the crime trend for all Part I property crimes for the past four years. Again using standard linear regression, the following formula was obtained.

$$Y = 10111.4 X + 61,012 *$$

The standard deviation is 772.0055. The projection for 1977 is 111,569 burglaries \pm 772 in a confidence interval of 68%.

This projects a 9.4% increase in property crimes compared to 12.5% increase from 1975 to 1976.

* Y = Number of Crimes

X = Number of Years

RAPE: Graph V indicates the crime trend for rape for the past four years. Using linear regression the following formula was obtained.

$$Y = 30 X + 644.5 *$$

The standard deviation is .50. The projection for 1977 is 795 rapes \pm 1 in a confidence interval of 95%.

This projects a 3.9% increase compared to 4.2% from 1975 to 1976.

HOMICIDE:

Graph VI indicates the crime trend for homicide for the past four years. Using linear regression the following formula was obtained.

$$Y = 363.5 - 23.2 X *$$

The standard deviation is 29.5. The projection for 1977 is 248 homicides \pm 29 in a confidence interval of 68%.

This projects a 12.1% reduction compared to a 6.8% increase from 1975 to 1976.

ASSAULT:

Graph VII indicates the crime trend for assaults for the past four years. Using linear regression the following formula was obtained.

* Y = Number of Crimes

X = Number of Years

$$Y = 913 X + 2827.5 *$$

The standard deviation is 257.7877. The projection for 1977 is 7393 assaults \pm 257 in a confidence interval of 68%.

This projects a 12.6% increase compared to a 23.4% increase from 1975 to 1976.

ROBBERY:

Graph VIII indicates the crime trends for robbery for both the past four years and the past three years. Using standard linear regression based on four years data the following formula was obtained.

$$Y = 5833 - 288.7 X *$$

The standard deviation is 492.77. The projection for 1977 is 4390 robberies \pm 493 in a confidence interval of 68%.

Because robbery offenses have made obvious declines over the past three years an optimistic view would be that a new trend has begun; therefore, a regression using three years data obtained the following formula.

$$Y = 6431.667 - 669 X *$$

The standard deviation is 59.604. The projection for 1977 is 3756 robberies \pm 60 in a confidence interval of 68%.

This projects a 15.6% reduction compared to a 12.8% reduction from 1975 to 1976.

* Y_c = Number of Crimes

X = Number of Years

VIOLENT CRIME:

Graph IX indicates the crime trend for all Part I violent crimes for the past four years. Linear regression provides the following formula.

$$Y = 631.1 X + 9068.5 *$$

The standard deviation is 674.2620. The projection for 1977 is 12,824 Part I violent crimes \pm 674 in a confidence interval of 68%.

This projects a 6.3% increase compared to a 6.2% increase from 1975 to 1976.

TOTAL PART I CRIME:

Graph X indicates the trend for all Part I offences. Linear regression provides the following formula.

$$Y = 10742.5 X + 70,680.5 *$$

The standard deviation is 712,319. The projection for 1977 is 124,393 Total Part I crimes \pm 712 in a confidence interval of 68%.

This projects a 9.0% increase in all Part I offenses compared to a 11.8% increase from 1975 to 1976.

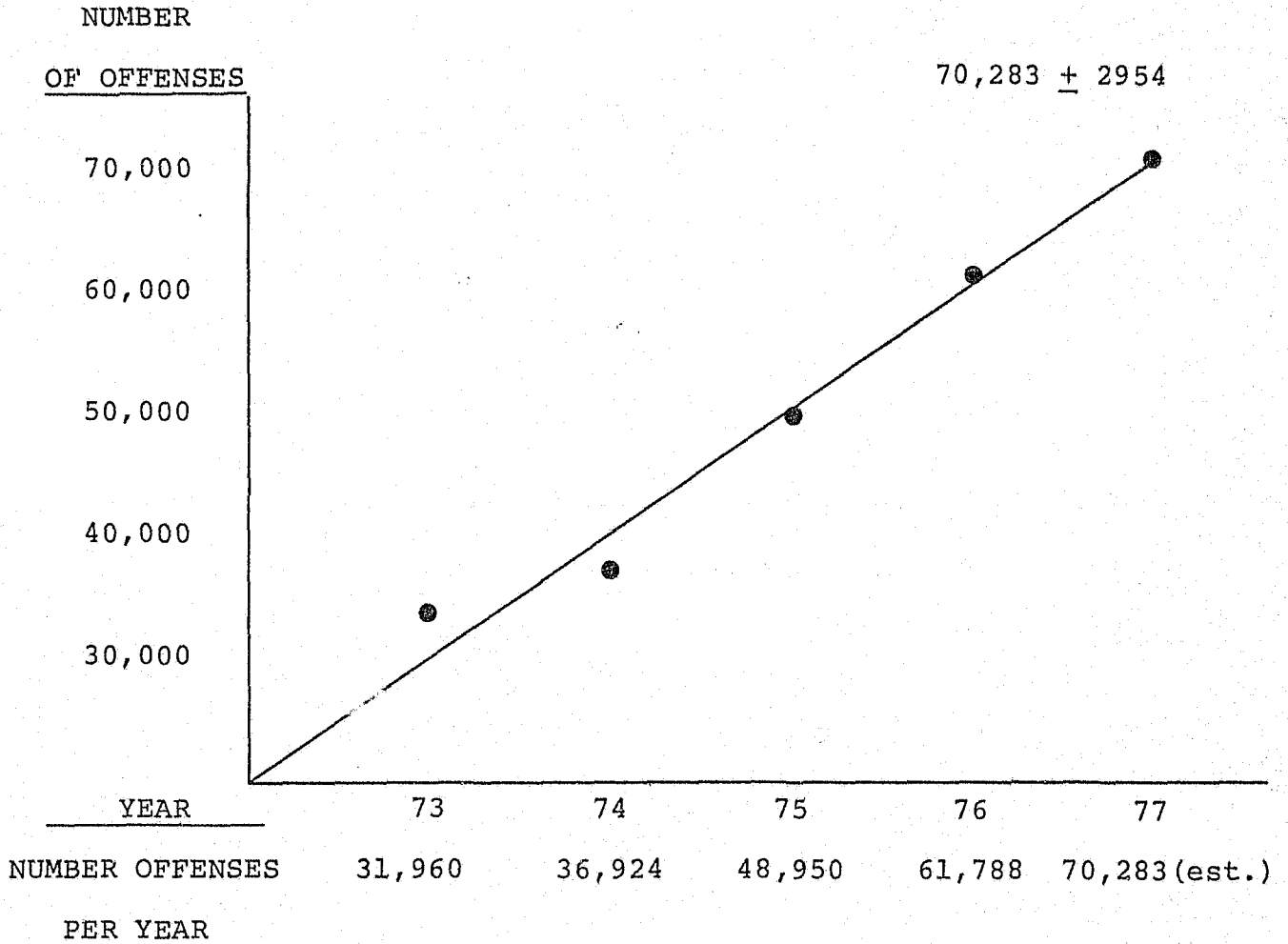
* Y = Number of Crimes

X = Number of Years

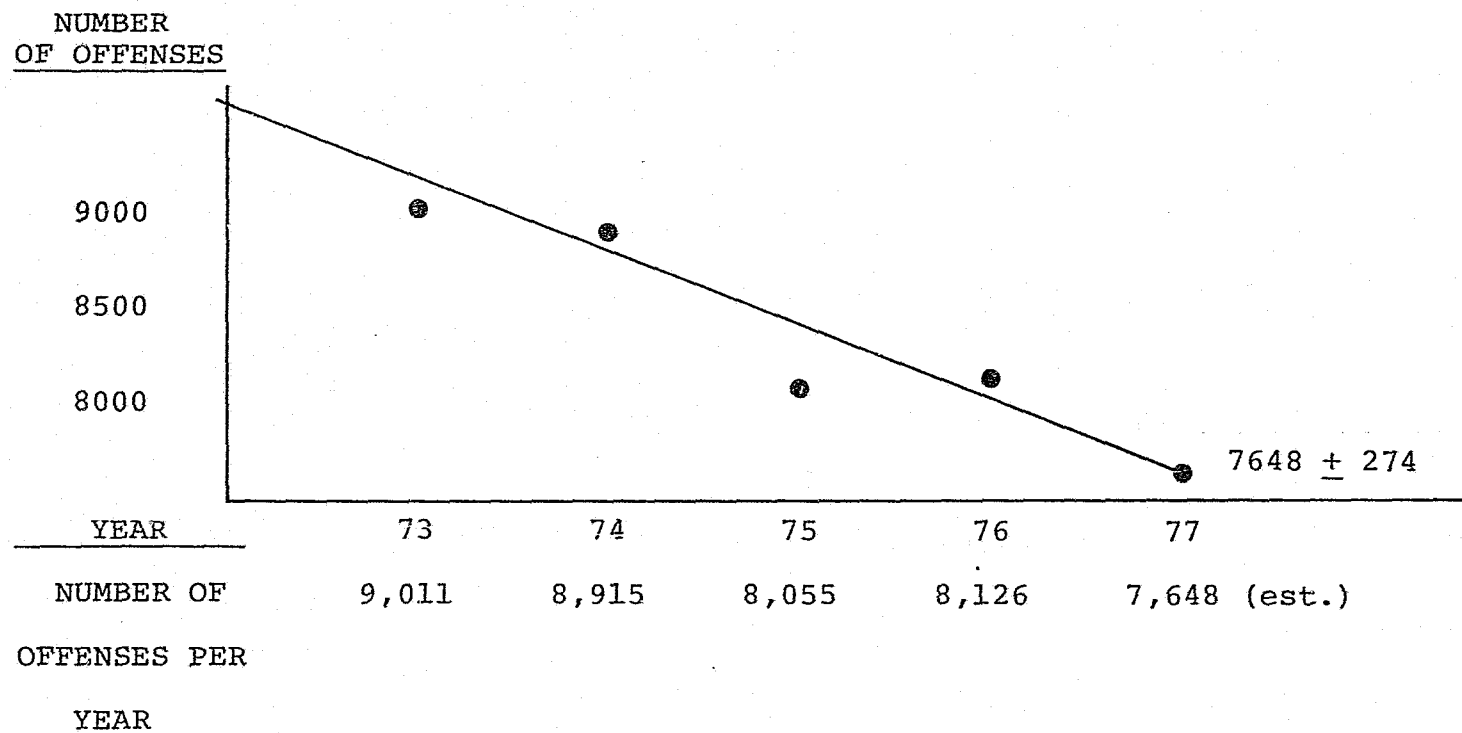
GRAPH I

Larceny

(Atlanta Region 1973-1977)



GRAPH II
 MOTOR VEHICLE THEFT
 (Atlanta Region 1973-1977)



GRAPH III

Burglary

(Atlanta Region 1973-1977)

NUMBER
OF OFFENSES

35,000

34,000

33,000

32,000

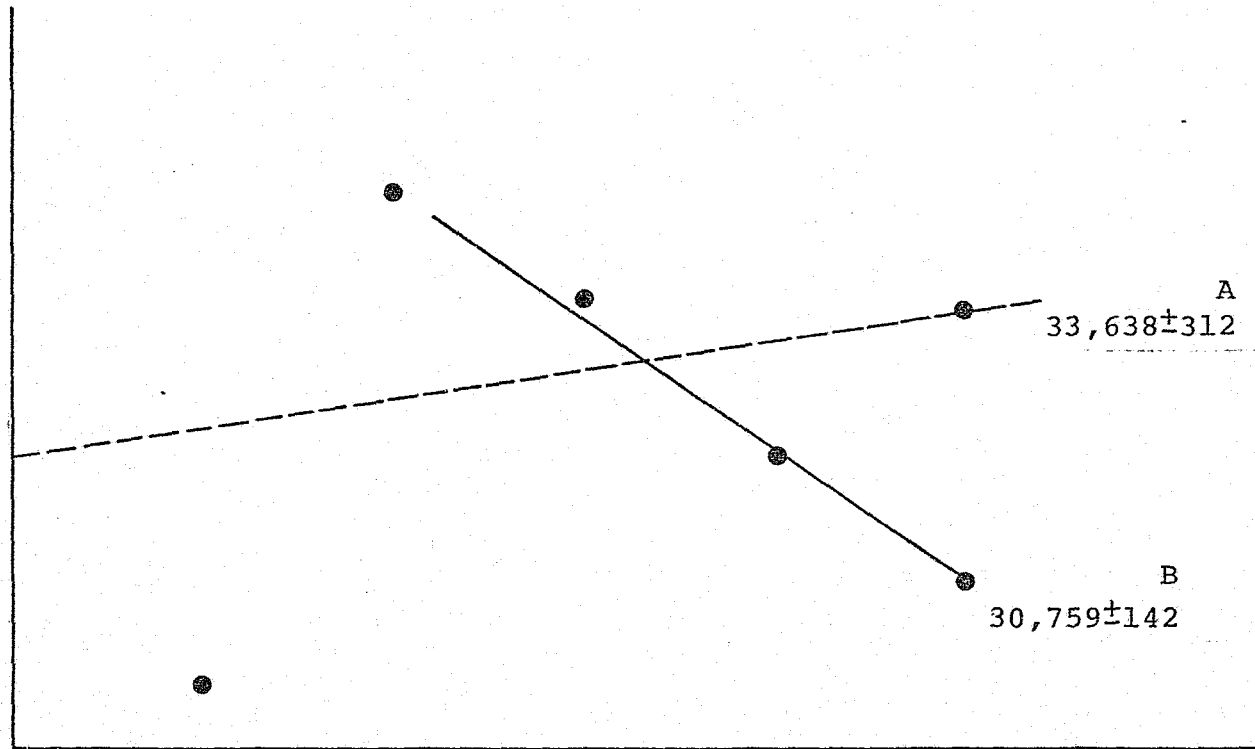
31,000

30,000

YEAR

NUMBER OFFENSES

PER YEAR



73
30,663

74
34,947

75
33,707

76
32,116

77
33,638 (est.)
30,759 (est.)

A
33,638 ± 312

B
30,759 ± 142

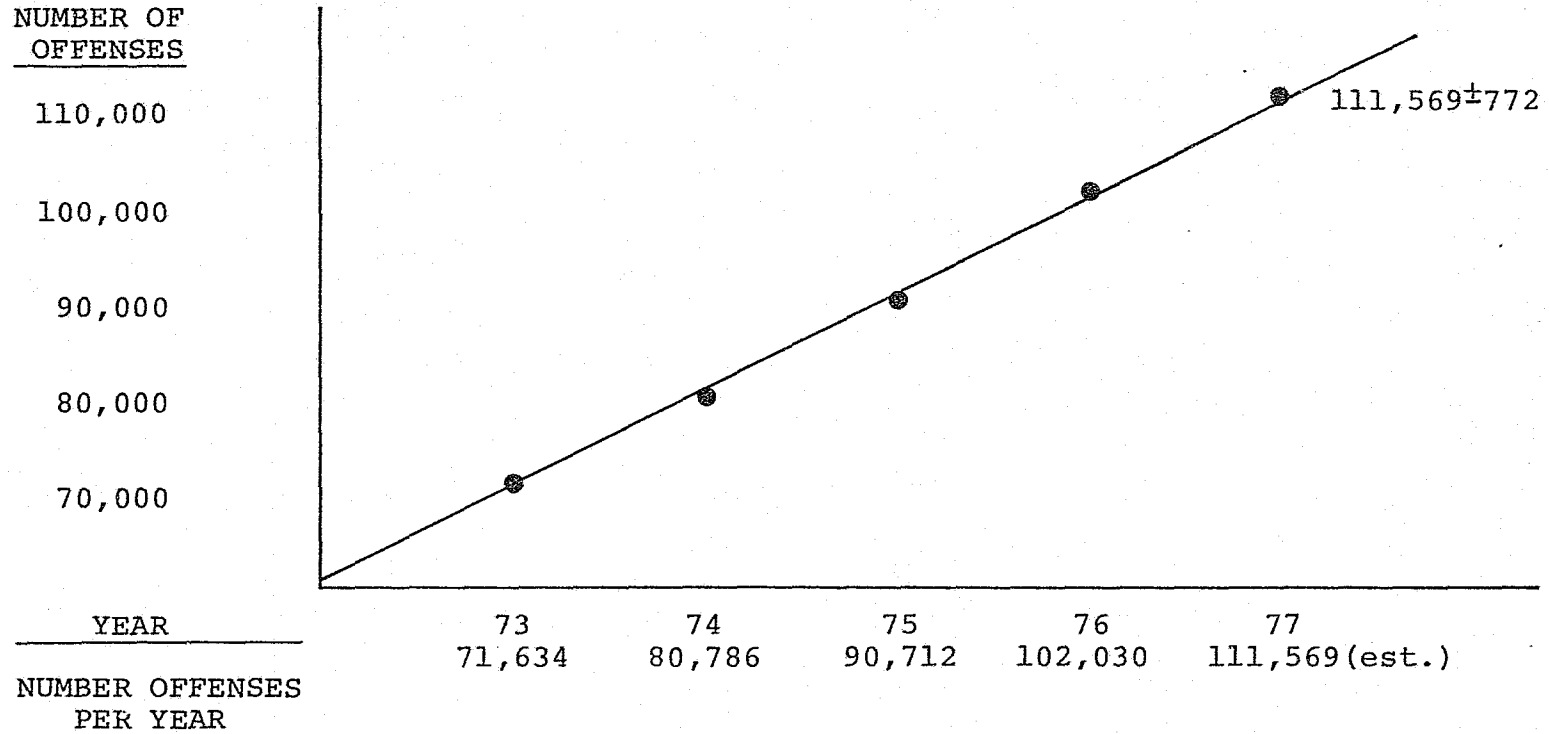
A projection and trend line
based on 4 years 1973-1976

B projection and trend line
based on 3 years 1974-1976

GRAPH IV

Part I Property Crimes

(Atlanta Region 1973-1977)



GRAPH V

FORCIBLE RAPE

(Atlanta Region 1973-1977)

NUMBER OF
OFFENSES

800

750

700

650

600

795±1

YEAR

73

74

75

76

77

675

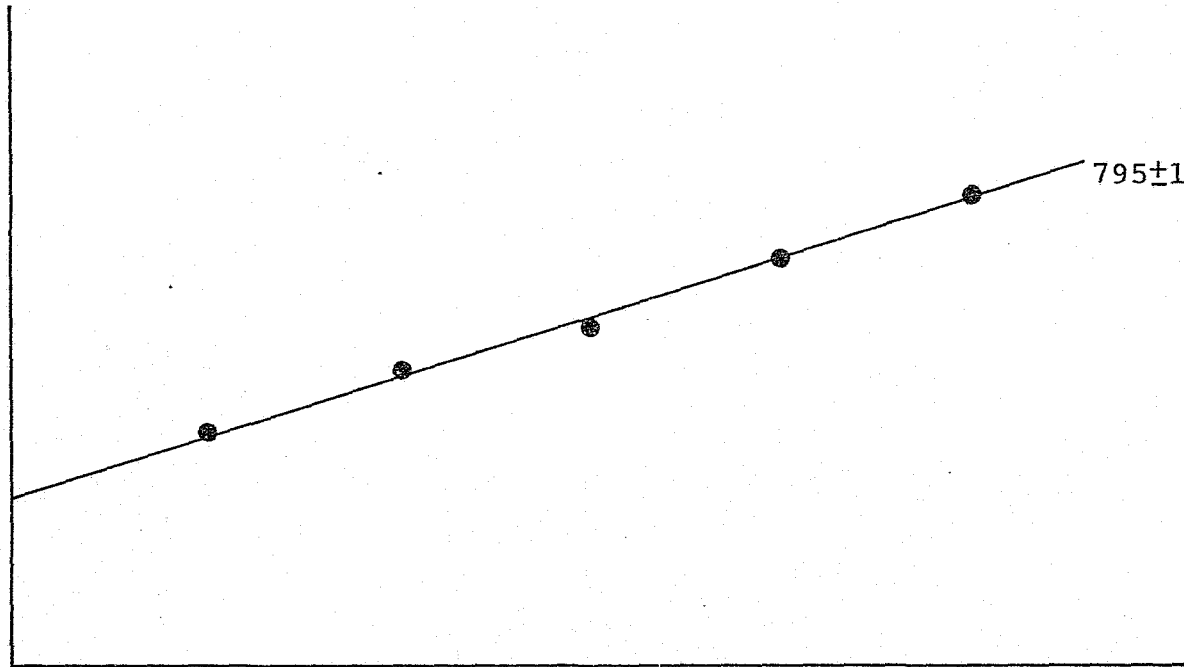
704

734

765

795 (est.)

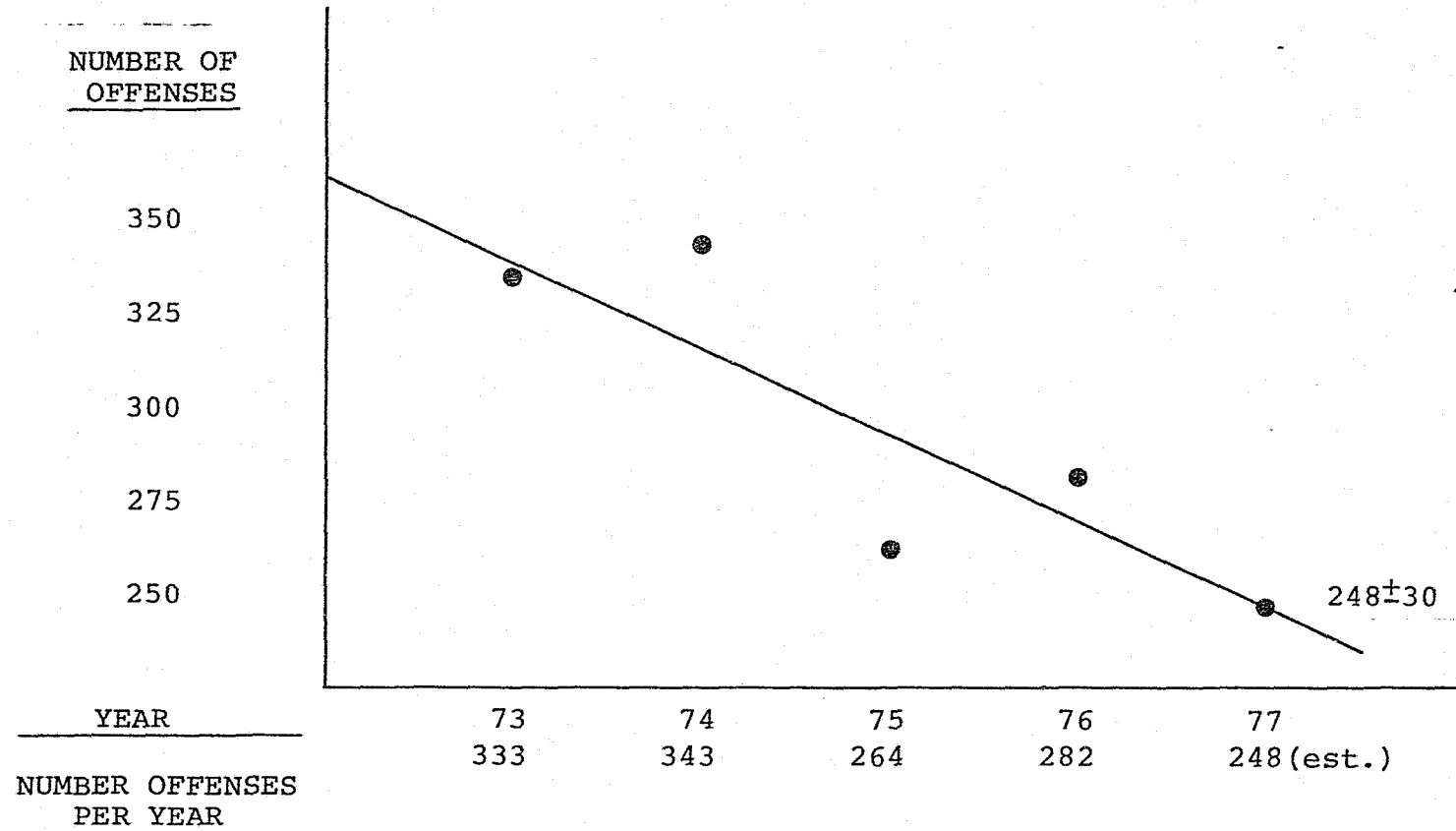
NUMBER OFFENSES
PER YEAR



GRAPH VI

Homicide

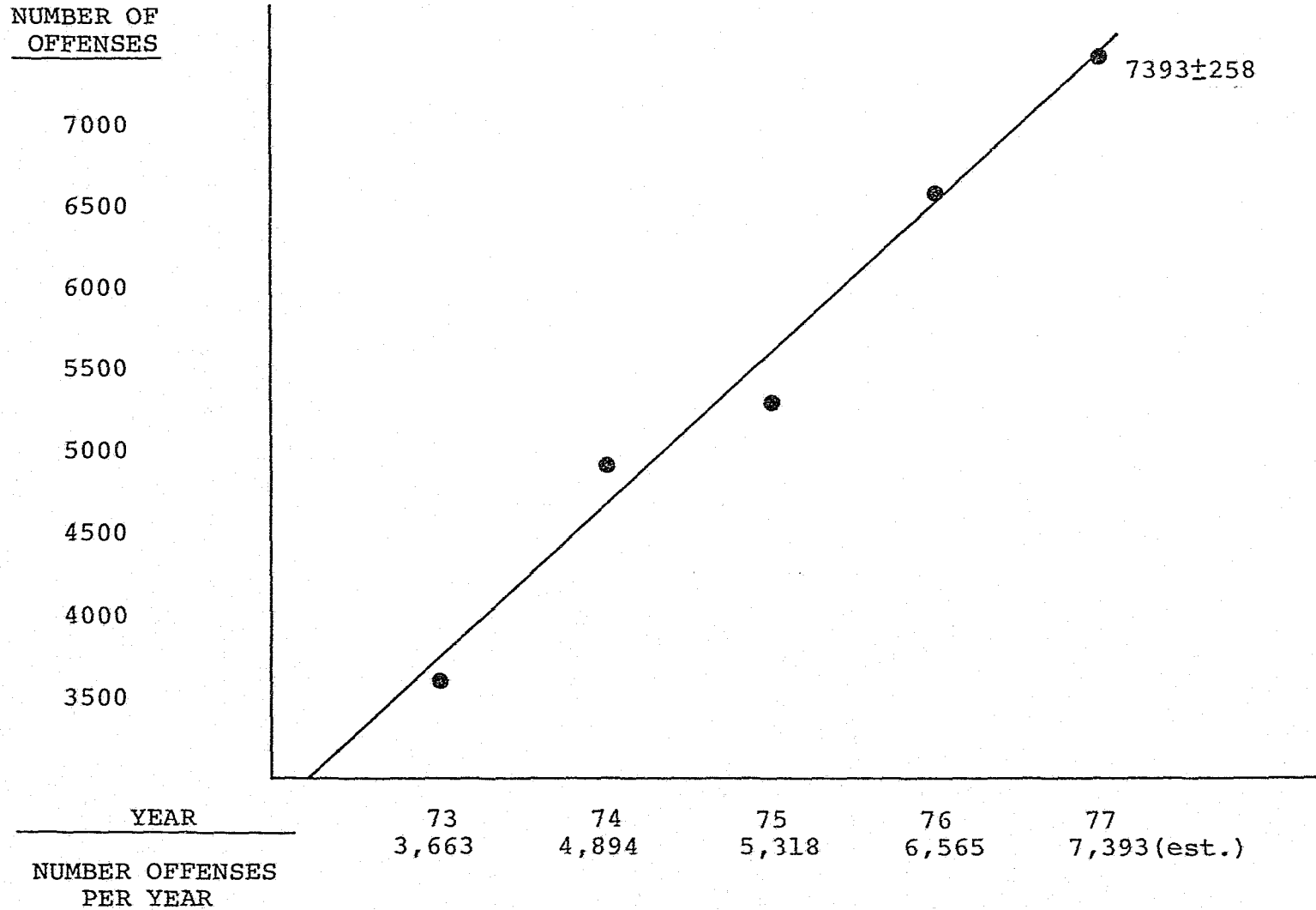
(Atlanta Region 1973-1977)



GRAPH VII

Assault

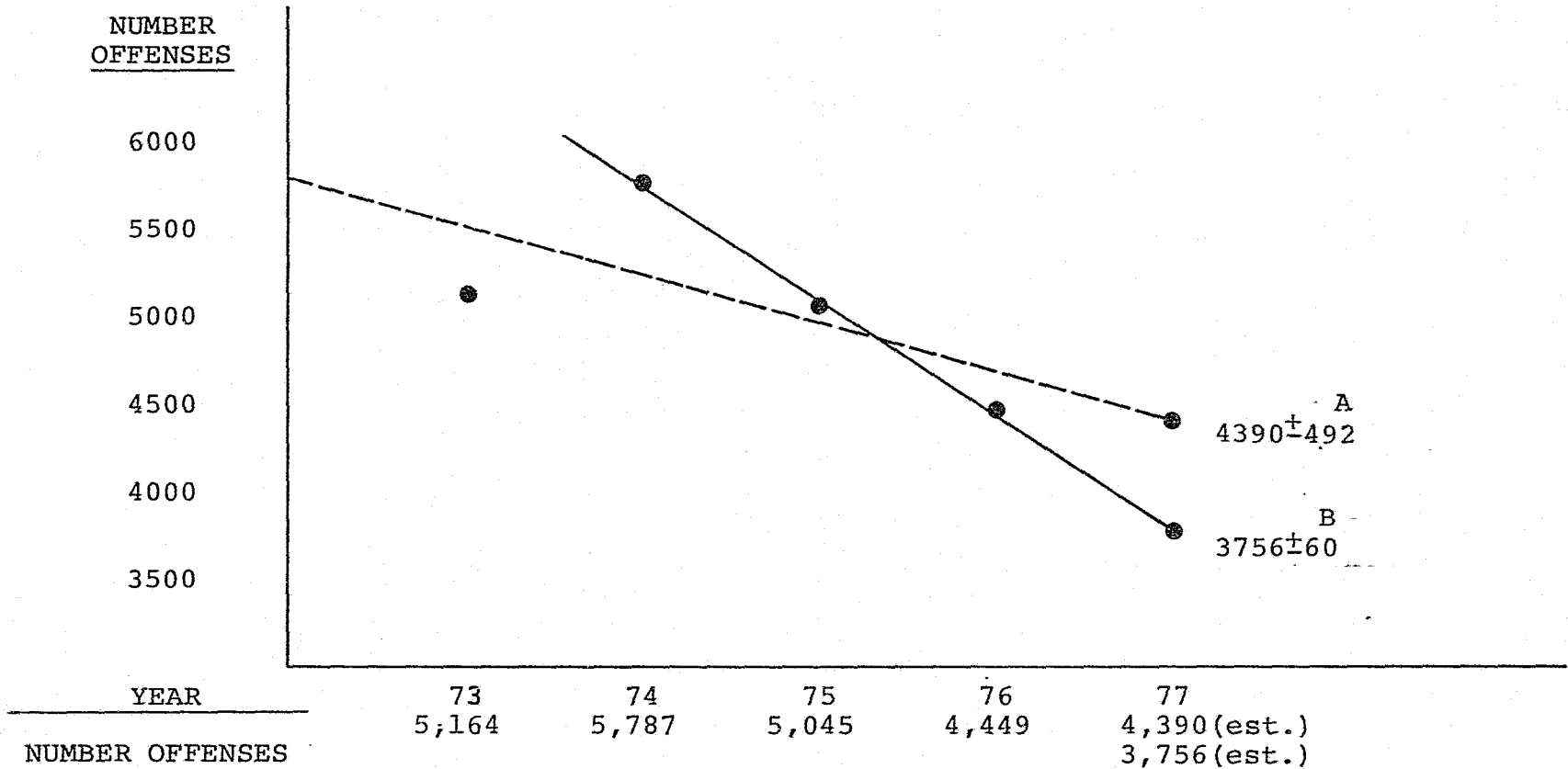
(Atlanta Region 1973-1977)



GRAPH VIII

Robbery

(Atlanta Region 1973-1977)



A Projection and trends based on 4 years

B Projection and trends based on 3 years

GRAPH IX

Part I Violent Crimes
(Atlanta Region 1973-1977)

NUMBER
OFFENSES

13,000

12,500

12,000

11,500

11,000

10,500

10,000

9,500

YEAR

NUMBER OF
OFFENSES

73

9,835

74

11,728

74

11,361

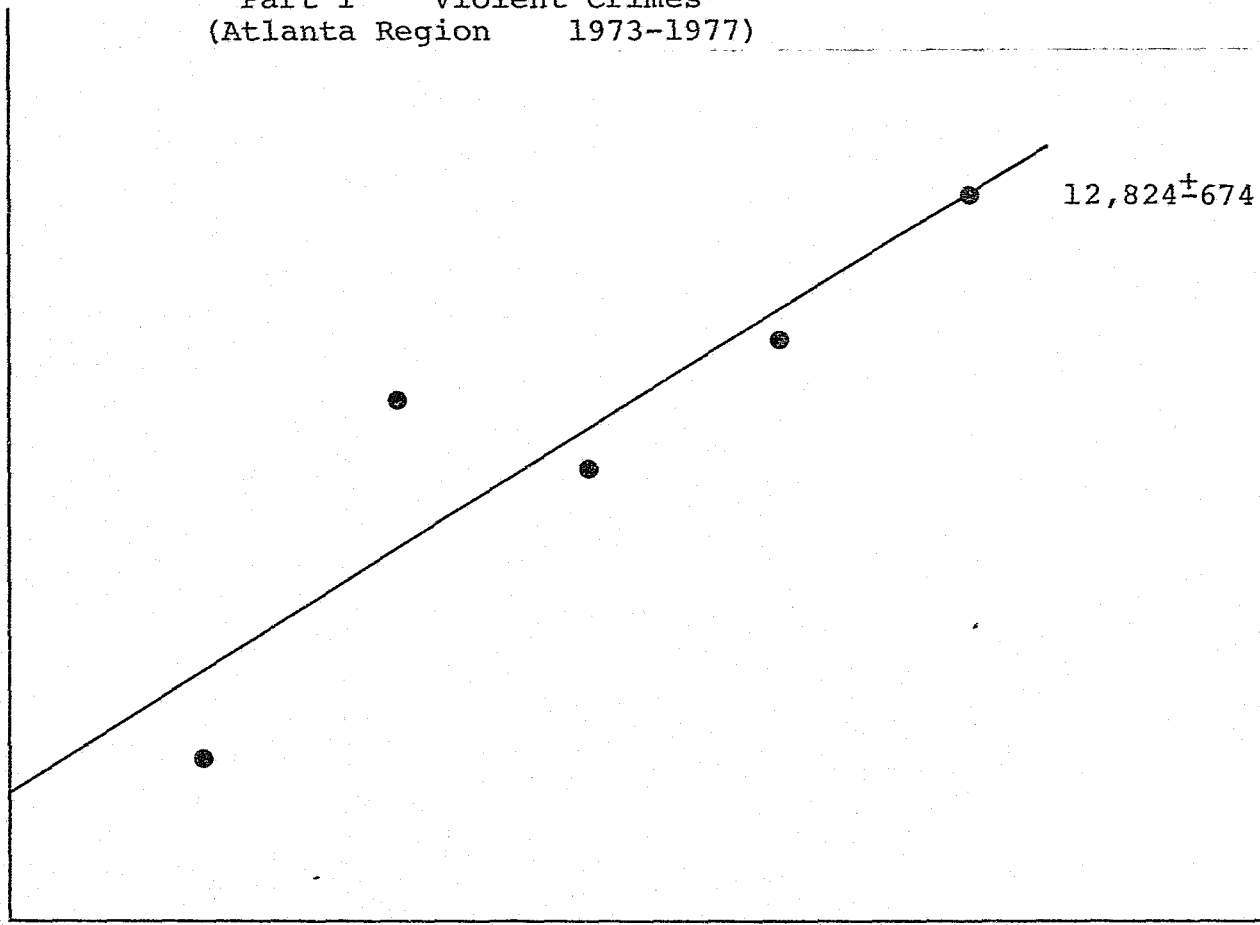
76

12,061

77

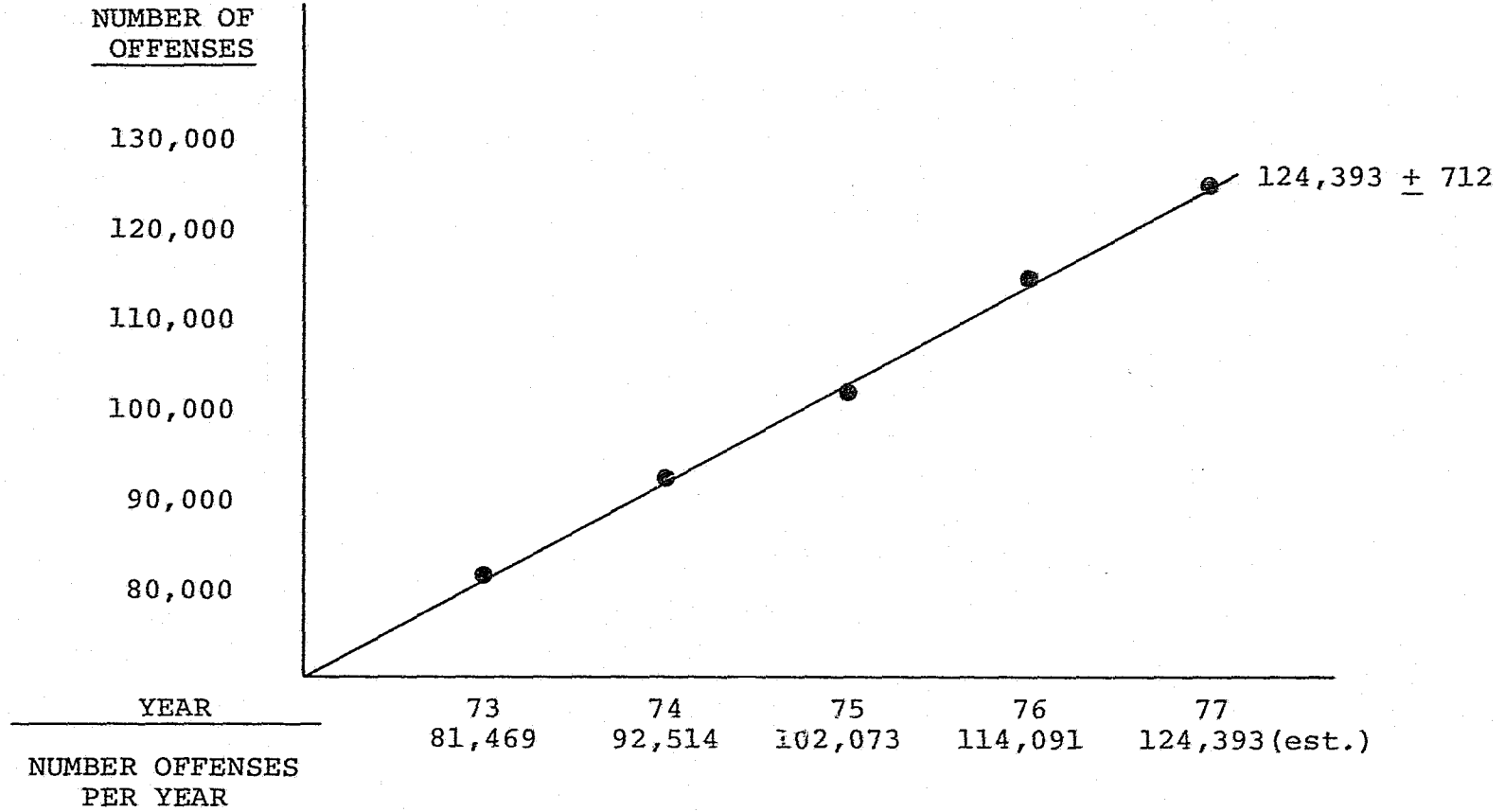
12,824(est.)

12,824[±]674



GRAPH X

Total Part I Crimes
(Atlanta Region 1973-1977)



SYSTEMS DESCRIPTION UPDATE

SYSTEMS DESCRIPTION UPDATE

The Regional Criminal Justice Plan, which was developed in 1976, contained an extensive description of the criminal justice system within the Atlanta Region. Data examined for the 1977 update of that plan include superior court filings and dispositions, local jail characteristics, juvenile courts data, and law enforcement budgets and expenditures. Other characteristics, of the criminal justice system in the Atlanta Region will continue to be studied and will be described in subsequent updates to Criminal Justice in the Atlanta Region - A Plan for Action.

SUPERIOR COURTS

The seven counties of the Atlanta Region contain five complete judicial circuits and a portion of a sixth. Each of the circuits has its own unique structure and methods of operations, particularly at the lower court level. The State of Georgia has recently adopted a system of judicial districts for the purpose of court administration. Of the ten judicial districts in the state, the six circuits of the Atlanta Region are in five different districts.

Courts related data maintained by the local courts have not been developed into a consistent statewide system of records

5

maintenance. Each court has its own system of recordkeeping. These data are, in some circuits, not maintained cumulatively. Also, definitions of legal terms vary between circuits. The District Court Administrator system should alleviate some of the problems by instituting a standard recordkeeping system for all circuits. Data collected for circuits in the Atlanta Region are presented in Table I.

The total number of felony filings can be compared to dispositions in each circuit to indicate which circuits have increasing felony backlogs. This would be true of four of the six circuits. Additional superior court judgeships have been approved for the Clayton, Gwinnett, and Tallapoosa Circuits. This should relieve the backlog somewhat.

LOCAL JAILS

Within the Atlanta Region there are seven county and two major municipal jails. The county facilities vary in size and activity from Rockdale with an average daily count (ADC) of seven to Fulton whose ADC is 868. County jails primarily hold persons who are awaiting trial, but inmates also include persons serving misdemeanor sentences, convicted felons on appeal, and convicted felons awaiting transfer to state facilities. Some counties also hold federal inmates.

TABLE I
SUPERIOR COURT FILINGS AND DISPOSITIONS
ATLANTA REGION, 1976

	Atlanta	Clayton	Cobb	Gwinnett	(a) Talla.	St. Mtn.
Felony Filings	4413	1734	1349	1035	163	4063
Dispositions	4583	1128	1106	883	177	3386
Pleas	3455	733	809	271	54	1350
Judgements		89	55	33	24	
Dismissals			225	21	99(c)	1004
Nolle Prossed	89	100	17	17		152
Dead Docket	498	206		180		309
Open	578	606	533	513(b)	1051(d)	400
Misdemeanor Filings	0	0	0	84	530	0
Dispositions	0	0	0	96	462	0
Traffic Filings	0	0	0	4	136	0
Dispositions	0	0	0	5	139	0
True Bills	4373	655	742	182	159	1703
No Bills	120	98	16	6	3	155

- (a) Douglas Co. only
- (b) Includes 218 "inactive" cases
- (c) Includes Nolle Prossed
- (d) Includes Dead Docket

There are over fifty local municipalities within the Atlanta Region which have temporary detention facilities. These range from one or two cells where inmates are seldom held over twenty-four hours to the Atlanta City Jail which detains over 160 persons daily. The following table lists some characteristics of the county jails and major municipal jails within this region.

As indicated in Table II, 140,579 persons were "booked-into" the various jails listed. Since this table does not include the many municipal facilities or the Douglas County jail, it can be assumed that almost 150,000 persons were held in local jails within the Atlanta Region during 1976. Counting only those facilities listed in Table II, the taxpayers of the Atlanta Region supported 692,459 inmate-days in 1976. This totalled \$6,077,845 for only those facilities which have separate budgets. For the most part, these budgets do not include medical services, utilities, cost of facility, and other ancillary services.

LAW ENFORCEMENT BUDGETS AND EXPENDITURES

There are fifty police and Sheriff's departments within the Atlanta Region. Each of these receive almost total financial support from local revenues. Most of these agencies are awarded annual budgets by their respective city councils or

TABLE II
 LOCAL JAIL DATA
 ATLANTA REGION, 1976

	COUNTY							MUNICIPAL	
	Cobb	Clayton	Rockdale	DeKalb	Douglas	Gwinnett	Fulton	Atlanta	Marietta
Total Processed	11,784	10,621	2,251	20,115	(c)	8,200	30,900	54,308	2,500
Capacity	125	102	45	443	36	82	915	138	54
Percent Pre-Trial (a)	85	75	(c)	80	(c)	50	70	100	75
Days Pre-Trial (a)	47	(c)	3	145	(c)	30	39	22 hrs.	3
Average Daily Count	164	92	7	470	47(a)	57	868	167	25
Budget	\$ 480,000	284,740	(b)	1,428,290	(b)	156,047	2,424,129	939,184(d)	106,600

(a) Estimates made by jail administrators

(b) No separate budget for jail

(c) Not available

(d) Does not include \$258,855 in capital improvements

county commissions. There are many factors which are considered in developing an agency budget. Population of jurisdiction, extent of crime, and size of agency are the major considerations. Per capita budgets have been presented but caution should be exercised in comparing jurisdictions since only population is considered in determining per capita amounts. It should also be noted that amounts of money budgeted or expended are not necessarily indicative of police effectiveness. Budgets and expenditures are presented in Table III below.

During 1976 in the Atlanta Region, \$61,387,611 was spent for the provision of law enforcement services by local governments. This does not include the over \$6 million for jail operations or the departments for which expenditures were unavailable. Considering the region as a whole, per capita expenditures in 1976 were \$40.81.

The 1976 and 1977 budgets are presented for those agencies which have budgets. County and regional totals are minimum amounts since they do not include the twelve agencies which, either do not have budgets, or were not able to furnish them. The Rockdale Sheriff's Department did not operate on a budget until 1977 and the Douglas County Sheriff's Department has not been allocated a 1977 budget as of this writing. These two figures would increase the 1976 and 1977 total

TABLE III
LAW ENFORCEMENT BUDGETS AND EXPENDITURES
(ATLANTA REGION 1971-1977)

AGENCY	1971 Expen.	1975 Expen.	% Change	1976 Expen.	% Change	1976 Budget	1977 Budget	% Change	1977 Bud./ Capita
Clayton P.D.	761,835	1,439,861	89.0	1,689,422	17.3	1,531,515	1,600,000 (d)	4.47	17.66
Clayton Sheriff	(a)	865,045	(b)	957,451	10.7	926,879	926,879	0	(g)
Forest Pk. P.D.	315,457	396,975	25.8	526,124	32.5	535,511	678,298	26.7	35.82
Jonesboro P.D.	(a)	N/A	(b)	74,260	(b)	None	None	(b)	17.76
Lake City P.D.	44,572	58,971	32.3	89,126	51.1	86,100	109,314	27.0	40.12
Morrow P.D.	(a)	134,067	(b)	167,284	24.8	167,416	228,309	36.4	57.12
Mount. View P.D.	100,000	N/A	(b)	N/A	(b)	N/A	N/A	(b)	(b)
Riverdale P.D.	106,879	156,983	46.9	184,967	17.8	198,339	187,045	-5.7	27.18
Total Clayton	(b)	3,051,902	(b)	3,688,634	20.85	3,445,760	3,729,845	8.24	28.11
Cobb P.D.	1,157,398	2,365,332	104.3	3,221,363	40.4	3,237,107	3,301,322	2.0	17.41
Cobb Sheriff(c)	(a)	536,559	(b)	860,996	60.5	840,779	943,685	12.2	(g)
Acworth P.D.	(a)	139,347	(b)	174,030	25.2	173,800	199,900	15.0	53.79
Austell P.D.	(a)	138,948	(b)	161,052	15.9	162,368	187,033	15.2	59.17
Kennesaw P.D.	83,000	60,013	-27.7	139,152	131.9	131,560	157,590	19.8	35.86
Marietta P.D.	809,995	1,145,562	41.4	1,500,000 (d)	30.9	1,459,938	1,699,497	16.4	53.85
Powder Sp. P.D.	75,000	127,253	69.7	184,003 (e)	44.6	178,072	N/A	(b)	65.04
Smyrna P.D.	271,712	517,390	90.4	600,750 (e)	16.1	612,043	908,995	48.5	42.46
Total Cobb	(b)	5,029,957	(b)	6,841,346	36.0	6,795,667	7,398,022	8.86	28.82
DeKalb P.D.	4,157,377	7,353,423	76.9	9,351,837	27.2	9,492,876	9,598,440	1.1	25.71
DeKalb Sher. (c)	(a)	1,798,301	(b)	2,474,126	37.6	2,492,665	2,573,956	3.3	(g)
Avondale Est. P.D.	67,376	66,705	-1.0	64,703	-3.0	66,361	72,160	8.7	47.88
Chamblee P.D.	(a)	410,288	(b)	445,113	8.5	419,289	505,272	20.5	62.33
Clarkston P.D.	61,385	83,765	36.5	95,330	13.8	91,340	91,340	0	22.15
Decatur P.D.	295,095	564,341	91.2	622,460 (e)	10.3	607,752	610,480	0.4	30.88
Doraville P.D.	181,420	262,617	44.8	N/A	(b)	291,644	348,777	19.6	43.89
Lithonia P.D.	(a)	116,160	(b)	127,776	10.0	None	None	(b)	56.51
Pine Lake P.D.	(a)	22,914	(b)	N/A	(b)	None	None	(b)	(b)
Stone Mt. P.D.	(a)	45,638	(b)	62,871	37.8	63,150	70,250	11.2	16.55
Total DeKalb	(b)	10,724,152	(b)	13,244,216	23.5	13,525,077	13,870,675	2.6	29.88
Douglas Sheriff	116,000	336,156	189.8	494,354	47.1	490,233	N/A	(b)	12.48
Douglasville P.D.	111,692	203,778	82.4	209,400 (e)	2.8	263,663	278,071	5.5	41.06
Total Douglas	227,692	539,934	137.1	703,754	30.3	753,896	(b)	(b)	(b)
Fulton P.D.	(a)	1,588,154	(b)	2,210,924	39.2	2,471,464	2,174,000	-13.7	23.81
Fulton Sher. (c)	(a)	1,422,190	(b)	1,697,802	19.4	1,741,986	1,596,170	-9.1	(g)
Alpharetta P.D.	60,000	143,558	139.2	152,098	5.95	143,700	149,300	3.9	47.34
Atlanta B.P.S.	15,924,228	25,314,218	59.0	25,404,886	.36	21,686,061	26,959,414	24.3	58.95
College Pk. P.D.	456,400	762,143	67.0	974,820	27.9	804,965	934,820	16.1	39.30
E. Point P.D.	875,239	1,403,411	60.3	1,616,469 (e)	15.2	1,826,214	1,966,915	7.7	50.48
Fairburn P.D.	89,932	126,415	40.6	149,072	17.9	157,597	N/A	(b)	40.93
Hapeville P.D.	313,904	468,315	49.2	536,839	14.6	515,296	555,730	7.8	68.53
Palmetto P.D.	(a)	86,323	(b)	N/A	(b)	N/A	N/A	(b)	(b)
Roswell P.D.	(a)	317,341	(b)	513,949	62.0	393,143	513,949	30.7	33.49
Union City P.D.	(a)	151,441	(b)	168,991	11.6	175,540	205,139	16.9	45.45
Total Fulton	(b)	31,783,509	(b)	33,425,850	5.17	29,915,966	35,055,437	17.2	58.12
Gwinnett P.D.	616,306	1,262,682	104.9	1,655,063	31.1	1,655,063	2,116,232	27.9	21.68
Gwinnett Sher. (c)	(a)	1,043,979	(b)	504,000 (d)	(i)	504,483	560,537	11.1	(g)
Dacula P.D.	40,000	50,199	25.5	37,677	-33.2	None	None	(b)	29.46
Duluth P.D.	(a)	N/A	(b)	78,000 (d)	(b)	None	None	(b)	37.16
Lawrenceville P.D.	37,527	104,500	178.5	164,988	57.8	None	None	(b)	24.73
Lilburn P.D.	45,000	98,212	118.2	101,000 (d)	2.8	101,538	122,177	20.3	52.17
Norcross P.D.	(a)	70,278	(b)	121,128	72.3	None	122,311	(b)	32.39
Snellville P.D.	(a)	129,523	(b)	204,177 (e)	57.6	175,000	193,605	10.6	31.14
Suwanee P.D.	(a)	30,934	(b)	29,543	-4.7	None	None	(b)	41.73
Total Gwinnett	(b)	2,790,307	(b)	2,860,588	2.52	2,436,084	3,114,862	27.9	25.81
Rockdale Sher.	(a)	317,950	(b)	333,824 (f)	5.0	None	346,222	(b)	14.93
Conyers P.D.	(a)	230,255	(b)	289,399 (e)	25.7	288,091	306,044	6.2	51.77
Total Rockdale	(a)	548,205	(b)	623,223	13.7	(b)	652,266	(b)	22.41
TOTAL REGION	(b)	54,467,966	(b)	61,387,611	12.7	57,160,541	63,821,109	11.7	38.61

N/A: not available
None: no budget

- (a) Not included in 1971 study
- (b) Insufficient data
- (c) Does not include jail operations
- (d) Estimated by local officials
- (e) Annual estimate based on actual 9 month expenditures
- (f) Actual 9 month expenditure, Projection would be inappropriate due to inconsistent spending pattern
- (g) Inappropriate for non-enforcement agencies
- (h) Per Capita based on 1976 expenditures
- (i) Not comparable since 1975 figure included jail operation

regional budgets by approximately one half million dollars for each year. It should also be noted in evaluating these amounts that each jurisdiction has its own accounting procedures. One jurisdiction may include capital improvements in its general budget while another may divide it into the various departments and therefore inflate the police department's budget when compared to other police department budgets.

The total amount budgeted for law enforcement activities by local governments within the Atlanta Region for 1977 is over \$63 million. Again, this does not include several agencies which do not have budgets or for which budgetary information was not available. Regionwide, local law enforcement agencies have been budgeted at a rate of \$38.61 per capita.

Percent change in budgets from 1976 to 1977 vary from 13.7% decrease for Fulton County Police Department to 48.5% increase for the Smyrna Police Department. Only Fulton County Police Department and Sheriff, and Riverdale Police Department experienced a decreased budget in 1977 while Clayton Sheriff and Clarkston Police Department's budgets were unchanged. Regionwide there was a 11.7% increase in law enforcement budgets from 1976 to 1977.

JUVENILE COURTS

The following charts present an overview of referrals and dispositions for the juvenile courts in the Atlanta Region during 1976. Charts were prepared for the following types of referrals: delinquent, unruly, and deprived. Dispositions for major offenses are presented. Traffic offenses and dispositions are not included.

Each of the juvenile courts in the Atlanta Region has its own system for recording, analyzing, and storing statistical information. Some of these systems are fairly extensive and complex while others are relatively basic. Since the methods vary however, attempts to compare data are often hampered. With this in mind, an attempt is made here to establish a uniform set of categories so that data from different courts can be examined and compared. The following charts were designed in such a way so as to present relevant information without being too extensive or overly complex.

It should be noted that those charts indicating referrals reflect cases not persons or incidences. For example, if two (2) juveniles (acting as companions) are charged with the burglary of three houses, court records would reflect a total of six cases of burglary (each of the two juveniles having been charged with three counts of burglary).

In the same way the chart denoting dispositions indicates cases, not persons. For example, figures show 59 commitments to the Georgia Department of Human Resources from Cobb County in 1976. Since many commitments to the GDHR involve adjudications for multiple offenses, the figure of 59 may represent a relatively small number of juveniles.

It is not possible to establish any trends from these figures since the data covers only one year 1976. It is hoped, however, that this format can be used for future data gathering purposes which will in turn permit examination and comparisons.

JUVENILE COURT CASE REFERRALS

DELINQUENT OFFENSES

ATLANTA REGION

1976

Juvenile Court	Bodily Injury	Poss/Use of Dangs, Weapons	Homicide Related Offenses	Robbery	Sex Offenses	Arson	Burglary	Crim. Dam. Crim. Tres.	Theft	Motor Veh. Theft	Deceptive Practices	Alcohol Related Offenses	Drug Related Offenses	Violation of Probation	Other Delinquency	Total Delinquent	Juvenile Population Estimates
Clayton Co.																	
# of Offenses	76	19	1	16	13	1	163	147	251	32a	7b	36	136	121c	166	1185	17,575
*Rate of Offenses	432.4	108.1	5.689	91.03	73.96	5.689	927.4	836.4	1428.1	182.0	39.82	204.8	773.8	688.4	944.5	6,742.5	
Cobb Co.																	
# of Offenses	114	49	1	10	8	4	304	195	402	74	52	70	141	263	292	1,979	31,264
Rate of Offenses	364.6	156.7	3.198	31.98	25.58	12.79	972.3	623.7	1285.8	236.6	166.3	223.8	450.9	841.2	933.9	6,329.9	
DeKalb Co.																	
# of Offenses	258	52	2	50	35	10	465	409	861	120	44	236	238	55	767	3,602	64,556
Rate of Offenses	399.6	80.55	3.098	77.45	54.21	15.49	720.3	633.5	1333.7	185.8	68.15	365.5	368.6	85.19	1,188.1	5,579.6	
Fulton Co.																	
# of Offenses	345	72	9	91	56	19	626	393	1300	140	12	99	203	136	428	3,929	70,139
Rate of Offenses	491.8	102.6	12.83	129.7	79.84	27.08	892.5	560.3	1853.4	199.6	12.10	141.1	289.4	193.9	610.2	5,601.7	
Gwinnett Co.																	
# of Offenses	33	2	0	9	5	1	111	84	95	21	4	27	48	61	78	577	15,162
Rate of Offenses	214.8	13.01	0	58.58	32.54	6.509	722.5	546.8	618.4	136.7	26.03	175.7	312.4	397.0	494.7	3,756.0	
Rockdale Co.																	
# of Offenses	5	2	0	0	0	0	18	12	27	4	0	5	19	0	3	95	3,583
Rate of Offenses	139.5	55.81	0	0	0	0	502.3	334.9	753.5	111.6	0	139.5	530.2	0	83.72	2,651.4	
Total Offenses	831	196	13	176	117	35	1687	1240	2936	391	119	473	785	636	1,682	11,367	148,896
*Rate of Offenses	418.0	98.59	6.539	88.53	58.85	17.60	848.6	623.7	1476.8	196.7	59.86	237.9	394.8	319.9	846.0	5,715.0	

*Rate per 100,000 juvenile population.

a - This category includes a number of cases of "Entering an Auto."

b - Also includes "Bad Checks."

c - Includes "Violation of Aftercare."

Description of Categories

1. Bodily Injury - this category includes only the following offenses: aggravated assault, aggravated battery, simple assault and simple battery.
2. Possession/Use of Dangerous Weapons - this column includes the following offenses: carrying a concealed weapon, pointing pistol at another, possession of pistol without license, reckless conduct, and discharging firearms.
3. Homicide and Related Offenses - includes murder, degrees of manslaughter, and vehicular homicide.
4. Robbery - includes robbery, robbery by sudden snatch, and armed robbery.
5. Sex Offenses - includes rape, statutory rape, sodomy, public indecency, prostitution, and child molestation.
6. Arson - includes only this offense.
7. Burglary - refers to only this offense.
8. Criminal Damage & Criminal Trespass - includes criminal trespass and the degrees of criminal damage to property.
9. Theft - includes theft by taking (and shoplifting), theft by deception, theft of services, theft by conversion, and theft of motor vehicle parts.
10. Motor Vehicle Theft - includes only this offense.
11. Deceptive Practices - includes forgery and credit card fraud.
12. Alcohol Related - includes public drunkenness and possession or use of alcohol by a minor (Note: as of July 1, 1976 this became an unruly offense rather than delinquent).
13. Drug Offenses - includes possession of marijuana, possession of drugs other than marijuana, and sale of drugs.
14. Violation of Probation - involves only delinquent offenses.

Description of Categories - 2

15. Other Delinquent - includes all other delinquent offenses.
16. Total Delinquent - refers to total delinquent cases and not necessarily the number of individuals involved.
17. Juvenile Population Estimates - these figures were obtained from the Georgia Department of Human Resources, Division of Physical Health. They are based on the 1970 Census and take into consideration such factors as mortality rates and mobility projections. Estimates are for ages 10 through 16.

GLOSSARY FOR DISPOSITIONS

- a - Children committed to the Georgia Department of Human Resources Youth Services Division or Mental Health Division.
- b - This category refers to Volunteer Probation Programs such as those operating in DeKalb and Clayton Counties.
- c - This category includes those cases referred to Volunteer Probation Programs by probation officers. The child is supervised, but is not on probation by court order.
- d - Includes such dispositions as warnings, reprimands, conferences held, etc.
- e - Includes "Continued on Probation."
- f - Included in "Dismissed in Formal Hearing."
- g - Included in other categories.
- h - Included in other categories.
- i - Includes "Supervision Terminated."
- j - Dispositions for DeKalb County were available for only the first six months of 1976 due to a change in the computer program.
- k - Not applicable.
- l - Not applicable.
- m - Included in dismissals.
- n - Included in other categories.
- o - Recorded in other categories.

JUVENILE COURT CASE REFERRALS

DEPRIVED & CUSTODY

ATLANTA REGION

1976

Juvenile Court Referrals	Deprived - evidenced by inadequate care & supervision	Deprived - evidenced by abuse	Deprived - evidenced by wrongful act(a)	Deprived - without parent or custodian	Other Deprived	Custody Review or Modification	Severance of Parental Rights	Superior Court Referral	Totals	Juvenile Population Estimates
Clayton Co.	149	9	(b)	5	504	6	12	24	709	17,575
Cobb Co. (f)	-	-	-	-	-	-	-	-	210	31,264
DeKalb Co.	235	42	53	43	22	126	40	8	569	64,556
Fulton Co.	425	14	(c)	(d)	-	70	14	83	645	70,139
Gwinnett Co.	-	-	-	-	-	-	-	-	70	15,362
Rockdale Co. (e)	-	-	-	-	22	-	2	-	24	3,583
Totals	809	65	53	48	548	202	68	115	2,227	198,896

GLOSSARY FOR DEPRIVED AND CUSTODY

- a - This category covers those cases where a child has committed a delinquent act, for example, "Theft by Taking," but a deprived complaint or petition is filed because the child is under a specific age (usually 10 years of age).
- b - In Clayton County a child would be charged as "Unruly" for a "wrongful act" case. If it is alleged that the child is "Unruly" for a criminal act, such as "Theft by Taking," then the statistic would be recorded under Delinquent Offenses.
- c,d- Included in Column 1.
- e - Rockdale County records all offenses in 2 categories.
- f - Cases were not readily available according to individual categories.

ISSUE PAPERS

AUTOMATED CRIMINAL JUSTICE INFORMATION SYSTEMS

An automated Criminal Justice Information System (CJIS) is a system which is used as a means for collecting, storing, retrieving and disseminating criminal justice information to law enforcement agencies, prosecutors, courts, probation and correctional agencies for their use in deferring criminal acts, enforcing the law, and administering the criminal justice system. The primary purpose of CJIS is to enhance the effective and timely operations of the various service delivery agents throughout the system. A secondary purpose is to use information generated for administrative, management and planning functions.

Goals, Objectives and Standards adopted by the Atlanta Regional Commission in August, 1976, address CJIS in the following:

Objective 3.101

By 1982, insure that every locality within this region is serviced by a criminal justice information system (manual or automated) which supports the needs of all criminal justice agencies within the region.

Standard 3.101A

By 1980, complete the development of local/regional automated information systems to serve the criminal justice agencies within the region.

Standard 3.101B

By 1980, the ability to interface and exchange information between local systems should be developed in certain areas such as wanted files.

Implementation of automated CJIS projects began in 1973. Currently five agencies (Fulton, Atlanta, DeKalb, Cobb, and Clayton) are developing CJIS with one agency awaiting funding (Gwinnett). Through 1977, it is projected that \$2,627,363 has been acquired from the Law Enforcement Assistance Administration through the State Crime Commission for these local projects. In addition, substantial local funds have been used. The following chart presents an examination of LEAA funds spent on local automated CJIS's in the seven-county area:

	1973	1974	1975	1976	1977 (Tentative)	Total
Atlanta		\$439,212	\$117,506	\$178,312	\$151,600	\$886,630
Clayton		15,995		64,265	44,600	124,860
Cobb	\$20,000	40,383	125,771	98,987	90,700	375,841
DeKalb	15,000		89,832	110,000	85,500	300,332
Fulton		242,958	300,942	236,900	148,100	928,900
Gwinnett	10,800					10,800
Total	\$45,800	\$738,548	\$634,051	\$688,464	\$520,500	\$2,627,363

Development of local CJIS's has been "guided" by a 1972 State CJIS Master Plan. It requires each local system to develop its individual master plan which is endorsed by the highest official or body of that locality. There are no guidelines

to ensure any degree of standardization, interface or communication between local systems. In fact, the Governor's Commission on Standards and Goals adopted a position paper in 1975 which noted that no significant effort to use other programs or system documentation exists with the local systems in Georgia. However, at this time the local agencies have obtained documentation from successful programs throughout the nation. These programs are now in various stages of implementation and examination. Also, key officials in the various CJIS projects along with staff from the Georgia Crime Information Center (GCIC), the State Crime Commission (SCC) and the Atlanta Regional Commission (ARC) are meeting on a monthly basis. This group which is a subcommittee of the Atlanta Regional Commission's Criminal Justice Planning Task Force has the purpose of exchanging information, enhancing communication and exploring systems interface.

The five local agencies currently developing CJIS's have all adopted a modular development plan. Modular design requires that design and implementation work concentrate on a single part or module which serves a particular agency or performs a particular function. When the first module is completed, development of the second begins. Each CJIS project in the Atlanta Region differs significantly in its modular design. Some agencies have chosen to begin development of

the police or law enforcement module first (DeKalb, Clayton and Atlanta) while Fulton has begun with an on-line jail system and Cobb with a court's management system. Also agencies are adopting different software packages for the same basic function. For example in the area of court and prosecutorial management, Cobb County has opted to use the Prosecutor's Management Information System (PROMIS) while DeKalb is exploring the use of the JUSTICE SYSTEM. These two systems use different approaches, generate slightly different data, and have different capabilities.

The local CJIS projects currently cannot communicate or interface with each other directly. Any systems interface is currently limited through GCIC's capacities. This results in specific local or regional applications having lower priority than statewide applications. In fact, the only regional systems interface through GCIC is that which is also present for the entire state.

Direct local interface is currently hampered by incompatible hardware and software among projects, lack of standardization of data elements, high cost and low priority compared to individual agency needs.

Additionally national, state and local experts have expressed the fact that the need for an accounting system which traces the evolution of criminal cases from arrest through disposition

and treatment to a point where the offender returns to society is crucial. Offender Based Transaction Systems (OBTS) would provide this information which would primarily be used for management, administration and planning of the Criminal Justice System. Atlanta's Crime Analysis Team has attempted to examine OBTS on a number of occasions and discovered that the only way to do this at this time is to manually access files -- a most time consuming and costly method.

In retrospect, it should be emphasized that the local systems should and are being developed to provide the maximum benefit to the local governments and agencies as they perceive it. For example, the police module should emphasize responding to inquiries from field officers in sufficient time to affect the officers' decisions and enhance their safety. The Prosecutor's Module should enhance the case management of the local prosecutor. However, the long range benefits achieved from good management, administration and planning information may prove to be the greatest.

For that reason the following recommendations have been made:

1. The CJIS Subcommittee of the ARC Criminal Justice Planning Task Force should continue to meet on a regular basis for the purpose of:

- a. Sharing information, exchanging ideas, documentation and coordinating CJIS's development.
 - b. Exploring methods of interfacing and improving communications.
 - c. Examining common problems.
 - d. Reviewing new applications from throughout the nation.
2. Standardization of data gathered by local CJIS projects should be explored. The CJIS Subcommittee should do this within the framework of maximizing utility to each local government and still providing the necessary information for long range planning at a regional and local level.
3. Exploration of enhancing efforts to establishing local and regional OBTS should have priority. This would require coordination between the various projects because frequently offender "tracks" cross jurisdictional boundaries.

4. Systems interface should be developed on a project-specific-basis guided by a Master Development Guide. If this does not occur, and local projects continue to develop at the same rate in different directions it will become much more costly to pursue in the future.

COMMUNITY TREATMENT CENTERS

For the purposes of this discussion, the term - community treatment centers - refers to residential, community-based facilities for the purpose of housing individuals convicted of criminal offenses. This includes a wide variety of specialized facilities. These may be institutions designed for the treatment of drug-addicted offenders or alcoholics, restitution centers, or work-release centers. The basic concept in all types of facilities is predicated on one hypothesis: it is more practical to treat offenders in the community than to send them to a large, isolated prison.

It is believed by many that community treatment of offenders is more cost-effective than institutional treatment. In Georgia, during 1975, it costs approximately \$10,800 to maintain each inmate in prison for one year. This can be compared to the \$1137 per client-year in a Work Release/Pre-Release Center and the \$1020 per client-year in a Restitution Center. Community treatment is more practical than isolated prisons in terms of availability of qualified staff, ease of family visitation, transportation, availability of employment for clients, and almost every other factor which can be considered.

Historically, the confinement of individuals in small cells, behind a large wall, segregated from the rest of society was rationalized and condoned for a number of reasons. Among

these were the satisfaction of society's retributive urge, forced conformity to social expectations, deterrent effect on potential law violators, and the protection of the citizenry. The philosophical trend then turned to justification of incarceration as a means of rehabilitating the offender. Rehabilitation remains a worthwhile goal, but practical experience has shown it to be somewhat elusive in an institutional environment.

In an article in Public Interest, "What Works? - Questions and Answers about Prison Reform," (Spring, 1974), Martinson deals extensively with the effects of rehabilitative treatment on the rate of recidivism. Based on the results of 231 studies conducted from 1945 to 1967, Martinson concludes "...with few and isolated exceptions, the rehabilitative efforts that have been reported so far have had no appreciable effect on recidivism." (p.25). With attempts at institutional rehabilitation problems being largely ineffective and the failure of imprisonment to serve as a deterrent to potential offenders; imprisonment does not appear to diminish criminal tendencies to any large extent.

The President's Commission on Law Enforcement and the Administration of Justice in The Challenge of Crime in a Free Society (Washington, D. C., 1967), emphasized on several occasions that while imprisonment does not effectively rehabilitate or deter, it may constitute a destructive influence. The removal of an individual from society and

placement into a totally alien environment with the exception of conformity to the society from which he was removed, is an act with little chance of success.

Given the fact that correctional institutions do not "correct" criminals but, in effect, "create" worse criminals; less personally damaging alternatives should naturally be used whenever it is at least as effective as imprisonment. Until an effective treatment method is discovered, other criteria should be used to determine which method to employ. The most logical would be one which protects society and is cost beneficial. We should, therefore, emphasize the "treatment" method which provides protection to society at the least possible cost, including indirect costs.

Currently in Georgia, an average of \$17,678 is spent to keep one person in prison for one year. This includes the indirect costs such as welfare support for the family (over half of all inmates' families are on welfare) and loss of sales and income taxes. Direct cost is \$10,800 per year. This represents a considerable burden on the taxpayers of Georgia. According to the American Correctional Association, only 20 to 30% of those persons in prison today actually represent any danger to society. If only 15 to 20% of the 70 to 80% "non-dangerous" inmates were supervised in community treatment centers, the state would experience a tremendous financial gain. The benefit, however, is not only financial. The recidivism rate for persons released from Georgia prisons is at least 53%

while the recidivism rate for persons supervised in community treatment centers is less than 5%.

In a typical community treatment center operation, a person is sentenced to the facility as a condition of probation. He is required to maintain employment and pay room and board. Under this sentence, the offender supports his own "treatment" and continues to pay taxes. Also, his family is less likely to require public assistance since the client is able to provide at least some support for his family. Each facility has its own "house rules." These become conditions of probation and their violation could result in imprisonment.

The major opposition to community treatment is public sentiment. A significant proportion of the population still believes that prison incarceration is the preferred method. This issue cannot be resolved until the general populace makes a concensus decision on what it expects from the judicial process. If the purpose is punishment regardless of the cost, both financially and in higher crime rates, then the present system is accomplishing that purpose. On the other hand, if the purpose is to "correct", thereby preventing future criminal behavior, alternatives should be explored.

Recommendations

The Atlanta Regional Commission's multiyear criminal justice

plan, Criminal Justice in the Atlanta Region - A Plan for Action, contained the following objective:

By 1978, the various elected and appointed officials who represent the citizenry of the Atlanta Region should take any and all action deemed appropriate and necessary for the creation and expansion of the community center concept as an alternative available to the sentencing judge.

To accomplish this objective, several steps can be taken.

1. Criminal justice officials at all levels of government should take every opportunity to acquaint the general public with the actual costs of imprisonment and the need for sentencing alternatives.
2. Offenders should be required to bear a greater share of the cost of their sentence. This can be done by sentencing a greater number of offenders to community treatment centers where they pay the system in the form of fines and the victim through restitution payments. Institutional work-release programs are also very beneficial.
3. Civic and community groups should assist in the development of community treatment centers through contributions and volunteer services.

4. The state legislators representing jurisdictions in the Atlanta Region should take necessary action to encourage the Georgia Department of Offender Rehabilitation to devote a greater portion of its budget to the development and expansion of community treatment center facilities.

CRIME PREVENTION

Education, in the broadest sense of the word, is of the essence in preventing crime. Most communities especially urban ones, are concerned about rising crime rates and are committed to several programs designed to help reduce crime. Local police departments sponsor many beneficial crime prevention programs. These are usually designed with a large public education component. Though primarily for adult consumption, police officers also visit schools to spread the crime prevention message to the youth. With an awareness of increasing juvenile involvement in crime and an understanding that prevention of youthful crime begins in the home, police departments provide generous supplies of pertinent literature to parents.

Some school districts are beginning to design and incorporate crime prevention and law enforcement courses into their middle and high school curricula. Schools are also fulfilling their roles in community crime prevention with counselors and special education classes to ensure quality education for each child based on his needs. Much is being done, but more needs to be accomplished at the home, in the school, and by religious and civic organizations, if crime prevention efforts are to be successful.

Private non-profit groups participate in crime prevention when they provide services to the disadvantaged, the il-

literate, and the aged. Literacy Action equips children and adults with skills to cope with employment. The National Association of Retired Persons helps older citizens cope with lives on limited incomes in deteriorating neighborhoods. Churches designate their benevolences to ex-offender shelters and alternative schools. Rape crisis centers teach prevention while at the same time facilitate the increase of prosecution rates of offenders.

Crime prevention in the Criminal Justice System is a high priority. Progressive superior court and juvenile court judges and staffs realize the danger of improper sentencing; the usefulness of probation in properly identified cases, and the benefits of pretrial release programs. Diversion of juveniles from incarceration, by the increasing use of home detention, group and attention homes, indicate the sure commitment of juvenile court systems to crime prevention by working with youngsters outside of prison and juvenile detention walls.

The Atlanta Region has 50 law enforcement agencies of which 22 use some method of community education in the prevention of crime. The following chart gives a general picture of the involved agencies and what methods of crime prevention they use.

The Atlanta Bureau of Police Services has received \$3,656,000

EXISTING CRIME PREVENTION PROGRAMS
IN THE ATLANTA REGION, MARCH, 1977

AGENCY	Neighbor- hood Watch	Operation ID	Security Inspections	Security Ordinances	Media Publicity	Other Services - Speeches
Clayton County Police	X	X	X		X	X
Forest Park Police		X	X			X
Morrow Police (combined with County)		X				
Cobb County Police	X	X	X	X*	X	X
Kennesaw Police		X				X
Marietta		X	X	X*	X	X
Smyra		X	X		X	X
DeKalb County Police		X	X*		X	X
Chamblee Police		X				
Clarkston Police		X	X		X	X
Doraville Police		X			X	X
Decatur Police		X	X		X	X
Lithonia Police		X	X		X	X
Fulton County Police	X	X	X		X	X
Alpharetta Police		X	X*			
Atlanta BPS	X	X	X		X	X
East Point Police		X	X		X	X
Hapeville Police		X	X		X	
Roswell Police	X	X	X*		X	X
Gwinnett County Sheriff	X	X	X		X	X
Snellville Police		X			X	X

*Notes: Cobb/Marietta - Draft. DeKalb - Homes.
Alpharetta - On Request. Hapeville - At Random.
Roswell - Business.

from the Law Enforcement Assistance Administrations, under the Department of Justice since 1974 to implement and continue a vast Target Hardening-Opportunity Reduction (THOR) Program. The large number of television and radio advertisements along with the billboards made THOR and its meaning known far beyond Atlanta's city limits. It was the primary impetus of Atlanta's THOR program which motivated other agencies to initiate similar projects to prevent crime.

The private sector participates willingly in this effort. Banks stuff crime prevention pamphlets into thousands of monthly statements. Grocery chains stamp slogans on their bags. Shopping centers sponsor crime prevention-citizen education fairs. Hardware stores donate free sporting goods to youngsters who engrave and register their bicycles. Southern Bell and Georgia Power instruct their lineman and other route staff to assist police in tracing escaping and stolen vehicles, watching for strange behavior, and reporting any unusual happenings in otherwise quiet areas.

Many public groups are involved to a great extent. Parent/Teacher Associations sponsor Block Parent and Neighborhood Watch programs, the National Association of Retired Persons and the National Association of Retired Teachers support education of the elderly in crime prevention methods. As mentioned earlier, some schools teach law and crime prevention

courses. Even specialized groups such as citizen band radio owners combine efforts to reduce personal loss of equipment. They also aid law enforcement agencies on many occasions in spotting stolen cars and reporting other violations of the law.

Does crime prevention work? Gerald Caplan, Director of the National Institute of Law Enforcement and Criminal Justice, says there is "...some evidence to document that individuals who follow (security) survey recommendations proved less likely to be victimized by burglary." Several police officials endorse crime prevention also, with the primary reservation that while they feel it is unfair to blame police when crime rises, it is also unfair to give police all of the credit when crime rates decrease. Robert Hightower, Director, Cobb County Department of Public Safety, feels that his crime prevention program deserves some of the credit for the stability of the crime rate in his jurisdiction in the face of tremendous population and industrial growth.

Interviews with professional burglars indicate that proper locks and marked valuables are deterrents. Burglars want to move quickly. Buildings which are time consuming to open are too risky. Marked goods are difficult to "fence." Even the simplest of precautions such as discontinuing milk and newspaper service while on vacation can deter a burglar.

Rules of thumb which are obvious to some people are evidently

not known to many. People "flash" money on the street, inviting the pickpocket. They accept rides and help from total strangers. Children are not taught simple rules of safety regarding strangers. Families leave for two weeks in Florida with no lights timed to come on at dark, mail piling up in the doorway, and all the shades pulled tight. Hundreds of cars in various shopping centers are left unlocked daily. Good crime prevention programs can prevent many of these potential crime situations from occurring.

Recommendations:

1. All law enforcement agencies in the Atlanta Region should establish crime prevention programs to ensure public education and public cooperation with particular emphasis on the parent's role in crime prevention.
2. The provision of recreation for youth, especially in high density areas.
3. The provision of employment opportunities.
4. Improved educational opportunities; in particular the expansion of remedial and vocational education.
5. The provision of teacher training in crime prevention-education programs.

6. Church involvement through its valuable resources: buildings, recreational and moral education and volunteer manpower for change and improvement advocacy as well as for direct services.
7. Implementation by the Georgia Sheriff's Association, the Georgia Association of Chiefs of Police, and the Georgia Bureau of Investigation of the most proven and sophisticated methods to discourage and prevent shoplifting and employee theft.
8. Statewide implementation by the Georgia Bureau of Investigation of a strong anti-motor vehicle theft campaign combining education and prevention.
9. Expansion of the youth service bureau concept throughout the region for juvenile diversion.
10. Establishment of a comprehensive system of alcohol abuse centers.
11. Drug abuse center establishment and drug abuse education.
12. Insurance agencies as an incentive should reduce rates for businesses and home owners who comply with security standards established by law enforcement agencies.

JUVENILE JUSTICE

By virtually every reasonable measure, juvenile delinquency has emerged as a major contemporary social problem. Young Americans are being charged with crimes at a staggering rate. For the years 1960 through 1974, the number of arrests of persons under 18 years of age increased by 138%; arrests of adults in the same period increased 16%. Overall, more crime is committed by children under 15 than by adults over 25.

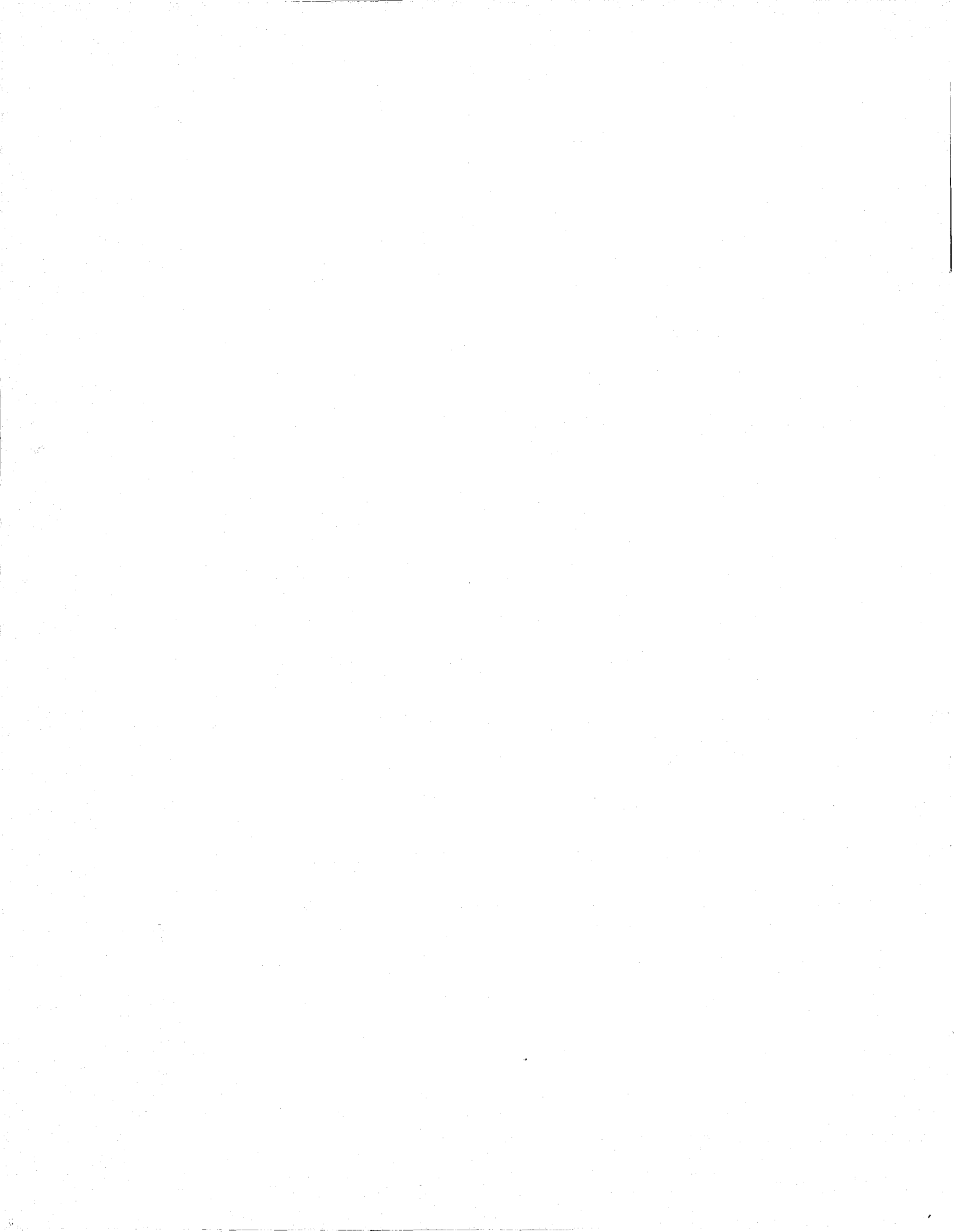
The governmental authority most directly responsible for confronting this problem is the juvenile court. Found in every state in the nation, the juvenile court is composed of judges, probation officers, child care personnel, and many others. It is these individuals who are most directly responsible for attempts to "correct" delinquent behavior.

Historically, the juvenile court has had two primary alternatives for coping with the adjudicated delinquent. The child could be permitted to remain in the community under the supervision of a probation officer or the child could be removed from his home and community and placed in a training school. These two functions, probation--supervision and commitment to an institution remain the primary resources available to the juvenile court judge.

However, in recent years we have witnessed increased concern over the effectiveness, and possible long-term detrimental effects, of these practices. These issues include, but are not limited to, the following:

- the contested capability of training schools to rehabilitate troubled youngsters
- the plight of the status offender
- those children charged with non-criminal behavior such as unruliness, ungovernability, etc. and their confinement in adult jails and in juvenile facilities with youngsters adjudicated for serious delinquent behavior

As a result of the various concerns, considerable emphasis has been directed at the way in which juvenile courts handle delinquent and unruly children. Some reformers, many of whom ascribe to a form of "labeling theory," maintain that simply by processing a child through the juvenile justice system, we are, in fact, reinforcing that person's delinquent behavior. As a result, more children should be diverted from the juvenile justice system. In addition, efforts have been made specifically with reference to status offenders to remove these children from the jurisdiction of the juvenile court.



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1 OF 3

Increased concern over the handling of delinquent and unruly conduct has been evident, not only at the local level, but also, within the Federal government. For example, in 1972 Congress undertook an investigation of the overall problem of juvenile delinquency. Congress determined that a number of problems existed including: understaffed juvenile court systems, inadequate foster care and shelter care facilities, and a lack of specialized treatment facilities. Finally, although a number of programs existed at the federal level, there was little or no coordination.

In order to provide direction and impetus to local systems, Congress enacted the "Juvenile Justice and Delinquency Prevention Act of 1974" (JJDP). Basically the Act provides for:

- A. Grants to states for innovative juvenile justice programs.
- B. Technical assistance to governmental and other agencies.
- C. Research and evaluation of juvenile delinquency projects and programs.
- D. Coordination of federal juvenile justice programs.

In order to apply for JJDP funds, states must meet certain requirements. First, states requesting funds must certify that juveniles awaiting trial will not be held in facilities where they have regular contact with adults. In addition, states receiving monies must ensure that, within two years, status offenders will no longer be placed in juvenile detention or correctional facilities.

The problem remains, however, that many children because of unique problems cannot be assisted without the direct intervention of the juvenile court. At the same time removal from the home may be unwarranted. All too often in these cases, the necessary resources are not available.

The Atlanta Regional Commission has adopted the following goal:

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.

In order to achieve this goal, the following recommendations are made:

1. Expand the use of probation and community treatment of juveniles.
2. Develop community resources based on the needs of those who live there.
3. Expand mental health, educational and occupational programs.

LOCAL JAIL STANDARDS

The Atlanta Regional Commission has established the improvement of local jails as one of the primary objectives of the 1976 multi-year Criminal Justice Plan. The various city and county jails within the Atlanta Region are generally in better condition than the statewide average, but a substantial proportion still do not meet all of the conditions established by the Minimum Jail Standards Act (Ga. Code Annotated Section 77-801) and relevant state regulations.

The local jail is one of the most complex and least understood institutions of the criminal justice system. They range in size from a single cell in a small municipal police department to a multi-level institution containing hundreds of inmates. The clientele may range from a public drunk being held for a few hours to a convicted murderer who may remain for years awaiting disposition of all appeals. The history of politics in jail management and low priority in governmental budgeting have enhanced the complexities of the situation. The local jail has rarely been the subject of intensive evaluation or planning for the future.

The United States Department of Justice has defined a jail as any individual facility operated by a unit of local government for the detention or correction of adults suspected or convicted of committing a crime. In Georgia

there are over 300 local jails. The development of operational standards which would be applicable to all local facilities has been a difficult process.

As early as 1811, the Georgia General Assembly enacted legislation designed to protect inmates from abuse or mistreatment. Under this law, the Sheriff was designated as the authority over county jails and was made liable for civil action for failure to furnish "medical aid, heat and blankets" at county expense. Sheriffs were further mandated to transport prisoners to another county if the jail should become unsafe. In 1935, Kendrick v. Adamson (51 Ga. App. 402) reaffirmed the responsibility of the Sheriff in stating:

A Sheriff owes a prisoner placed in his custody a duty to keep the prisoner safely and free from harm, to render him medical aid when necessary, to treat him humanely and to refrain from oppressing him . . . Where the Sheriff fails in the performance of his duty to the prisoner and the latter suffers injury or meets his death as a result of such failure, the Sheriff . . . would be liable.

Actual standards for the physical aspects of jails were adopted in 1947 in the Georgia Building Safety Law and the Georgia Safety Fire Commissioner Act of 1949. The Comptroller General was empowered to adopt necessary rules and regulations governing facilities such as jails. This resulted in the Life Safety Code of 1967. This code was

determined to be inadequate for the complexities of jail operations since it was developed for a wide variety of facilities other than jails. After two years of study by the Georgia General Assembly, in 1973 the Georgia Minimum Jail Standards Act was passed. This act contained the following provisions:

1. A full-time jailer must be on duty at all times while a person is being incarcerated in the jail.
2. The officer in charge of the jail must have it inspected semi-annually by an officer from the State Fire Marshal's Office.
3. There must be two separate sets of keys for all locks in the jail, one of which must be kept for use in emergencies. Locks and other security equipment must be checked regularly and kept in good working order.
4. All aspects of housing, sanitation, food preparation and food service and other operations of a detention facility shall conform to the applicable standards of the Department of Human Resources.
5. All inmates shall be given at least two "substantial and wholesome" meals daily.
6. Sanitation inspections must be made at least once a month by an officer designated by the Commissioner of Human Resources. (This was amended in 1977 to provide for quarterly inspections.)
7. Each inmate must be observed daily by the officer in charge of the jail, or his designee, to insure that the inmate has received no serious injury, wound or illness. A physician must be called immediately in the event of serious injury or illness to an inmate.
8. Any person violating the Act shall be guilty of and upon conviction, shall be punished for a misdemeanor.

As authorized by the Act, the Georgia Board of Human Resources on September 19, 1973, approved "Detention Facility Health and Sanitation Standards." These standards had been developed by an advisory committee composed of local government officials, experts in health and sanitation and representatives of the State Fire Marshal and Department of Offender Rehabilitation. Since these standards were developed as a result of legislative action the Board of Human Resources was not required to enact the standards in accordance with the provisions of the Georgia Administrative Procedures Act. These standards, therefore, are difficult to enforce due to the failure of the General Assembly to provide definite procedures in the original act.

Although state agencies had been authorized to inspect local jails since 1919, the passage of the minimum standards act marked the first time that a state agency was empowered to set specific health and sanitation criteria to be met. Under present inspection procedures, a score of 100 is needed to meet the DHR standards. Of the 309 jails listed in the October-December, "1976 Jail Evaluation Reports," only 43 jails (14%) met the minimum criteria. Thirteen (34%) of the 38 jails in the Atlanta Region are in compliance with the minimum health and sanitation standards.

Although the DHR has enforcement authority over the health and sanitation regulations, no other body has been granted authority to enforce the other provisions of the act. The only "enforcement" has been through civil litigation initiated by individuals.

Failure to meet minimum standards, thereby depriving prisoners of their constitutional rights, can result in prisoners seeking civil action against the governing authority or individual Sheriffs and jail administrators. The historical doctrine of sovereign immunity has been eroded through recent court decisions. One local decision, Winston v. City of Austell (123 Ga. App. 183 (1971)), resulted in a \$10,000 damage settlement being paid to the estate of a prisoner who died in a jail fire.

The lack of financial resources to maintain minimum standards has been consistently rejected by the courts as an excuse for non-compliance. In 1971 a federal court in Arkansas emphasized this principle. Although referring to the State, this ruling affects city and county governments as well. It stated in part:

Inadequate resources can never be adequate justification for the State's depriving any person of his constitutional rights. If the State cannot obtain the resources to detain persons in accordance with minimum constitutional standards, then the State will not be permitted to detain such persons. Hamilton v. Lowe, 328 F. Supp. 1882, 1194 (E.D. Ark. 1971).

The intent of these court decisions and state regulations is the protection of incarcerated citizens, not the punishment of local officials. Many reasons have been given for the non-enforcement of state standards. Only 158 (51%) of the local jails in Georgia have met minimum fire safety standards and have been issued the "Certificate For Occupancy." State officials are unable to initiate action against individuals or governments since the state Attorney General has not made a decision on the state's authority to take such action. Other actions such as impositions of injunctions or writs of mandamus are considered too limited for general applicability in enforcement of jail standards.

Individuals and civil rights groups have sought redress through the federal courts. Suits may be filed against city and county officials under the Civil Rights Act where it can be shown that substandard jail conditions constitute punishment without due process of law. This was reaffirmed in a recent local decision:

Although the State may lawfully deprive plaintiffs of their freedom to insure their presence at trial, it may not subject them to other deprivations . . . without in effect imposing punishment prior to conviction. Hodge v. Dodd, Civil Case No. 16171 (N.D. Ga. 1974).

The federal courts have intervened in the operations of several local jails in Georgia. Two of these, DeKalb and

Gwinnett county jails, were in effect forced to construct new facilities.

In October, 1976, the Atlanta Regional Commission adopted as part of its multi-year criminal justice plan, an objective stating that by 1980 all local jails within the region should be in compliance with the Minimum Jail Standards Act. This, however, was made dependent on availability of adequate funds to make improvements. It is recognized by all parties concerned that improvements need to be made. The problem is financing the improvements.

Responsibility for funding jail operations will remain a function of local governments as long as those governments wish to maintain authority over the jails. The public has defeated most bond issues and has prevented increases in local taxes to finance new construction or major renovations of jails. This reluctance and apathy by the public can only be overcome through education. State and federal authorities can threaten to close local jails or fine city and county governments, but real improvements cannot be made until the citizenry is willing to bear the cost. There are several actions that can be taken to assist local governments in fulfilling their statutory responsibilities for detention of pre- and post-conviction prisoners without infringing on their constitutional rights.

RECOMMENDATIONS

1. Officials of local governments which operate local jails should use every opportunity to acquaint the general public with the problems associated with jail operations.

2. By 1979, comprehensive presentence services programs that include pretrial release and diversion should be available in each county in the Atlanta Region.
(Objective 2.303, Criminal Justice in the Atlanta Region - A Plan for Action.)

3. By 1980, all persons indicted within the Atlanta Region should be ensured of trial within 90 days of indictment subject to improvements in courts organization, prosecution, and indigent defense. (Objective 2.204, Criminal Justice in the Atlanta Region - A Plan for Action.)

4. Continue to explore the possibilities of supplemental funding through the Law Enforcement Assistance Administration and the 1977 Public Works Act.

5. Encourage the Department of Offender Rehabilitation to avoid delay in transferring post-conviction offenders to state facilities.

MENTAL HEALTH AND CRIME

Proverty, unemployment, poor housing and overcrowded conditions place individuals under stress. High rates of divorce, absenteeism, arrest for drug or alcohol abuse are broad indicators of community health. According to federal crime statistics for 1975, Georgia had the third highest murder rate of any of the 50 states. Among the 225 metropolitan areas in the U.S., Atlanta ranked 27th highest. Within the seven-county Atlanta Region homicide ranks as the fifth leading cause of death with a rate of 22.7 per 100,000. In each of the seven counties homicide falls in the ten leading causes of death.

The North Central Georgia Health Systems Agency, Inc. has developed its Annual Implementation Plan (July, 1977) for its service area which includes the seven-county Atlanta Region. This plan addresses Mental Health goals and objectives and makes several recommendations concerning issues which affect the criminal justice system. These include evaluation/service programs for mentally ill/retarded offenders, implementation of the Uniform Alcoholism Treatment and Intoxication Act, drug addiction, status offenders, and suicide.

The Atlanta Regional Commission Mental Health Position Paper (March, 1976) includes an extensive presentation of

resources available for the treatment of persons addicted or habituated to alcohol or other drugs and gives a general overview of the mental health needs and services in the Atlanta Region. For information on general health characteristics in the Atlanta Region, reference is made to the Atlanta Regional Commission's Comprehensive Health Plan (April, 1975).

Training For Criminal Justice Personnel

Basically the problems presented to the criminal justice system by persons who are mentally ill or retarded can be divided into three groups: (1) problems with identification--how to recognize the mentally ill or retarded; (2) problems of management--how to ensure fair and equal treatment to the mentally ill or retarded offender; and (3) problems of programming--how to provide the services necessary for the mentally ill or retarded.¹

Probably the most crucial of these problems is the first one--identification. In order to adequately deal with the mentally ill or retarded offender, his specialized needs must be recognized as soon as possible, preferably upon his initial contact with the system. Since this initial contact is usually with a law enforcement agency, police personnel should receive concentrated training designed to facilitate identification.

Problems of management and programming are shared by all aspects of the criminal justice system. If a police department receives a complaint call about someone who is acting "strange," the officers dispatched to the scene should be able to distinguish if the person exhibits symptoms of intoxication, drug abuse or mental disorientation and they should be familiar with the proper way to deal with each. Police, courts, and corrections should have appropriate community resources available to them so that mentally ill or retarded offenders can be diverted from the criminal justice system.

According to the Education Coordinator for the Georgia Judicial Council, there is presently no specialized training available to courts personnel in the area of management of or programming for the mentally ill or retarded offender. The Georgia Department of Offender Rehabilitation offers no specialized training for its probation and correctional personnel in management of or programming for mentally ill or retarded offenders.

The Georgia Peace Officer Standards and Training Council (POST) is the state agency responsible for administering minimum employment and training standards for all law enforcement officers in Georgia. POST has offered a 4-hour course on mental illness and retardation to law enforcement officers through the fifteen police training academies.

This course was designed to give officers "...an understanding of the nature of mental illness and retardation so that (they would) be better able to select appropriate action when confronted with situations involving such persons."²

The 1975 Mentally Retarded Offender Act mandated that all law enforcement officers should have at least four hours training in mental retardation. As a result of this act, POST redesigned its course and distributed the new instructional materials in time for the course to begin January, 1977. The new course provides the required four hours in mental retardation, but reduced the mental illness course to two hours.

Recommendations

The Atlanta Regional Commission's multi-year criminal justice plan, Criminal Justice in the Atlanta Region - A Plan for Action, included several recommendations related to the area of mental health and crime. These, as well as additional recommendations, are presented below:

1. In order to facilitate the process of police referral of mentally ill or retarded persons to appropriate community resources, local resource directories of mental health facilities and services should be

provided to and used by each criminal justice agency within the Atlanta Region.

2. A coordinated relationship should be developed between criminal justice personnel and mental health personnel within each community so that better treatment can be afforded the mentally disturbed offender.
3. Local mental health professionals should assist law enforcement agencies by providing in-service type instruction and being available to provide necessary information and assistance when required in individual situations.
4. The Georgia Peace Officer Standards and Training Council should increase its current level of instruction in mental illness from two hours to four hours.
5. Mentally ill and mentally retarded offenders should be diverted from incarceration in local jails through the development of adult presentence diversion programs.
6. By 1980, each judicial circuit within the Atlanta Region should have available to it a diagnostic and evaluation center to assist the sentencing judge in determining appropriate alternatives in sentencing.

FOOTNOTES

¹A Five Year Plan for the Mentally Retarded Public Offender in Georgia, Georgia Department of Offender Rehabilitation, December, 1976.

²A Program of Instruction for the State of Georgia Basic Law Enforcement Training Course, Georgia Peace Officer Standards and Training Council, undated.

PRIVATE SECURITY INDUSTRY

According to the 1976 multiyear criminal justice plan, Criminal Justice in the Atlanta Region - A Plan for Action, there are 1.96 sworn police officers per 1,000 population in the seven-county Atlanta Region. A 1971 Rand Corporation study indicated that there were 300,000 private security personnel involved in a 3.3 billion dollar business nationwide. Obviously, there is a demand for increased security above that which the governmental law enforcement agencies can provide. The private security industry can and should be a complement and an asset to regular governmental law enforcement. However, the Rand Corporation study entitled "Private Police in the United States: Finding Some Recommendations" pointed out a disparity of opinion. One view sees private security as an effective complement of law enforcement by providing services in areas and situations where governmental law enforcement is ineffective or absent. The other view is that private security provides ineffective services by using untrained, low quality personnel who pose a danger to the public by abusing their limited powers. The question then becomes what is the extent of the private security business in the Atlanta Region and what controls can ensure the maximum effectiveness of this industry?

Objective 2.110 of the Goals, Objectives and Standards as adopted by the Atlanta Regional Commission in August, 1976, states:

Private Security Vehicles and Uniforms

Those persons representing the citizens of the Atlanta Region in the Georgia General Assembly should 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 agencies. This action should be initiated in the next session of the General Assembly.

This does not address the problems as critics view them. In fact, this particular issue is covered under the rules provided by the Private Detective and Private Securities Board. Critics claim that the limited research in the area shows that generally private security personnel are older, less educated, lower paid and have less training and experience than the regular police. In addition, problems dealing with the excessive use of force, false arrest and imprisonment, illegal search and seizure, impersonation of a police officer, trespassing, invasion of privacy, and dishonesty continually arise.

In Georgia, the private security industry is regulated by Georgia Code Annotated 84-65 entitled the Private Detective and Private Security Agencies Act. It is administered by a seven member board appointed by the governor with a staff of 16 investigators who are shared by thirty-nine other boards. The board has a responsibility of determining qualifications of applicants for license or registration, investigating violations of the act and promulgating rules and regulations necessary to carry out the provisions of the act.

Currently 10,991 persons are licensed guards and detectives with an additional 5,000 inactive (did not renew their license). Two hundred and twenty-two private agencies are licensed businesses (contract agencies) with an additional 129 businesses (proprietary agencies) certified to retain their own security personnel. Over 70 private security businesses are located in the Atlanta Region. There are no easily accessible records kept on the agencies' sizes or numbers of employees. It is estimated that 75% of all the private security business in Georgia is done in the Atlanta Region. However, there are no reliable records to verify this figure. Available records do show that Atlanta Tech trained over 1,350 guards and 120 private detectives in 1976. DeKalb County Tech trained an additional 50 private detectives.

Training is generally inadequate for the work required. Armed security guards are required to have only 8 hours of classroom instruction, while armed private detectives must have only 68 hours under state law. By contrast, the law requires that regular police pass a 240 hour course. In addition, potential private guards and detectives only have to be present during the training to be eligible for certification. They have no test or standards to meet other than scoring 60 on the firing range. Of the two schools conducting training in the Atlanta Region, only one has been monitored in the last three years to assure that required training is being given.

Armored car guards must obtain a permit to carry a gun, but are not specifically included in the act nor are unarmed dog handlers. High school education is not required for employment as a private security guard.

Private detectives and guards are probably encouraged to engage in illegal searches because of two Supreme Court decisions which make the exclusionary rule only applicable to government agencies (Bourdeau v. McDowell, 265 US 465, 1921; Fackler v. Fackler, 203 N.E. 2d 481, 1964). Although Ga. Code A4-65 says that illegal searches could result in revocation or suspension of licenses, records show no such action in 1976.

Little coordination is found in the Atlanta Region between the private security business and law enforcement. In fact, a number of law enforcement agencies actually discourage private security work in their areas. METROPOL is a group in the Atlanta Region which meets on a monthly basis and has proprietary security leaders as members of the body which also includes chief executives of law enforcement agencies. However, no representatives of the contract security guard business are members of this group.

RECOMMENDATIONS

1. Peace Officers Standards and Training (POST) should monitor classes and all training given to private security guards and private detectives. Specific standards and tests should be devised which these individuals must pass in order to be certified. POST should do this activity because of their expertise in law enforcement training.
2. Armored car guards and dog handlers should be specifically included in Ga. Code 84-65.
3. Revocation or suspension of licenses should be automatic upon any proven misconduct by security guards, such as illegal entering.

VICTIMLESS CRIME

The City of Atlanta 1977 Criminal Justice Plan addressed the issue of "Victimless Crime" with the following pertinent recommendations:

1. Adultery, fornication, and sodomy should be legalized.
2. The distribution of obscene pornography to adults should be decriminalized.
3. Gambling should be decriminalized, with appropriate regulations at the option of local governments.
4. The Criminal Justice Coordinating Council referred the recommendation concerning decriminalization of prostitution back to the Crime Analysis Team for further study.

As the Atlanta Crime Analysis Team observed, the term "Victimless Crime" is open to considerable debate and the appropriateness of the term is questionable. However, to avoid philosophical debate and in the interest of standardization of terms, the following activities will be considered in this paper: pornography, sodomy, gambling, and prostitution.

The Crime Analysis Team estimated that the City of Atlanta and Fulton County alone spent over \$1,992,931 in the investigation, prosecution, and incarceration of perpetrators of "Victimless Crimes." It was estimated that \$869,000 was expended by the Bureau of Police Services alone. If the same proportion of funds was spent by each law enforcement agency in the region, over \$1.7 million would be spent by law enforcement alone and approximately \$3.9 million overall.

Although statistics are not available for the entire seven county area, the City of Atlanta shows the following arrests for "Victimless Crimes" from 1971 to 1975:

	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
"Victimless Crimes"	6,391	6,013	5,189	6,874	6,589
Total Cases	40,070	38,807	40,169	45,704	40,181
Percent "Victimless"	15.9	15.5	12.9	15.0	14.3

Many feel that "Victimless Crimes" should be either legalized or decriminalized for the following reasons:

1. Treating "Victimless Crimes" unnecessarily ties up criminal justice resources that could be directed toward more serious problems.
2. Treating these activities restricts the choices of the general public, punishing some people and not others for their commercial and leisure pursuit.
3. Society is changing to a more permissive tone, which condones most "Victimless Crimes."
4. Harmful side effects arise as police become corrupted by profiteers in "Victimless Crimes" through bribes, organized crime controls the "Victimless Crime" trade, and innocent juveniles receive records for minor offenses.
5. "Victimless Crimes" are unenforceable and the true clearance rate is very low.
6. Laws should not attempt to regulate moral conduct.
7. Enforcement of laws against "Victimless Crimes" increases governmental censorship and restricts the individual's freedom of expression.
8. "Victimless Crimes" do not directly harm anyone, only the direct participants.
9. Decriminalization of certain crimes will have no impact on other crimes.

Other points are made by those who support legalization or decriminalization of "Victimless Crimes". However, there is another side which has raised many concerns.

Although criminal sanctions are not necessarily appropriate to every effort at social control, criminal law as we know it is based upon moral principle. In a number of crimes its function is simply to enforce a moral principle and nothing else. Social control introduces order in society and the element of predictability. Criminal law is simply a formal means of social control that involves the use of written laws and rules that are interpreted and enforced by the courts. The laws of the United States have a basis in English common law and the basic Puritan-Christian ethic. It is on these principles that most "Victimless Crimes" were established. However, it must be remembered that the United States was founded on the basis that unjust laws can and should be changed and that there are established procedures for doing this. If the values of the majority become the values of a minority, the law will change.

It is widely argued that laws against "Victimless Crimes" are not enforceable and are expensive to the local government. However, clearance rates against certain other crimes such as burglary are also low. The difficulty enforcing law is not a basis for discontinuance. Laws do have an important function in the socialization process. Simply by being on the books, laws inform younger members of the

society that it is "wrong" to engage in certain activities.

Many people do not engage in any "Victimless Crime" activity simply because it is against the law.

Certain areas have legalized certain "Victimless Crimes." In certain sections of Nevada both prostitution and gambling are legal. Nevada has the second highest crime rate in the nation according to FBI reports. Its rate of 8152.9 crimes per 100,000 persons, which is just below the 8341.5 of Arizona, far surpasses such states as New York, 5635.7; California, 7294.6; Illinois, 5382; and 27th ranked Georgia with 4625.9 crimes per 100,000. Although it is very difficult to establish a cause-effect relationship between crime rates and legalization of gambling and prostitution, a number of leading sociologists argue that other criminals tend to go to areas which have the large number of prostitutes and gamblers. In 1975 Las Vegas, Nevada, had the highest crime rate in the nation. Following is a comparison between the Las Vegas SMSA and the Atlanta SMSA:

Comparison of Crime Rates per 100,000 population*
for Las Vegas and Atlanta SMSA's for 1975

Crimes	Las Vegas (317,370 SMSA Population)	Atlanta (1,793,840 SMSA Population)
Violent Crime: Index	3,138	11,632
Rate**	988.8	658.0
Murder: Index	50	276
Rate**	15.8	15.7
Robbery: Index	1,481	5,135
Rate**	466.6	289.5
Assault: Index	1,400	5,478
Rate**	441.1	310.6
Rape: Index	207	743
Rate**	65.2	42.2
Property Crime: Index	29,508	97,153
Rate**	9,297.7	5,567.3
Burglary: Index	10,534	36,330
Rate**	3,319.2	2,081.5
Larceny: Index	16,798	5,213
Rate**	5,292.9	2,987.0
Auto Theft: Index	2,176	8,710
Rate**	685.6	498.8
TOTAL: Index	32,646	108,785
Rate**	10,286.4	6,225.2

*Rates per 100,000 were used to be consistent with standard crime reporting data

**Rates were calculated based on estimated index rather than actual occurrence

Source: Crime in U.S. (1976), FBI

Although the Atlanta SMSA total crime statistics are higher, this is because of the much larger population. If the Las Vegas crime rates were applied to the Atlanta population it would show a 69.62% increase over the crime which currently occurs. No statistics are available for comparing the cost of the Criminal Justice System for the two cities or the per capita expenditures. However, the City of Las Vegas with a much smaller population employs 1,095 police officers compared with Atlanta which has 1,868 officers on the payroll.

Finally, the cost of administering a system which has decriminalized such laws as gambling and prostitution has not been studied. For these reasons the following recommendations are made:

1. A thorough cost-benefit analysis should be undertaken to determine the current cost to the Criminal Justice System and to local governments for the enforcing of current "Victimless Crime" laws. These costs should be compared to the cost of administering a system which only had to regulate certain aspects of these activities.
2. Before legalizing or decriminalizing any "Victimless Crime" in any municipality in the Atlanta Region, the impact on contiguous

jurisdictions should be analyzed. If there would be any major negative impact on any jurisdiction, it should require approval by that jurisdiction also before any major changes in state law would occur.

3. It is recommended that no action be taken to decriminalize or legalize any "Victimless Crime" until 1980, by which time such studies should have been done. Such studies should also take into account the results of similar actions in places like Nevada and New Jersey.

4. Before the law is changed to decriminalize or legalize "Victimless Crimes" consideration should be given to holding a public referendum so that the general consensus regarding such action can be determined. In addition, there should be open public hearings and debates stating both the pros and the cons of legalizing or decriminalizing victimless crimes.

RESTITUTION

Within our contemporary criminal justice system a number of sanctions may be imposed upon the offender convicted of a crime. In many cases, particularly those involving serious crimes, the offending party is sentenced to a period of confinement in a penal institution. In other cases, the offender may be permitted to remain in the community under the supervision of a probation officer. Also restitution may be imposed either in addition to a period of confinement (in, for example, a community treatment center) or as a condition of probation.

Restitution is perhaps most easily defined as a form of reparation, usually monetary or symbolic (for example, some type of service) made by the offender to the victim of a crime. The victim may be an individual person or a collective body such as an organization, agency, etc. The following chart indicates the most common relationships:

Forms of Restitution

Offended Party	Monetary	Symbolic
Individual	Offender pays victim in monetary terms*	Offender may perform service, such as physical labor, for the victim
Collective Body	Offender pays money to the offended party	Offender provides a service to the collective body**

*Amount set by judicial authority or based on mutual agreement between offender and victim.

Note: Under the Federal Probation Act, an order of restitution is limited to actual damages or loss caused by the offense for which the person has been convicted.

**An Oregon Court, after having found a young girl guilty of recklessly causing a forest fire (the fire cost \$40,000 to extinguish) ordered her to accompany forestry officials on reforestation and reseeding projects, doing some of the work herself.²

Restitution should not be confused with victim compensation. Generally, restitution involves the payment of money or the provision of services by the offender to the victim of a crime. Victim compensation involves government reimbursement of the victim in much the same way as an insurance company awards a claim to an accident victim.

Restitution may be imposed in a number of ways. The following practices are the most common: (1) restitution may be used

as a form of pre-trial diversion whereby the police or the prosecutor will dismiss or otherwise decline to prosecute an individual who is willing to pay restitution; (2) restitution may be required by the court as a condition of a probated sentence; (3) restitution may be imposed as a part of community based correctional programs designed to serve as an alternative to imprisonment.

As a form of social sanction, restitution has been practiced for centuries. In fact, the concept appears to have its roots in primitive law. The use of restitution, however, began to wane long before the founding of the American Colonies. Gallaway notes that the de-emphasis on restitution may have come about, in part, with the "...state's superseding interest in the outcome of criminal proceedings."³ Recent years, however, have seen a renewed interest in the concept and practice of restitution.

One primary element in restitution transactions is the level of victim involvement. In some programs the victim and the offender meet directly to agree upon a restitution payment plan. In other programs, such as the restitution centers operated by the Georgia Department of Offender Rehabilitation, the center acts as a go-between in the payment of restitution. In this way, the victim and the offender do not have direct contact. Questions remain, however, regarding the possible desirable effects of offender/victim contact. Is it possible

to have the offender and victim engage in a dialogue that would be meaningful to both? If such a dialogue took place, might the offender better understand the plight of his victim? These questions should be the focal point of further inquiry.

In Georgia, Section 27-2711 of the Georgia Code empowers the court to determine the terms and conditions of probation. The same section of the code sets forth restitution as a permissible condition of probation. A person serving a probated sentence in the community may have to make payment to a probation officer or it may mean that the offender will pay restitution while incarcerated in one of the state's four restitution centers (in Atlanta, Rome, Albany and Macon). An offender assigned to one of these centers is required to maintain employment in the community, contributes to his maintenance in the center and makes restitution to the victim of his crime.

In Georgia, restitution is found in three general forms; in unofficial pre-trial diversion, as a condition of a probated sentence being served in the community, and through restitution centers. Although widely practiced, very little research has been performed to determine the extent of its use nor has any comprehensive effort been undertaken to determine the value of restitution as an element of a rehabilitation effort or as an alternative criminal sanction.

The Atlanta Regional Commission has endorsed the concept of community center alternatives to incarceration. Within this program area the ARC has adopted the following standard (2.305A):

By 1978, sentencing judges within the Atlanta Region should have the alternative of sentencing offenders to serve in restitution centers where they will pay restitution to the offended party as well as any fines that may be imposed.

To coincide with this activity the following actions are recommended:

- 1) Conduct a survey of public opinion regarding the use of restitution;
- 2) A study should be undertaken to determine the value of restitution as a component of the correctional process.

REFERENCES

¹"State Crime Commission Criminal Justice Standards and Goals Study, Position Paper: Alternatives to Incarceration," December 16, 1975, p. 6.

²Ibid, p. 7.

³Burt Gallaway, "The Use of Restitution" Crime and Delinquency (January, 1977), p. 57.

ELDERLY VICTIMIZATION STUDY

Introduction

This study was conducted during the spring, 1977, in response to several inquiries regarding the subject. Initially the Aging Division of the Atlanta Regional Commission requested any data available on elderly victimization. The most recent survey available, entitled "Victimization of the Elderly," was done in 1972 by the ARC under the Law Enforcement Assistance Administration Impact funding. It contained data on Atlanta and Fulton County only.

The Law Enforcement Assistance Administration's National Institute of Law Enforcement and Criminal Justice had also been requesting any recent information on elderly victimization in order to document need for possible funding. In addition, the Criminal Justice Planning Division of ARC believed that an update of the Atlanta-Fulton County survey with expansion to include the region was warranted.

There have been numerous recent publications mentioning either actual and/or perceived crimes against the elderly.¹ The National Association of Retired Teachers/American Association of Retired Persons has made available to the public a series of films and an accompanying script to

educate the elderly concerning self protection. Numerous crime prevention/community relations units of local and state police departments have implemented special courses and training for the elderly.

In July, 1975, the Federal Bureau of Investigation joined with four local police departments across the United States in an experiment in crime resistance. Four different types of crimes and victims were identified--one type to be combatted in each community. Wilmington, Delaware, was pinpointed as having a particularly severe problem with crimes against the elderly. The use of various crime resistance methods such as volunteer escorts to take the elderly shopping reduced elderly street crime by 23% during one three-month period and by 12% during the following quarter.

In summary, across the nation, from the local to the Federal level, there is an awareness of the need to emphasize crime prevention regarding the elderly.

Survey Definition

For the purpose of this survey the term "elderly" connotes those citizens over age 60. In light of the interest of the Aging Division of ARC in the project, it was decided to use the 26 nutrition sites throughout the seven counties to

administer the survey. These nutrition sites are used daily by some 1500 elderly citizens and provide a hot-noonday meal with various activities and supportive services.

The staff and related volunteers from each nutrition site were trained in the survey administration at three central locations. It was decided to give each site a month to administer the survey and to include as many different income and social groups of elderly as possible. Approximately 30 homebound elderly were included in the survey through the efforts of volunteers in the visiting homemaker service.

The survey itself was revised numerous times as opinions were received from the ARC Aging Planning Division, the ARC Data Systems Design Division and the various nutrition site staffs. The survey was based on a simple multiple choice format, typed in capital letters for easy reading and double spaced when possible.

The first 24 questions are predicated on facts, while the last four questions, 25-28, are perception questions based on feelings or emotions. The 1972 "Victimization of the Elderly" study done for Atlanta-Fulton County concluded that

there was no substantiated excessive victimization. The statistics indicated that those over age 65 (the population used in the 1972 study) comprised approximately 9% of the population and that, with the exception of larceny (15.6%), none of the elderly were victimized at an excessive rate (over 9%) for their percentage of the general population.

The 1977 survey hypothesized that the elderly population, i.e., those over age 60, are not victimized by crime more than the general population as a whole. A second hypothesis was that the elderly's perception of the existence of crime was much greater than the actual occurrence. Although this latter finding might tend to make one dismiss the fears of the aged as unsubstantiated, such fears can seriously impact their lifestyle, making them prisoners of their own volition in their own homes and apartments.

Victimization surveys are primarily designed to develop information not otherwise available through traditional sources such as police reporting forms. Other surveys have shown that approximately one-half of all crime is reported to the proper authorities. Therefore, if correctly administered and analyzed, victimization surveys can give a larger picture of actual criminal activity. However, such surveys are not without limitations since they cannot measure all criminal activity, nor can they guarantee that the victims

surveyed are aware of what really happened to them as well as when it occurred. Some might indicate they were robbed when actually a burglary was committed. The 12 crimes queried in this survey were separated in such a manner as to, hopefully, remove as much confusion as possible from the elderly person's thoughts concerning the crime committed against them.

This survey also placed boundaries on the time during which the surveyed crime occurred--the immediate previous calendar year. The victimization rate could then be interpreted to be an annual rate.

Crimes of which the victim is not aware cannot be surveyed such as buying or receiving stolen property, fraud, and many attempted crimes. Another category of crime which will rarely if ever appear in a victimization survey are those which may incriminate the person being surveyed. These crimes include gambling, swindles, and blackmail, pimping and prostitution, and drugs.²

Survey Findings

The 26 participating nutrition sites received approximately 1500 survey forms of which 900 were completed and returned. Of this 900, 865 were useable for key punching and programming purposes. This sample of 865 represents 0.48% of the total

elderly population over age 60 in the region (130,668). It is obvious from previous statements that the survey was not conducted in a random fashion. Therefore, conclusions made can only be in reference to those elderly who use region nutrition sites or the services provided by those sites.

County totals for each of the 28 questions were derived. Cross tabulations were calculated using the first six questions as independent variables and questions 8-28 as dependent variables. For the purpose of this paper a complete discussion of the county by county totals will be provided as well as information regarding the four "perception questions" cross tabulated to selected factors in the survey.

Age, race, and sex

Reference to the sample questionnaire attached to this explanation will aid the reader. Females comprised 75.7% of the 865 population surveyed, 22.7% were male, while 1.6% left this category blank. A further breakdown below indicates the males, females, black, white and other surveyed:

	<u>Male</u>	<u>Female</u>	
White	108	382	
Black	88	272	
Other, Oriental, Indian, Spanish speaking, etc.	<u>1</u>	<u>1</u>	
	197	655	13 blank

Regarding age, there was no significant difference or variation between the size of population in each age category participating in the survey. The following chart indicates males, females, totals, and percentage of total in each age group. The group aged 66-70 was 5.2% larger than the next largest group, 70-75. The two older groups aged 76-80 and 80 and over contained the smallest number of participants, 13.7% and 13.6% respectively.

<u>Age Group</u>	<u>Number of Males</u>	<u>Number of Females</u>	<u>Totals</u>	<u>Percent of Total</u>
60-65	46	142	188	22.2
66-70	50	186	236	27.9
70-75	41	151	192	22.7
76-80	31	85	116	13.7
80 and over	<u>29</u>	<u>86</u>	<u>115</u>	<u>13.6</u>
	197	650	847	100.1

The discrepancy in totals is explained if the reader remembers that every respondent did not answer every question. Therefore, totals for different questions will differ from one another.

Habitation

The majority of respondents live in private homes, 48.8%. Low rise apartments was checked by 12.6%; high rise apartments, 30.3%; hotel, .4%, rooming or boarding home, 1.5%; trailer or mobile home, 2.9%; condominium, .2%; and other, 3.3%.

Two hundred twenty seven or 27.6% indicated they lived in public housing.

The majority of respondents live alone, (55%), while 26% live with their spouse. Those living with a relative other than their spouse numbered 17% and those living with a non-relative totaled 2%.

This survey was intended to be region-wide, but only one survey form was returned from Clayton County. Due to time constraints, it was not possible to obtain additional data from this county at the end of the survey period. The number of people participating in the survey who indicated the county in which they lived are listed below.

<u>County</u>	<u>Number of Survey Participants</u>
Clayton	1
Cobb	71
DeKalb	202
Douglas	58
Fulton	317
Gwinnett	168
Rockdale	<u>41</u>
Total	858 responding to question 7

The three largest cities in the region were listed for indication as to residency. A total of 371 people live in one of these cities: Atlanta, 262; Decatur, 101; Marietta, 8. This indicates that 42.9% of the total number of elderly surveyed live in one of these urban areas.

Use of MARTA

Three questions were included to reveal use by the elderly of the MARTA (Metro Atlanta Rapid Transit Authority) bus system. It must be taken into account that this system serves only two of the seven counties in the region. Therefore, it is somewhat surprising that 333 or 42.5% of those answering point out that they do use the bus system.

Only 315 people indicated how often they used the system. Of this total 12.6% use it daily, 40.6% use it weekly, and 46.6% use it monthly.

Of those who indicated they do not use MARTA, 61.3% checked "MARTA does not serve my area." One percent thought MARTA cost too much, while 2.7% indicated they were afraid of crime on the bus or around the bus stops. Thirty-five percent did not answer this question.

Victimization

Question #12 asked if the respondents had been victimized in the past year. Eighty-one people answered "yes" and indicated 100 victimizations on this question. The following chart gives a description by county.

NUMBER OF ELDERLY PERSONS VICTIMIZED BY
 TYPES OF CRIME
 BY COUNTY, 1977

ATLANTA REGION

	Total # Respondents	Robbery	Armed Robbery	Rape	Assault	Burglary	Attempt Break-in	Items from Yard	Purse Snatch	Pick Pocket	Flim Flam	Theft of Mail	Consumer Fraud	Total
Clayton	1													
Cobb	71						2					1		3
Douglas	58	2				1	1	1						5
DeKalb	202				1	1	1	2	4	3	2	2	2	20
Rockdale	41											1	1	2
Fulton	317	10	5	1		8	8	4	4	3	1	7	7	58
Gwinnett	168	3				1		1		1			6	12
	858	17	5	1	1	11	12	8	8	7	3	11	16	100

These 81 victims comprise 9.36% of the survey sample.

The reader is reminded that the lack of crime in Clayton County, reflected in this table, is due to the lack of respondents from this county. The limited number of participants when spread across seven counties makes analysis of a county breakdown somewhat useless. Also, the use of 12 crime categories spreads 100 victims too thinly for good analysis. However, if the six traditional Part I crime categories are used, the survey portrays a more useful picture of crime against the elderly.

Robbery	22
Rape	1
Assault	1
Burglary	23
Larceny	<u>53</u>
Total	100

Questions 13-16 ask the participant to identify the criminal if possible. Of the 81 who were victimized 12% (10 people) knew or recognized the criminal. Thirty-nine people or 48% were able to indicate whether the criminal was alone (22%) or if two or more were involved (26%). Of the 81 victims, 39 also were able to identify the offender as a child (8%), teenager (23%), or an adult (69%). Forty-three victims were able to identify the offender as a male (79%), a female (12%), or if both sexes were involved in committing the offense (9%).

Fifty-eight victims could determine when the crime occurred: morning, 22%; afternoon, before dark, 55%; and after dark, 22%. Fifty-six people could indicate where the offense occurred:

In or around your home	-	44.6
At a friend's home	-	3.6
Hotel or motel	-	1.8
On sidewalk near home	-	12.5
In store or public building	-	10.7
On sidewalk near store or public building	-	16.1
In a park	-	1.8
Other	-	<u>8.9</u>
Total		100.0

Of the 81 victims 41% notified the police concerning the offense. Twenty-eight percent showed that they did not call the police, while 31% did not answer the question (#19). Of those who notified the police, 66% felt the officers handled their case well. Of those who did not feel so, half indicated it was because they did not get their property returned. The other respondents were split between the police not coming at all and the fact that the police did not solve the crime. One person was not satisfied with police response because it was felt they did not come quickly enough.

Of the 865 respondents covered in the study, 455 answered questions #22 and 39 or 4.5% of the total survey population revealed that they had been a victim of an additional crime (prior to this calendar year) since reaching age 60.

Crime Prevention Awareness

Questions 23 and 24 were included to measure the public education effectiveness of the various Crime Prevention/Community Relations Units within local police departments. Of the total survey population, 90% answered the question as to whether they were aware of the units and the services they offer. Of this 90%, 381 (49%) answered "yes" and 398 (51%) indicated that they had not heard of the units. Only in Fulton and DeKalb Counties did the number who knew about the units outweigh the number who did not. Both of these counties have large units within their jurisdictions. In Fulton, the City of Atlanta Bureau of Police Services has the oldest and most well known program entitled THOR. The DeKalb County Police Department has an organization of the same name located centrally in the county with a staff of eight.

(The listing below indicates the answers to question #23 by County:)

County Residents Who Indicated Knowledge
of Community Relations/Crime Prevention Units
Atlanta Region, 1977

<u>County</u>	<u>Yes</u>	<u>No</u>	<u>Did Not Answer Question</u>
Clayton	0	1	0
Cobb	20	34	17
DeKalb	125	74	4
Douglas	14	43	1
Fulton	169	114	37
Gwinnett	46	101	22
Rockdale	<u>7</u>	<u>31</u>	<u>3</u>
	381	398	84

In question #24 respondents were asked if they had ever asked a police department to conduct a security survey of their home. Of the 803 people who responded to the question 14% had done so. Of this 14% who answered "yes", 85% resided in either DeKalb or Fulton Counties. It must be remembered that the overwhelming number of those elderly surveyed also live in either of these two counties (60%) which would have a significant influence upon results of this nature.

Elderly Perceptions of the Danger of Crime

The final four questions were asked in an attempt to measure perception of crime rather than actual occurrence. Question 25 asks "Do you feel safe from crime in your home?" Of the males who answered, 78.9% felt safe in their homes as well as 81.9% of females, 83.5% of whites and 78% of blacks. The differences, here, are actually too minor to indicate any real significance. Those who live in public housing also feel as safe (82%) as those who do not (81%).

The next question, #26, asks "Do you feel safe from crime on your neighborhood streets?" There is a significant difference, here, contrasted from safety in the home of 80% for all categories. Of the men responding, 59.5% felt safe on neighborhood streets, as did 58.1% of the women, 62% of whites and 53.5% of blacks. This latter figure for blacks is 8.5% less than that of whites. It must be noted that 53% of the blacks participating in this survey live in the City of Atlanta, a highly urban area, while only 14% of whites participating in this survey live in Atlanta.

An important difference is evident between those who live in public housing and those who do not, regarding how safe they feel on neighborhood streets. Only 40% of those residing in

public housing feel safe contrasted with 65% who do not live in public housing. Those who feel safe on neighborhood streets are approximately 60% for all categories except blacks and those people in public housing.

The final two questions were asked to attempt to determine whether elderly felt relatively secure concerning their own safety from crime but saw the general category of elderly as vulnerable. Generally the respondents as a whole, in all groups; black, white, male, and female felt that older people were more likely to be victims of crime. Regarding the next question "Do you think you are more likely to be a victim of crime because of your age?" the percentages in all categories were still high and within six or seven points of their responses to the question concerning elderly as a group. The following table will illustrate these findings.

Perception Questions Regarding Crimes Against the Elderly

Atlanta Region, 1977

	Total% Yes	% Male Yes	% Female Yes	% White Yes	% Black Yes	% Public Housing Yes	% Not in Public Housing Yes
Do you feel safe from crime in your home?	81.2	78.9	81.9	83.5	78.0	82.0	81.0
Do you feel safe from crime on neighborhood streets?	56.9	59.5	58.1	62.0	53.5	40.0	65.0
Do you think older people are more likely to be a victim of crime?	81.9	76.7	83.4	86.6	75.2	71.8	83.3
Do you think <u>you</u> are more likely to be a victim of crime due to your age?	76.4	71.2	77.8	79.0	72.0	78.4	75.6

Conclusions

Although the survey was not conducted in a scientifically random fashion, its results are similar to those of the "Victimization of the Elderly" done in 1972. In the latter study it was explained that less than 10% of Atlanta's and Fulton County's populations were over 65 and that they were not victimized any more frequently than the population as a whole regarding the selected crimes surveyed. The 1977 study reveals similar findings: that the elderly population over age 60 comprises 10.9% of the region's population and that victimization reported in this survey totals 9.36% of the sample population covered.

These percentage rates for elderly victimization are comparable to those found in similar areas nationwide. Omaha, Nebraska, was the site of an International Association of Chiefs of Police demonstration project which found that while actual victimization was low, fear of crime severely restricted the elderly citizen's daily activities.³

Unfortunately, the ARC survey neglected to query if any of the victimizations required hospitalization. An elderly victimization survey conducted by LEAA and presented to the

House Select Committee on Aging indicated that about 12% of violent crimes perpetrated against the elderly required hospitalization.⁴ Whether this is true in the Atlanta Region cannot be determined. However, there is reason to believe that greater emotional trauma, if not physical trauma, can result from elderly victimization than to those of younger age groups.

The great majority of the aged live on fixed incomes, retirement, social security, other government support, and any loss of money or property can be a great burden to them. Emotional trauma can result also from poor health, precarious walking ability, and poor vision and hearing. Persons in such circumstances depend on others for much help in accomplishing daily routines: help in holding a door, catching the proper bus, reading small print materials. Any victimization would severely limit their trust in others.

The fear of crime is most debilitating to the elderly. In Omaha, as in Atlanta, while the aging felt safe in their homes and neighborhoods, they felt that their personal feelings about crime had hampered their movement. Those in Atlanta feel overwhelmingly that the elderly are more likely to be victimized by crime and only a little less so regarding themselves as members of this group.

In view of this latter perception, the elderly are possibly more inclined to restrict their activities to those occurring close to their residences. The reader must be reminded that this study was conducted using those elderly citizens as participants who use nutrition sites. Therefore, the study is dealing with a group who at least feels positive about getting out to these sites. Possibly, there are many elderly citizens who do not feel safe enough to venture anywhere, just as there are probably those who have little fear and go everywhere they are able.

Clearly, the fear of crime is much more prevalent in the Atlanta Region (76.4%) than the actual facts would indicate (9.36%). Public education specifically aimed at the aged can probably combat some of this fear. Victimization of the elderly might be higher if the elderly did not restrict their routines, for whatever reason. Due to their perception of crime as a real possibility, they may take more precautions than the average citizen. They accomplish many of their activities during daylight, travel in groups, and usually have a definite destination in mind when venturing out rather than loitering or sightseeing. Since it has been demonstrated that the elderly are easy prey, it is good that they are so cautious.

FOOTNOTES

- ¹"Perspective on Aging", May-June, 1975. A Publication of the National Council on the Aging, p. 16-25.
- The Atlanta Journal and Constitution, Sunday, March 6, 1977, "Living in Fear", p. 2-A.
- Baltimore City Crime Prevention Program for the Elderly, "Implementation and Evaluation Report," March, 1977.
- "Psychological Impact of Crime and Fear of Crime: The Elderly and Public Housing," Lawton, Nahemow, Yaffee & Feldman, June, 1975.
- Target, Newsletter of Innovative Projects Funded by the Law Enforcement Assistance Administration, December, 1976.
- ²Criminal Victimization in the United States, 1973, U.S. Department of Justice, Law Enforcement Assistance Administration, National Criminal Justice Information and Statistics Service, U. S. Govt. Printing Office.
- ³The Police Chief, the Professional Voice of Law Enforcement, "An Aid to Designing Prevention Programs," February, 1977, p. 27.
- ⁴The Police Chief "The Elderly and the Criminal Justice System," February, 1977, p. 40.



NUTRITION SITE _____

QUESTIONNAIRE

PLEASE ANSWER EACH QUESTION BY PUTTING A LETTER IN THE APPROPRIATE BOX.

1

1. SEX: A. MALE B. FEMALE

2

2. RACE:

- A. WHITE
- B. BLACK
- C. OTHER - ORIENTAL, INDIAN, SPANISH SPEAKING, ETC.

3

3. AGE: PUT APPROPRIATE LETTER IN BOX

- A. 60-65 YEARS
- B. 66-70
- C. 70-75
- D. 76-80
- E. 80 and OVER

4

4. DO YOU LIVE IN:

- A. PRIVATE HOME
- B. LOW-RISE APARTMENT (4 FLOORS OR LESS)
- C. HIGH-RISE APARTMENT (5 FLOORS OR MORE)
- D. HOTEL
- E. ROOMING OR BOARDING HOUSE
- F. TRAILER OR MOBILE HOME
- G. CONDOMINIUM
- H. OTHER

5

5. DO YOU LIVE IN PUBLIC HOUSING?

- A. YES
- B. NO

6

6. DO YOU:

- A. LIVE ALONE
- B. WITH HUSBAND OR WIFE
- C. WITH OTHER RELATIVE
- D. WITH NON-RELATIVE

7

7. WHICH COUNTY DO YOU LIVE IN?

- A. CLAYTON
- B. COBB
- C. DOUGLAS
- D. DEKALB
- E. ROCKDALE
- F. FULTON
- G. GWINNETT

8. PLEASE MARK BOX IF YOU LIVE IN THE CITY LIMITS OF
 A. ATLANTA B. DECATUR C. MARIETTA

9. DO YOU USE THE MARTA BUS SYSTEM? A. YES B. NO

10. IF YOU CHECKED "YES", DO YOU USE THE BUSES:
 A. DAILY B. WEEKLY C. MONTHLY

11. IF YOU DO NOT USE THE MARTA BUSES, IS IT BECAUSE:

- A. MARTA DOES NOT SERVE MY AREA
- B. IT COSTS TOO MUCH
- C. I AM AFRAID OF CRIME ON BUSES
- D. I AM AFRAID OF CRIME AT THE BUS STOP
- E. I AM AFRAID OF CRIME WALKING TO BUS STOP
- F. NONE OF THE ABOVE

12. HAVE YOU BEEN THE VICTIM OF A CRIME LISTED BELOW
 WITHIN THE PAST YEAR? (IF NO, SKIP TO QUESTION 23.)
 (MARK AS MANY AS NECESSARY TO ANSWER THIS QUESTION,
 READ ALL ANSWERS BEFORE MARKING BOX.)

A. ROBBERY (FORCED TAKING OF PROPERTY FROM PERSON,
 INCLUDES ATTEMPTS)

B. ARMED ROBBERY (USING ANY WEAPON, KNIFE, GUN,
 STICK, PIPE)

C. RAPE (ANY VIOLATION OF A FEMALE, INCLUDES ATTEMPTS)

D. ASSAULT - MUGGING (VERBALLY THREATENED OR PHYSICALLY
 ASSAULTED)

E. BURGLARY (YOUR RESIDENCE BROKEN INTO WHETHER THE
 PROPERTY WAS TAKEN OR NOT)

G. ATTEMPTED BREAK-IN (SIGNS OF DOORS OR WINDOWS
 TAMPERED WITH)

H. ITEMS TAKEN FROM YARD

I. PURSE SNATCHING (IF YOU CHECK THIS, DO NOT
 CHECK ROBBERY FOR THIS CRIME)

J. PICK-POCKET

K. FLIM-FLAM OR CON GAMES (TAKING YOUR MONEY OR PRO-
 PERTY THROUGH LYING OR OTHER FALSE METHODS)

L. THEFT FROM YOUR MAIL BOX (CHECKS OR MAIL).

M. CONSUMER FRAUD (BEING CHEATED WHEN PURCHASING
 GOODS AND SERVICES)

13. IF YOU SAW THE CRIMINAL, DID YOU KNOW THEM OR RECOGNIZE
 THEM IN ANY WAY?

- A. YES B. NO

14. IF YOU SAW THE CRIMINAL(S), WERE THEY?

- A. ALONE B. TWO OR MORE PEOPLE INVOLVED

- 26 15. IF YOU SAW THE CRIMINAL(S), ABOUT HOW OLD WERE THEY?
- A. CHILD - AGE 12 AND UNDER
 - B. TEENAGER - AGE 13 - 18
 - C. ADULT - AGE 19 OR OVER
- 27 16. IF YOU SAW THE CRIMINAL, WERE THEY:
- A. MALE
 - B. FEMALE
 - C. BOTH SEXES, IN THE CASE OF TWO PEOPLE INVOLVED
- 28 17. WHEN DID THE CRIME OCCUR:
- A. IN THE MORNING
 - B. IN THE AFTERNOON, BEFORE DARK
 - C. AFTER DARK
- 29 18. WHERE DID THE CRIME OCCUR?
- A. IN OR AROUND YOUR HOME
 - B. AT A FRIEND'S HOME
 - C. HOTEL OR MOTEL (IF THIS IS NOT YOUR RESIDENCE)
 - D. ON SIDEWALK NEAR HOME
 - E. IN A STORE OR PUBLIC BUILDING
 - F. ON SIDEWALK NEAR STORE OR PUBLIC BUILDING
 - G. IN A PARK
 - H. OTHER PLACE NOT LISTED ABOVE: _____
- 30 19. IF YOU WERE THE VICTIM OF A CRIME, DID YOU NOTIFY THE POLICE?
- A. YES
 - B. NO
- 31 20. IF YOU CALLED THE POLICE, DO YOU FEEL THEY HANDLED YOUR CASE WELL?
- A. YES
 - B. NO
- 32 21. IF NOT, WHY?
- A. DID NOT COME QUICKLY ENOUGH
 - B. DID NOT COME AT ALL
 - C. DID NOT SOLVE THE CRIME
 - D. YOU DID NOT GET YOUR PROPERTY RETURNED
 - E. OTHER: _____

PLEASE TURN PAGE

- 33 22. HAVE YOU BEEN THE VICTIM OF ANY OTHER CRIME SINCE YOU REACHED AGE 60? A. YES B. NO
- IF SO, DID THIS CRIME OCCUR WHILE YOU WERE LIVING IN THE 7-COUNTY ATLANTA AREA? (SEE QUESTION 7 FOR LIST OF COUNTIES.) A. YES B. NO
- 34 23. DO YOU KNOW THAT MANY LOCAL POLICE DEPARTMENTS HAVE A CRIME PREVENTION/COMMUNITY RELATIONS UNIT WHO WILL COME TO YOUR HOME AND DO A SECURITY SURVEY TO SHOW YOU HOW TO MAKE YOUR HOME SAFER?
- A. YES B. NO
- 35 24. HAVE YOU EVER ASKED A POLICE DEPARTMENT TO COME CONDUCT A SECURITY SURVEY OF YOUR HOME?
- A. YES B. NO
- 36 25. DO YOU FEEL SAFE FROM CRIME IN YOUR HOME?
- A. YES B. NO
- 37 26. DO YOU FEEL SAFE FROM CRIME ON YOUR NEIGHBORHOOD STREETS?
- A. YES B. NO
- 38 27. DO YOU THINK OLDER PEOPLE ARE MORE LIKELY TO BE VICTIMS OF CRIME?
- A. YES B. NO
- 39 28. DO YOU THINK YOU ARE MORE LIKELY TO BE A VICTIM OF CRIME BECAUSE OF YOUR AGE?
- A. YES B. NO

THANK YOU FOR YOUR COOPERATION

CROSSWALK

A comparison of the Goals, Objectives, and Standards of the Atlanta Regional Commission, the City of Atlanta, and DeKalb County.

GOALS, OBJECTIVES, AND STANDARDS -- A CROSSWALK

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

1.1
Minimize underlying conditions

1.1
Minimize underlying conditions

1.100
Handgun control

1976 LCJMP

1.1 Encourage restrictive handgun
legislation

1.1 Stringent Application of
current handgun laws

1.101
Educational program re-
evaluation

1.102
Drug abuse treatment &
education

1976 LCJMP

3.302
Develop drug-abuse related courses
to be taught in public schools,
complemented by mass media cam-
paigns designed to inform other
members of the public of the dan-
gers of drug abuse and of available
sources of treatment.

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

1.103
Youth service bureaus

1.104
Religion involvement in crime
prevention

1976 LCJMP

1.104
Social organizations: Churches
schools, etc. should be encouraged
to become involved in the criminal
justice system.

1.2
Decreasing the opportunity/
reward for committing a crime.

1.2
Decrease opportunity/reward for
committing a crime.

1.200
Criminal opportunity
reduction

1.200
Reduce the opportunity for com-
mitting a burglary offense by
increasing public awareness and
development of adequate security
consciousness among residents
and merchants.

1976 LCJMP

1.200
Develop policies that are struc-
tured to control robberies through
environmental & structural design.

1.201
Crime prevention information
and technical assistance

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

1.202
Citizen participation in the
criminal justice system

1976 LCJMP

1.202
Develop community volunteer pro-
grams.

2.1
Increase the risk of com-
mitting a crime

2.100
Increase detection and
apprehension capabilities -
violent crimes

2.102
On an annual basis, increase
detection and apprehension
capabilities

1976 LCJMP

2.100
Reduce the projected number of
offenses

1976 LCJMP
Continue and expand existing
programs designed to increase
detection, apprehension and
prosecution of robbery offenses.

2.101
Increase detection and
apprehension capabilities -
property crimes

2.101
On an annual basis, increase
detection and apprehension
capabilities

1976 LCJMP

2.101
Reduce the projected number of
offenses.

ARC Goals & Objectives

2.102
Increase detection and
apprehension capabilities -
organized crime activities

2.103
"White collar crime"

DeKalb County Goals & Objectives

2.103
Continue the development and imple-
mentation of comprehensive short and
long-range strategies designed to
contain and ultimately reduce or-
ganized crime and white collar crime
in the County

2.103
Continue the development and imple-
mentation of comprehensive short and
long-range strategies designed to
contain and ultimately reduce or-
ganized crime and white collar crime
in the County

City of Atlanta Goals & Objectives

1977 CHP

1.1
Banks and retail stores should
exercise more caution in auditing,
hiring, and supervision of em-
ployees and should prosecute
white collar crime of which they
are aware.

2.103
Develop a data collection system
in cooperation with state and
federal law enforcement agencies,
which would aid in developing a
more accurate measure of white
collar crime.

Develop specialized investigation
and prosecution skills in the
white collar crime areas and
develop expedited judicial pro-
cedures for citizens to encourage
prosecution of white collar and
other crimes.

Develop new laws which will pre-
vent or minimize white collar
crime.

ARC Goals & Objectives

2.104
Ensure full-time, adequate
police services

DeKalb County Goals & Objectives

2.104
By 1978, improve the warrant inves-
tigative capability of the Sheriff's
Department by expanding operational
capabilities

City of Atlanta Goals & Objectives

2.105
Define and develop the
police roll

2.106
Non-Sworn personnel

2.107
Improve property accounting
system

2.108
Improve interagency co-
ordination and cooperation

1976 LCJMP

2.108
Coordinate local law enforce-
ment efforts with state, fed-
eral, and other authorities

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

2.109
Law enforcement organiza-
tion and administration

1976 LCJMP
2.109
Reduce crime; system improvement

Develop detailed individual OBTS
capability

Develop policies which encourage
a more careful examination of
charges by police supervisors

Develop an ongoing version of the
OBTS

Systems improvement; increase the
efficiency of records keeping

2.110
Private security uniforms
and vehicles

2.2
Improve the quality of
justice

2.2
Improve the quality of
justice

1976 LCJMP
2.2
Develop restitution programs
Develop and expand restitution
programs

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

Increase community-based diversion programs

Expand and develop alternate programs to incarceration

Expand and develop neighborhood based correction programs

Improvement and expansion of release-on-own recognizance

Creation of additional diversion programs

2.200
Courts organization and administration

2.203
Improve courts organization by optimizing space use in the DeKalb County Courthouse

2.201
Upgrading prosecution services

2.202
Indigent defense

2.206
In 1977, diminish inadequate representation of indigent defense due to lack of investigative capabilities

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

2.203
Plea negotiations

2.204
Minimize court processing
time

2.207
Minimize court processing
delay in all commitment
hearings

2.3
Improve institutional and
non-institutional rehabili-
tation

2.3
Improve institutional and
non-institutional rehabili-
tation

1976 LCJMP
2.3
Enlarge prison staffs to provide
adequate staff/inmate as well as
racial ratios

2.300
Diversion of juveniles

1976 LCJMP
2.2
Increase community based diversion
programs

2.301
Family court structure

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

2.302
Local jail standards and
operations

2.301
By 1980, improve county jail stan-
dards and operations (safety and
liability should be improved
through security)

1976 LCJMP
2.302
Elevate all substandard facilities
to acceptable levels

2.303
Adult pre-sentence programs

2.304
Offender classification

2.305
Community center alternatives
to incarceration

2.306
Local correctional facilities

1976 LCJMP
2.306
Encourage the coordination of
city and county facilities

ARC Goals & Objectives

3.1
Upgrade information system

DeKalb County Goals & Objectives

3.1
Upgrade information system

City of Atlanta Goals & Objectives

1977 CJP

3.1
ABPS should systematically compile data on the perpetrators, victims and circumstances of reported offenses; census tracts should be included among the demographic data

Periodic informal victimization and attitude surveys should be done in apartment complexes which are predominantly occupied by the elderly in order to ascertain the incidence of crime

The CJCC should encourage the Fulton County Juvenile Court to develop a record keeping system whereby it can legally share its information in accordance with the resolution regarding data unanimously adopted by the CJCC on 8/11/75

Criminal justice agencies should attempt to improve the quality of information they gather

Record identification numbers often enough to allow an individual to be identified at any point in the system and tracked back to his point of entry or forward to his point of exit

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

Criminal justice agencies should begin to collect and maintain data items which will facilitate planning, evaluation, and grants management exercises

3.100
State criminal justice
information system

3.101
Local criminal justice
information systems

3.101
By 1980, insure that every county department and court is serviced by a criminal justice information system (automated or manual) which supports the needs of all criminal justice departments and courts

3.102
Security and privacy of
criminal offender data

1976 LCJMP

3.102
To amend the First Offender Act to require all records pertaining to an individual who has successfully completed a First Offender Act sentence not be released to any party outside of the criminal justice system

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

3.103
Police communications systems

3.102
Provide by the end of 1978, a DeKalb County Police Department capability to confidentially communicate more effectively and efficiently with citizens and with other law enforcement departments (completely convert from 400 VHF to 800 UHF)

3.2
Research, planning, and evaluation

1977 CJP

3.2
Criminal justice agencies should adopt a formalized long-range planning process

Criminal justice agencies should examine the need for specialized planning personnel within the agencies

3.200
Regional criminal justice planning

3.201
Component planning

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

3.202
Process planning

3.3
Personnel development

3.3
Support personnel development

3.300
Recruitment, selection,
training and retention
of law enforcement
personnel

3.300
By 1980, expand resources
critically needed in the
training aspect of this
objective

3.301
Recruitment, selection,
training and retention
of courts personnel

3.301
By 1978, maintain parity of
of pay scales for similar
positions system-wide in
the DeKalb County criminal
justice system

3.302
Criminal justice educa-
tion

1976 ICJMP

3.302
Develop drug-abuse related courses
to be taught in public schools,
complemented by mass media cam-
paigns designed to inform other
members of the public of the
dangers of drug abuse and of
available sources of treatment

ARC Goals & Objectives

None

DeKalb County Goals & Objectives

None

City of Atlanta Goals & Objectives

1976 LCJMP

Crisis intervention for police officers

Development of a 24-hour referral system established by social service agencies

Development of programs designed to defray medical and psychological costs incurred by rape victims

Encourage legislation aimed at the elimination of the victim's unrelated past sexual behavior during legal proceedings

Encourage change in rape law to read that any person may be guilty of raping any other person

Encourage rape legislation to read that there shall be degrees of rape

Expand geographic team policing

Develop manpower deployment systems

Develop in-progress burglary hotline

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

Encourage legislation for the decriminalization of marijuana possession

Develop and expand intensive counseling for parents

Encourage legislation to increase funding to Fulton County DFACS including increased per diem rates to foster parents

Reduce the annualized projection for 1976 by 5 percent

Local, County, and State governments should actively support policies designed to employ ex-offenders

Develop a stand on pending legislation concerning deinstitutionalization of status offenders

Implementation of the Uniform Alcoholism & Intoxication Treatment Act with full funding by the State of Georgia

1977 CJP

Housing and law enforcement officials should monitor crime data in relation to environmental design to determine whether improvements should be made in city ordinances and policies .

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

There is a need to develop a task force on computerized criminal justice information, composed principally of CJIS project directors. This task force should have as its basic responsibility the coordination of CJIS projects in the Fulton, Atlanta, & DeKalb areas

Criminal justice agencies should examine the need for computerized record-keeping systems, such as PROMIS for prosecutors

Future funding of CJIS programs should be predicated upon mutual agreements between local agencies participating in such programs to develop systems which are compatible with interfacing and priorities that are reasonably coordinated. This may be best achieved in the Atlanta area by making funds available to Atlanta, DeKalb and Fulton Counties through the CJCC

Federally funded or experimental corrections projects in the City of Atlanta should use one consistent definition for recidivism as should all corrections agencies

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

Projects should collect data accurately and according to the consistent definition of recidivism

Projects should maintain proper control groups in terms of size and eligibility in order to avoid biasing of results

Projects should provide for three years' monitoring of recidivism; this may mean contracting with State Crime Commission, GCIC, DCOR, CAT, or another agency

The Atlanta Bureau of Police Services should examine the feasibility of further team policing experiments

Until the Uniform Alcoholism Act is fully funded, the City of Atlanta, Fulton and DeKalb Counties, and the Georgia Department of Human Resources should develop a rehabilitative alternative to incarceration for public drunks. The City should provide lock up facilities for public drunks whose behavior

ARC Goals & Objectives

DeKalb County Goals & Objectives

City of Atlanta Goals & Objectives

indicates a need for incarceration. The Counties and State should provide physical and mental health services in the lock up. The City should place nonviolent public drunks on probation with rehabilitative services provided by the Counties and the State. Drunks who violate the terms of their probation should be returned to the City for violation of that probated sentence

Adultery, fornication, and sodomy should be legalized.

The distribution of obscene pornography to adults should be decriminalized, with appropriate regulation, at the option of local governments

Gambling should be decriminalized, with appropriate regulation, at the option of local governments

Cities and counties which opt to decriminalize and regulate obscene material or gambling should require special adult entertainment establishment licenses from businesses which specialize in these activities

REVISED OBJECTIVES AND STANDARDS

The following are additional standards and objectives for inclusion in the Goals, Objectives and Standards adopted by the Atlanta Regional Commission on August 25, 1976. The Goals, Objectives and Standards are listed as they pertain to the issue paper presented.

PRIVATE SECURITY INDUSTRY:

Standard 2.110A

By 1979, armored car guards and dog handlers should be specifically included in Georgia Code 84-65.

Standard 2.110B

By 1980, training standards should be upgraded with all private security/detective training. This should include the specific requirement to successfully pass a state-established examination.

CRIME PREVENTION:

Objective 1.106

Recognizing the impact of underlying social conditions on crime, all governments in the seven county area should emphasize the provision of recreational opportunities for youth, employment opportunities and quality education for the citizens of the Atlanta Region.

Standard 1.101D

By 1978, technical assistance should be available to citizen groups, neighborhood associations, and other non-profit organizations for the development of community based crime prevention projects.

VICTIMLESS CRIME:

The Atlanta Regional Commission opposes legalization or decriminalization of "victimless crimes" and no steps should be made to decriminalize or legalize any "victimless crime" until Standard 1.105A, B, and C are accomplished.

Standard 1.105A

A thorough cost-benefit analysis should be undertaken to determine the cost to the local governments for enforcing current "victimless crimes." These costs should be compared to the cost of administering the system which only has to regulate certain aspects of these activities.

Standard 1.105B

Before legalizing or decriminalizing any "victimless crime" in any municipality, impact on contiguous jurisdictions should be analyzed.

Standard 1.105C

Before "victimless crimes" are legalized or decriminalized, public hearings, debates, and a public referendum should be held so that a general consensus regarding such action can be determined.

AUTOMATED CRIMINAL JUSTICE INFORMATION SYSTEMS

Standard 3.101C

By 1981, the various counties in the Atlanta Region should adopt a regional criminal justice information system master plan to include capability of systems interface.

Standard 3.101D

By 1981, data gathered by local automated systems should be standardized for exchange of information and establishment of an Offender Based Transaction System.

JUVENILE JUSTICE

Standard 2.300B

By 1980, community resources should be developed in every county which would expand the use of community treatment; mental health, education, and occupational programs; and provision for the effective treatment of juveniles. These programs should be structured for the individual needs of each county.

OTHER:

Objective 2.111

Reduce the growth rate in drug related offenses regionwide by affecting a 6% annual reduction in projected number of drug related offenses. All projections should be based on at least three years of data and reevaluated annually.

Objective 2.307

The various local governments within the Atlanta Region which operate adult probation systems should utilize the most efficient methods of caseload management and treatment services.

Objective 2.308

"State and federal funding should be made available to units of local government so that by 1980, construction or renovation could begin on all criminal justice facilities in the seven-county area which are considered a health or safety risk or are too small for present requirements."

Standard 2.308A

All construction and renovation should be consistent with standards established by the State of Georgia, with the specific consideration for the following: safety, health conditions, and flexibility.

ACTION PLAN

The culmination of any planning effort is the statement of policies and actions which shall be taken to effect achievement of "Goals, Objectives and Standards."

Although, frequently criminal justice planning is predicated on acquiring Law Enforcement Assistance Administration funding, it is recognized that such funding only accounts for 5% of all expenditures in Criminal Justice. This funding only can have a marginal impact on the overall effectiveness of our Criminal Justice System. Therefore, the Action Plan is divided into three parts, programs to be funded by LEAA, other programs, and legislative requests.

The recommendations for LEAA Bloc Grants assume there will be a program in fiscal year 1979. Projects for 1978 have already been established by the State Crime Commission and funding is available in 1979 under the bloc grant program, these recommendations will serve as input into the State Plan. If the Atlanta Regional Commission is eligible and decides to request a mini-block award for the seven-county area, these recommendations will serve as a framework for any such application. They will be expanded and specified in such application.

The Atlanta Regional Commission supports the efforts by local governments in planning for their own needs in Criminal Justice. The City of Atlanta and DeKalb County are currently preparing Criminal Justice Plans and mini-bloc grant applications for their respective jurisdictions. This effort is unconditionally supported.

Any plan adopted by the City of Atlanta or DeKalb County will be supported unless it directly conflicts with regional policy as adopted by the Commission and impacts negatively on other jurisdictions within the region.

If Atlanta or DeKalb's plan present problem areas not addressed in the Commission's plan update, the Commission may amend the Annual Plan Update to address these areas. Any region may also be altered to meet the needs of Atlanta and DeKalb, providing they are not in direct conflict with the intent of those recommendations.

CRIMINAL JUSTICE NEEDS

Below is a list of needs as identified by the Atlanta Regional Commission.

This list is not meant to be all inclusive. Rather it is an expression of what the commission views as the most pressing needs to be addressed.

This list was developed by examining goals, objectives and standards and comparing these with the existing situation. Major input came from plans adopted last year from DeKalb County and the City of Atlanta.

This list was reduced from a much more comprehensive list. The needs presented are not intended to represent specific programs or projects. Rather they are intended to be general statements of areas where more emphasis should be placed or where no emphasis is currently being placed.

GOAL 1.1 -- MINIMIZE UNDERLYING CONDITIONS

- Expanded counseling services for youth in the school systems.
- Special educational programs for the learning disabled, mentally disturbed, and retarded.
- Expanded juvenile treatment to include specialized training for juvenile treatment staffs.
- Expanded employment opportunities for all citizens.
- Quality education for all citizens of the Atlanta Region.

GOAL 1.2 -- DECREASING THE OPPORTUNITY/REWARD FOR COMMITTING A CRIME

- Crime prevention courses to be included in training of police.
- Increase citizen participation in crime prevention activities to include increased volunteer participation by medical, religious, and mental health professions in the criminal justice system.

GOAL 2.1 -- INCREASE THE RISK OF COMMITTING A CRIME

- Improved capability of evidence and crime scene analysis.
- Improved tactics directed toward impacting upon specific crimes.
- Availability of legal advice to police officers.
- Efficient use of law enforcement personnel.
- Regular, accurate reporting to GCIC by all law enforcement agencies.
- 24-hour a day, seven days per week patrol coverage within every political jurisdiction within the Atlanta Region.
- Cooperation and coordination among all law enforcement agencies within the Atlanta Region.

GOAL 2.2 -- IMPROVE THE QUALITY OF JUSTICE

- Standardized maintenance and reporting of judicial statistics.
- Availability of efficient court administration and judicial support.
- Improved services to victims and witnesses.
- Improved support services for prosecutors.
- Improved indigent defense services in each county.

GOAL 2.3 -- IMPROVED INSTITUTIONAL AND NON-INSTITUTIONAL REHABILITATION

- Detailed standards for the operation of local detention facilities.
- Standard manual of procedures for operation of local detention facilities.
- Pre-trial services within every judicial circuit.
- Alternatives to incarceration for mentally retarded or mentally ill.
- Judicial capability of obtaining pre-sentence evaluation and recommendations for treatment of offenders.

- Physical facilities which are safe, sanitary and secure.
- Efficient, effective and humane treatment of inmates.
- Guidelines for health and safety regulations/standards in jails.

GOAL 3.1 -- UPGRADE INFORMATION SYSTEM

- Availability of information systems for all criminal justice agencies.
- Adequate privacy and security safeguards.

GOAL 3.2 -- RESEARCH, PLANNING AND EVALUATION

- Ability to evaluate programs for effectiveness.

GOAL 3.3 -- PERSONNEL DEVELOPMENT

- Adequate salaries and fringe benefits for criminal justice personnel.
- Career development capabilities for all criminal justice personnel.
- Improved and expanded training for criminal justice personnel.
- Selection of criminal justice personnel based on validated, reliable criteria.

RECOMMENDATIONS - LEAA BLOC GRANTS

The following programs and priorities are recommended for funding within the Atlanta Region in Fiscal Year 1979.

Priority 1

Goal 2.3, Improved Institutional and Non-Institutional Rehabilitation

Priority 1.1, Pre-Trial Services within Every Judicial Circuit

Programs which will allow accused persons to be released pending trial without bail.

Priority 1.2, Judicial Capability of Obtaining Pre-Sentence Evaluation and Recommendations for Treatment of Offenders

Funds should be used for initial program planning to establish a regional diagnostic-evaluation center for pre-sentence reports and for investigators who will perform pre-sentence investigations for judges.

Priority 1.3, Community-Based Alternatives to Incarceration

Funds should be used for community-based programs for treatment alternatives for mentally retarded and mentally ill persons. If sufficient funds are available, implementation shall be commenced at earliest possible moment. Restitution and adjustment centers (including at least one for female offenders) are urgently needed.

Priority 2

Goal 2.1, Increase the Risk of Committing a Crime

Priority 2.1, Improved Tactics Directed Toward Impacting Upon Specific Crimes

Programs to be funded under this area should include efforts directed at specific crimes such as, but not limited to, anti-robbery squads, anti-burglary projects and white collar crime units. This area should not be used for the sole purpose of adding additional investigators.

Other programs to be funded should include undercover operations directed toward the "fence" or distributor of illegitimate items. Projects with combined efforts should be emphasized similar to the successful projects recently undertaken by DeKalb and Atlanta where huge amounts of stolen property was recovered and many criminals were identified and apprehended.

Priority 2.2, Improved Capability of Evidence in Crime Scene Analysis

Projects in this area could finance units trained in crime scene search and analysis techniques. County-wide or coordinated projects are encouraged. Also emphasis is given to basic evidence gathering equipment and training.

Priority 2.3, Cooperation and Coordination Among All Law Enforcement Agencies Within the Atlanta Region

Coordinated investigative units between two or more law enforcement agencies to attack regional crime problems.

Priority 2.4, Availability of Legal Advice to Police Officers

This area should fund coordinated projects where one legal advisor services more than one smaller agency.

Agencies with over 75 personnel have need of police legal advisors. These projects should be funded in areas that do not have access to legal advice at this time. It should be coordinated through the District Attorney.

Priority 3

Goal 1.1 Mimimize Underlying Conditions

Priority 3.1, Expand Juvenile Treatment to Include Specialized Training for Juvenile Treatment Staffs.

Programs to be funded shall be continuations of those projects currently underway which seek to deal with the status offenders.

Also, Attention Homes which are non-secure community alternatives to detention, utilizing members of the community and existing homes to provide temporary live-in places with closed casework supervision by a court service worker should be funded.

Youth service bureaus which will serve as alternatives to incarceration should also be funded in this region.

Priority 3.2, Counseling Services for Youth in School Systems

Funds should be used to expand an integrated human services delivery model into non-Atlanta schools.

Projects which will identify probable predelinquents should be funded in the elementary schools. These projects will include preventive treatment and counseling by school social workers.

Priority 3.3, Expanded Employment Opportunities for All Citizens

In order to be most cost effective, use should be made of a current vocational training program to assure vocational training for ex-offenders. Also, an employment referral system for ex-offenders and their families is needed.

Priority 4

Goal 2.2, Improve the Quality of Justice

Priority 4.1, Improved Services to Victims and Witnesses

Two to three victim/witness projects should be funded based on modifications of successful national programs.

One to two projects aimed at alleviating fear of crime among the elderly should be undertaken in this region. Examples of programs may involve youthful escorts for elderly persons.

Priority 4.2, Availability of Efficient Court Administration and Judicial Support

Law clerks should be funded to assist superior court judges.

Research assistants should be funded for lower level courts, such as the state courts.

Court administrators or assistants should be funded to enhance the administration of all courts.

Priority 4.3, Improved Support Services for Prosecutors

Additional assistant prosecutors should be funded in areas with especially heavy work loads.

Additional investigators should be funded in areas with especially heavy work loads.

Research assistants should be funded to assist the local solicitors in investigating cases.

Priority 4.4, Indigent Defense

Funds should be used to strengthen local systems of indigent defense.

Priority 5

Goal 3.1, Upgrade Information Systems

Priority 5.1, Availability of Information Systems for all Criminal Justice Agencies

Continuation to be supplied for automated projects which already have been started.

LEAA PROGRAMS
BLOC GRANT REQUESTS

	<u>Funding</u>	
	\$2 million	\$3 million
Priority 1 - Improve Institutional and Non-Institutional Rehabilitation	\$491,000	\$775,000
Priority 2 - Increase the Risk of Committing a Crime	414,000	670,000
Priority 3 - Minimize Underlying Conditions	403,000	635,000
Priority 4 - Improve the Quality of Justice	236,000	419,000
Priority 5 - Upgrade Information Systems	456,000	521,000

OTHER PROGRAMS

The bloc grant program financed by the Law Enforcement Assistance Administration cannot finance the entire cost of reducing and preventing crime. Many programs which can reduce or impact on crime must be carried out by non-criminal justice agencies in other parts of society. Some programs that should be implemented by the criminal justice system either cannot be funded by the Law Enforcement Assistance Administration because of legal and guideline restraints or simply require no additional funding. For other programs, funds from other sources are available.

This section is devoted to important programs which should be implemented in the Atlanta Region which are not appropriate for funding from the Law Enforcement Assistance Administration.

Priority 1

Goal 1.1, Minimize Underlying Conditions

The law enforcement and criminal justice systems cannot be expected to achieve long range reductions in crime by themselves. The only way that long term significant reductions of crime can occur is by discovering and eliminating the underlying societal conditions that cause and aggravate the crime conditions.

Priority 1.1, Expanded Employment Opportunities for All Citizens

Although the basic solution of the employment problem should be resolved by private industry, government and private industry should act in a partnership role. Government can be particularly effective in providing training for the unemployed and underemployed to enable them to be employed at levels for which they are best qualified.

Priority 1.2, Quality Education for All Citizens of the Atlanta Region

Alternatives to traditional educational programs need to be developed to assure that all persons receive education comparable to their needs. Adult education expansion would have a valuable impact. Also, it is urged that every student be required to meet certain educational standards as determined by professional educators prior to promotion.

Priority 1.3, Special Educational Program for the Learning Disabled, Mentally Disturbed, and/or Retarded

Frequently learning disabled, mentally disturbed and retarded individuals are involved in criminal activities. Educational programs oriented toward these individuals could assist them in coping with society and preventing their involvement in criminal activity.

Priority 2

Goal 1.2, Decreasing the Opportunity/Reward for Committing a Crime

In addition to the long range strategy of minimizing underlying conditions, it is important to develop short-term strategies which will have immediate impact. Decreasing the opportunity for committing a crime is directed toward having an immediate impact. Currently, many law enforcement agencies have crime prevention programs in the Atlanta Region. These programs should be continued by those agencies at local expense.

Priority 2.1, Increase Citizen Participation in Crime
Preven-

tion Activities to Include Increased Volunteer
Participation by Medical, Religious and Mental
Health Professionals in the Criminal Justice
System

Success in reducing crime depends on the cooperation of the
community. A motivated citizenry can be an effective low
cost mechanism for reducing crime.

Projects should include programs that emphasize reduction of
crime opportunities such as:

1. Neighborhood patrols
2. Block watch programs
3. Tenant security programs
4. Escort services for the elderly
5. Child protective services
6. Residential security education

Funds may be available for such projects on a competitive
basis from the Office of Community Anticrime Program within
the Law Enforcement Assistance Administration. Additionally,
the more extensive use of professional volunteers can slow
down the exceleating cost of personnel in the criminal
justice system. Involvement of volunteer nurses and/or
physicians to conduct screening and treatment in local de-
tention facilities and volunteer treatment programs in local
jails and county correction institutions to meet the religious
and mental needs of inmates are needed in the Atlanta Region.

Priority 2.2, Crime Prevention Courses to be Included in
Training of Police

Currently, the basic mandated 240 hour curriculum for peace
officer training requires 12 hours of crime prevention and
crime specific training. However, no allotment is made
specifically for crime prevention only. Two to four hours
training in crime prevention should be specifically de-
signated.

Priority 3

Goal 3.3, Personnel Development

If the criminal justice system is to be effective in its
basic mission, it is required that personnel within the
system are of the highest caliber possible.

Priority 3.1, Adequate Salary and Fringe Benefits for
Criminal Justice Personnel

It is the responsibility of the local governments to assure that the criminal justice personnel in its employ receive adequate salary and fringe benefits. This compensation should be commensurate with similar positions in its general area. If salary and fringe benefits are substandard, it will be difficult to retain qualified, capable personnel.

Priority 3.2, Selection of Criminal Justice Personnel Based
on Validated Reliable Criteria

Non-discriminatory promotion and hiring criteria shall be used that will assure the hiring or promotion of the best qualified candidates. Procedures similar to those designed for DeKalb County by the Atlanta Regional Commission should be utilized.

Priority 3.3, Career Development Capabilities for All
Criminal Justice Personnel

If qualified personnel are to be retained in criminal justice, particularly at the local level, room for advancement must be available. It is the responsibility of local governments to develop programs that will provide career ladders for employees based on merit and not simply tenure.

Priority 3.4, Improved and Expanded Training for Criminal
Justice Personnel

Criminal justice personnel must be kept up to date in the innovations and changes in the criminal justice system. One economical means to do this is to install inservice and roll call training as a regular function of the local agencies.

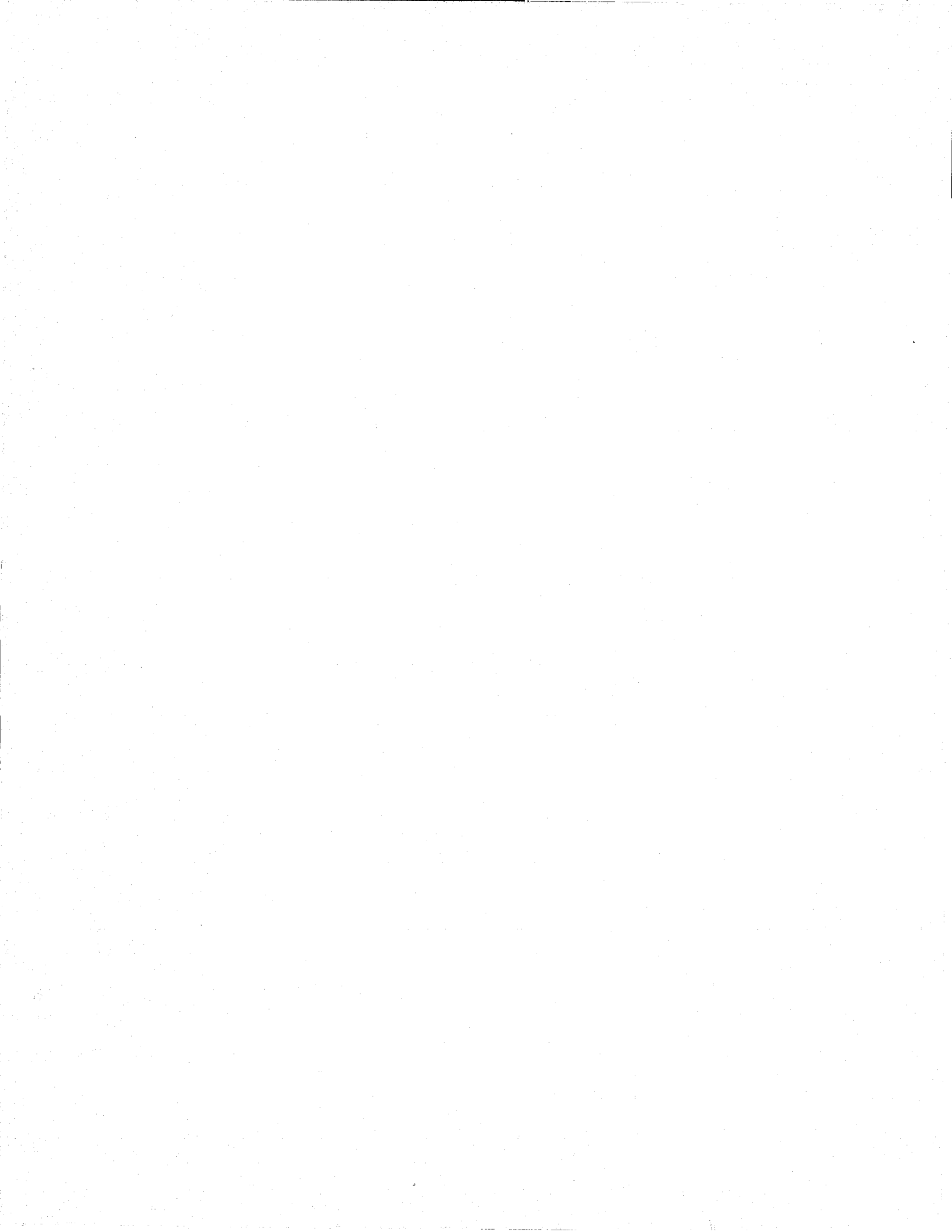
Priority 4

Goal 3.1, Upgrade the Information Systems

Priority 4.1, Adequate Privacy and Security Safeguards

By 1979, all local criminal justice agencies with automated criminal justice information systems should have documented procedures to assure privacy and security of records. Before additional funds are granted for implementation of CJIS projects, the safeguards should be outlined.

Adequate privacy and security safeguard programs should include:



CONTINUED

2 OF 3

1. Procedures to insure the completeness and accuracy of information.
 2. Limitations on the dissemination of criminal history records information to persons with a need and right (as established by law) to know.
 3. Audit procedures.
 4. Individual access, review and challenge of information.
 5. System security safeguards.
 6. System reliability safeguards.
 7. Physical security safeguards.
 8. Personnel security safeguards.
- Local agencies with manual information systems should be encouraged to adopt similar procedures.

No additional funding from LEAA should be requested to implement such programs as they should be a fundamental part of any records system.

Priority 5

Goal 2.3, Improve Institutional and Non-Institutional Rehabilitation

Priority 5.1, Physical Facilities Which Are Safe, Sanitary and Secure

Many jails in the Atlanta Region are out of date. In others, safety and sanitary hazards are present. Still others are burdened with escapes. Recent court decisions clearly state the consequences of such problems. The burden is on the local governments to renovate or rebuild jails to comply with safety and sanitary laws if they are not in compliance.

Priority 5.2, Efficient, Effective and Humane Treatment of Inmates

Many persons housed in local jails have not been convicted of a criminal act and are awaiting trial. Others who have been convicted may serve in local jails from 30 days to one or more years. It is important that all inmates receive humane care and treatment. Jail personnel should receive specialized training so that they can assure this while maintaining the security and safety necessary.

Priority 5.3, Detailed Standards for the Operation of Local Detention Facilities

Priority 5.4, Guidelines for Health and Safety Regulations/ Standards in Jails

Priority 5.5, Standard Manual of Procedures for Operation of Local Detention Facilities

A study should be done in the Atlanta Region which will recommend standards for the operation of local detention facilities and guidelines for health and safety regulations. This study could serve as a model for local jails to model their programs after. These standards and guides could also serve as a guideline for developing a standard manual of procedures.

Priority 6

Goal 3.2, Research, Planning and Evaluation

Priority 6.1, Ability to Evaluate Programs for Effectiveness.

All projects and programs which are funded by the Law Enforcement Assistance Administration should contain an evaluation component which identifies project goals and objectives, defines data to be collected which will operationally indicate success of meeting the project goals and objectives and provide the means of analysis which will determine both the effectiveness (impact) and efficiency (costs versus benefits) of the program. Before final reimbursements are made for programs, a final evaluation, or plans for a final evaluation, should be presented.

Priority 7

Goal 2.2, Improve the Quality of Justice

Priority 7.1, Standardized Maintenance in Report of Judicial Statistics

Model court docketing procedures should be maintained by all courts.

OTHER PROGRAMS

- Priority 1 Goal 1.1 Minimize Underlying Conditions
 - 1.1 Expanded employment opportunities
 - 1.2 Quality education for all citizens
 - 1.3 Special educational programs for the learning disabled, mentally disturbed and/or retarded
- 2 Goal 1.2 Decreasing the Opportunity/Reward for Committing a Crime
 - 2.1 Increasing citizen participation
 - 2.2 Crime prevention courses in police training
- 3 Goal 3.3 Personnel Development
 - 3.1 Adequate salaries and fringe benefits for criminal justice personnel
 - 3.2 Selection of criminal justice personnel based on validated, reliable criteria
 - 3.3 Career development capabilities
 - 3.4 Improved and expanded training for criminal justice personnel
- 4 Goal 3.1 Upgrade Information System
 - 4.1 Adequate privacy and security safeguards
- 5 Goal 2.3 Improved Institutional and Non-Institutional Rehabilitation
 - 5.1 Physical facilities which are safe, sanitary and secure
 - 5.2 Efficient, effective and humane treatment of inmates
 - 5.3 Detailed standards for the operation of local detention facilities
 - 5.4 Guidelines for health and safety regulations in jails
 - 5.5 Standard manual of procedures for operation of local detention facilities
- 6 Goal 3.2 Research, Planning and Evaluation
 - 6.1 Ability to evaluate programs for effectiveness
- 7 Goal 2.2 Improve the Quality of Justice
 - 7.1 Standardized maintenance and report of judicial statistics
- 8 Goal 2.1 Increase the Risk of Committing a Crime
 - 8.1 Efficient use of law enforcement personnel
 - 8.2 24-Hour a day, seven days per week patrol coverage within every political jurisdiction within the Atlanta Region
 - 8.3 Regular, accurate reporting to GCIC by all law enforcement agencies

RECOMMENDED LEGISLATIVE ACTION

1. Allocation of sufficient funds for the full implementation of the Uniform Alcoholism and Intoxication Treatment Act.
2. Authorization for police officers to issue citations for certain misdemeanor offenses rather than make arrests.
3. Define the legal parameters for the operation of private detective and security agencies including, but not limited to, restricting the markings of uniforms and vehicles.
4. State compensation for the provision of at least one investigator for each judicial circuit and additional investigator if required by workload and geographical considerations.
5. State financial support for local systems of indigent defense.
6. Authorization for certain governmental agencies to be provided with criminal history reports on job where such information is essential for screening from critical positions.
7. Requirement that all police officers should have a minimum of 240 hours training prior to field assignment and 40 hours inservice training per year, at state expense.
8. State financial support for incentive programs to attract college educated personnel into law enforcement.
9. Specific inclusion of armored car guards and dog-handlers in the provisions of Georgia Code 84-65.
10. Amendment or revision of current legislation on handgun control to conform to the policy adopted by the Atlanta Regional Commission on June 22, 1977 and presented in the Handgun Issue.
11. The criminal conviction history of any candidate for political office should be made available upon request from any citizen of the jurisdiction in which the candidate is seeking office.

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